



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 12.07.1995
COM(95) 302 final

COMMUNICATION FROM THE COMMISSION

TO THE COUNCIL, THE EUROPEAN PARLIAMENT,
THE ECONOMIC AND SOCIAL COMMITTEE
AND THE COMMITTEE OF THE REGIONS

**THE COMMON TRANSPORT POLICY
ACTION PROGRAMME
1995-2000**

I. The Common Transport Policy agenda 1995-2000: An action programme towards sustainable mobility in Europe

II. The Common Transport Policy's goals

III. Policies and actions: summary

A. Quality improvement

1. System development
2. Environment
3. Safety

B. Single Market

1. Market access and structure
2. Costs, charges and pricing
3. Social dimension

C. External Dimension

Annex I Proposals and actions for the period 1995 to 1996.

Annex II Issues to be addressed in the period 1997 to 2000 and beyond.

Annex III Pending proposals

Annex IV Other policy areas of particular importance for transport

Annex V Budgetary means for the implementation of the Common Transport Policy

I. THE COMMON TRANSPORT POLICY AGENDA 1995-2000: AN ACTION PROGRAMME TOWARDS SUSTAINABLE MOBILITY IN EUROPE

The Commission's White Paper on "The Future Development of the Common Transport Policy" (CTP) was a first step towards defining goals and establishing the work programme to achieve them. It suggested a global approach to ensure both the effective functioning of the Community's transport systems and the protection of the environment: a framework for sustainable mobility. The political debate on the White Paper confirmed its main orientations as well as the interest of the other Community institutions in the development of an rolling action programme which would be regularly reviewed to build consensus on the objectives and priorities.

The Maastricht Treaty marked the beginning of a new phase for the Common Transport Policy. While maintaining the goal of safeguarding and developing further the Single Market, it underlined the importance of other goals including sustainable growth respecting the environment, improvements in safety and in the quality and effectiveness of transport infrastructure (Trans-European Network- TENs). At the same time, its explicit recognition of the concept of subsidiarity requires that decisions within the common transport policy, as in other areas, should be taken and implemented at the most appropriate level.

Against this background, setting the CTP agenda for the years to come necessitates a thorough economic and political analysis as well as a careful selection of issues for treatment at Community level. Efficient transport systems are essential to the competitiveness of European business and to growth and employment. At the same time the transport policy of the Union has to reflect fully the needs and interests of individual citizens - as consumers, as transport users and indeed as people living and working in areas affected by transport activity. Precise policy formulation in transport takes into account objective problems, the insufficient quantity and quality of transport infrastructure in a number of key areas and the impact of new infrastructures on the environment; the more general environmental impact of transport activities, a number of remaining impediments to proper functioning of the internal market for transport services in Europe as well as an increasingly critical public assessment of the need for further regulations at European level.

This action programme, confirms the initiatives announced by the Commission in its 1995 Work Programme for the transport area and outlines on an indicative basis the specific action planned for 1996. It gives similar indications where possible of measures to be launched for the period from 1997 onwards. In addition to these initiatives the Commission will continue and reinforce its work on enforcement of Community legislation on transport matters. In this context it is essential to ensure that Community transport measures applied and enforced with equal rigour in all Member States.

The purpose of this action programme is to give all institutions of the European Union as well as interested parties a clear indication of the Commission's policy intentions following the broad debate on the White Paper and the implications of new Treaty provisions on transport matters. In doing so, the Commission intends to contribute to improved transparency in relation to policy under preparation

II THE CTP GOALS

Efficient, accessible and competitive transport systems are vital to the society and the economy of the Union. They ensure the well-being and quality of life of its citizens as well as the prosperity of its businesses. The links they provide are essential for the internal cohesion of the Union both in regional and social terms. At the same time transport policy must reconcile the need for mobility with the imperatives of ensuring a high level of safety and of protection of the environment.

This action programme for the period 1995-2000 consists of policies and initiatives in three fundamental areas:

- *improving quality* by developing integrated and competitive transport systems based on advanced technologies which also contribute to environmental and safety objectives
- *improving the functioning of the single market* in order to promote efficiency, choice and a user-friendly provision of transport services while safeguarding social standards
- broadening the **external dimension** by improving transport links with third countries and fostering the access of EU operators to other transport markets

III POLICIES AND ACTIONS : SUMMARY

A. QUALITY IMPROVEMENT

These measures are aimed at improving the quality of the European transport systems in a broad sense and accordingly address *their* development in terms of further integration, safety, the protection of the environment and *better services for users and consumers.*

1. System development

- (1) Better integration of transport modes *is essential. This will mean greater recourse to environmentally-friendly and energy saving, modes, offering unused or potential capacity, more modal interconnections and greater interoperability. Due account will also have to be taken of the development of economic sectors such as tourism which depend heavily on transport services.*
- (2) *There is a continued need for stimulating new technologies and applications.* The fourth R&D framework programme constitutes a new basis for a coordinated approach to transport-related research including new transport technologies. Specific Task Forces with participation of industry and users have been created to establish R&D priorities and to *achieve better targeting and coordination of R&D efforts.* Telematics, including satellite based navigation techniques, and technologies for improving interoperability and intermodality will be of particular importance.

- (3) As far as transport infrastructure is concerned, the Trans-European Network (TENs) measures provide the Union with the instruments to ensure the progressive integration of transport networks to serve all of its regions through coordinated planning of investments including financial support from the Community, the promotion of public-private partnerships and technical convergence. Promotion of European projects for better traffic management, such as for air traffic control, will be important elements in the development of these networks. However, both within and beyond the TENs, other infrastructure improvements will have to accompany the necessary shift of traffic from the roads (e.g. investment in ports, transshipment facilities and road/rail freight centres).
- (4) Public passenger transport must provide people attractive alternatives to the private car. The car should be regarded as one component in a larger system rather than the unique solution to problems of personal mobility. The promotion of a Citizens' Network for the development of high quality collective transport of all kinds, including appropriate interfaces for the car user, should make an important contribution in this regard.
- (5) The interests of business and private transport users are safeguarded by the choice offered by a competitive environment, both within and between modes, as now ensured by the measures creating the Single Market. However, there are situations where intervention to protect the interests of transport users may be required. Rules on liability represent an important example in all transport modes.

2. Environment

- (1) Continued growth in transport services and traffic volume has led to environmental problems which are further accentuated by heavy congestion at system bottlenecks. Transport policy making has to reconcile increased demand for mobility and significantly enhanced sensitivity to the environmental impact of continuously extending conventional infrastructure and increasing transport activity. This approach implies greater attention to the determinants of transport demand such as business location and residential development, with consequent implications for land use planning.
- (2) The identification of the environmental impact of transport and related policy action is an integral part of future policy planning. This will necessitate close coordination of other policies for areas depending on transportation. In accordance with the obligation to integrate environmental protection into the definition and implementation of all Community policies, many of the measures in other parts of this programme aim at improving transport's environmental impact, in particular, those concerned with system development, safety and the imputation of costs, including external costs. Strategic environment assessment of the Trans-European network will be important for decisions about individual projects and actions to promote public passenger transport (Citizens' Network) will contribute to improving modal balance. In addition, improved technical standards are needed to reduce at source the harmful effects of transport activities.

decisions about individual projects and actions *to promote public passenger transport*. (Citizens' Network) will *contribute to improving* modal balance. In addition, improved technical standards are needed to reduce at source the harmful effects of transport activities

- (3) In order to improve the impact of transport on the environment modal shift towards the more environmentally friendly modes will be actively pursued in the field of costs and charges, setting the regulatory framework, technical harmonisation and infrastructure.

3. Safety

- (1) The safety of transport, in the interests of users and non-users alike, is a major concern of those responsible for transport policy in the Community. In addition, as regards commercial operations, unduly divergent safety rules and enforcement regimes distort competition and can lead to better standards and practices being undermined.
- (2) The completion of the internal market in transport, together with the continuing integration of the economies of the Member States, necessarily entails increased transport movements across frontiers and within Member States other than the country of origin of the transport operator. The need for appropriate Community action on safety is thus underlined and the Union Treaty contains a modification of the transport chapter in Article 75 to make explicit for the first time that the CTP should include "measures to improve transport safety".
- (3) Improving safety in road transport constitutes a particularly important area, given the scale of deaths and injuries still caused every year. A global approach is required, involving legislative and other measures, addressing improved systems *for monitoring and* for analysing the causes of accidents and evaluating the costs and benefits of alternative responses; technical standards for vehicles and their enforcement; improvements in infrastructure, including relevant telematic systems; and, where the Community can act usefully, the human element that frequently forms one of the key contributory factors to an accident.
- (4) In the maritime sector, the Commission will pursue the programme set out in its Communication on Safe Seas, giving priority attention to passenger vessels, in particular Ro-Ro ferries.
- (5) As to aviation, emphasis will be placed on completing harmonisation of rules and on the *possible* creation of single European authority for air safety.
- (6) *Accessibility is an essential precondition for transport safety, in particular for persons with reduced mobility.*

B. SINGLE MARKET

1. Market Access and Structure

- (1) Supervision of the implementation of the rules creating the Single Market in transport services will remain an important priority. In addition, in a liberalised market, the firm enforcement of the competition *and state aid* rules, while taking into account the particular characteristics of transport activities, assumes particular importance.
- (2) The further development of policy in this area ~~It~~ will involve an evaluation of the functioning in practice of the 1992 legislation, as specifically required by a number of legislative acts. *This is important for all transport sectors, but particularly for shipping, where a more fundamental strategic assessment is required to identify the future framework necessary for a healthy and competitive maritime sector in Europe.*

Experience gathered so far indicates that new legislative initiatives are needed in a number of *other* areas, including a further liberalisation of the railways sector, slot allocation in airports, the phasing out of the "taxi rank" system for certain inland waterways markets and conditions for access to the road haulage market and improvements in the enforcement and responsibility regime in that sector.

- (3) In a number of areas the structural adaptation necessitated by the transition from a national regulatory system to a Single Market is a painful process. Although this process should normally be carried forward by market forces, accompanying measures at a national level are sometimes needed to avoid unacceptable disruptions. The Commission will continue to apply the guidelines already adopted to any State aid involved in such accompanying measures.
- (4) In addition, in some cases, Community action may be called for to assist in the elimination of structural overcapacity such as that prevailing in the inland waterway sector.

2. Costs, charges and pricing

- (1) Optimal modal balance will not be achieved if there are significant differences in the ways in which infrastructure and external costs are charged to different modes. Also differences in the charging systems of different Member States can distort competition even within a single mode giving some national industries advantages over others. *This problem is particularly important in the light of the introduction of new road charging schemes in a number of Member States.*
- (2) In order for the Single Transport Market to allocate resources more efficiently, additional steps will be taken to further convergence in the charging regimes applicable to the different modes. In so doing, efforts will also be made to reduce unacceptable divergences between modes and favour

intermodal operations that will reduce pressures on more congested parts of the transport system. The Commission intends to present a Green Paper on the internalisation of external costs setting out elements for consideration and priorities for progress in this area.

3. Social dimension

- (1) From the outset the European Community has had as one of its general objectives improved working conditions and an improved standard of living for workers. This objective was to be realised through application of the Treaty's provisions and procedures such as those relating to the functioning of the common market and the CTP, as well as through the particular provisions of the social policy title.

The European Single Act deepened this approach by prescribing the harmonisation of health and safety conditions at work on the basis of minimum requirements and creating an explicit basis for a dialogue at European level between social partners, including the possibility for collective bargaining. In 1989, the Community Charter of the Fundamental Social Rights of Workers was adopted, subscribed by all Member States except the United Kingdom, together with an action programme including initiatives in the social field. *Following an in-depth consultation process by means of Green and White Papers on social policy the Commission adopted its Medium Term Social Action Programme covering the period 1995-1997 in April 1995. This Action Programme will be of particular relevance to working conditions in transport areas such as air and maritime transport.*

- (2) In addition, the proper functioning of the internal market in transport services calls for further action affecting the living and working conditions of transport workers. Since these measures will affect the functioning of the transport market, particularly the competitive conditions of transport enterprises, they should be adopted in so far as possible by the Community as a whole.
- (3) Attention will be given as a matter of priority to the development of regimes on working time adapted to the particular needs of the different transport activities concerned.
- (4) *Further initiatives in regard to the promotion of the use of public passenger transport including, in particular, accessibility for persons of reduced mobility will be dealt within the Green Paper on a Citizens' Network.*

C EXTERNAL DIMENSION

- (1) As a matter of fact, Member States continue to maintain a network of traditional, reciprocity-based transport agreements with third countries. This situation implies continued existence of discriminations along nationality lines creating potentially considerable distortive effects. *Further development of bilateral relationships will also undermine the effectiveness of the internal market legislation as well as its economic benefits.*

Furthermore, the lack of common European stance vis-à-vis trading partners weakens Europe's ability to promote its economic interests in an effective way.

- (2) **Priorities in this area will be based on a sound identification of the value-added of common action and the costs of inaction in view of existing market fragmentation. Furthermore, the implications of a gradual development towards a wider Europe and political commitments entered into by a series of association and cooperation agreements necessitate action in the area of external transport relations.**
- (3) **Policy initiatives in this area include the conclusion of the Council deliberations on mandates in relation to road and air transport relations with the countries of Eastern and Central Europe, the follow-up to the mandate for negotiations with the United States of an air transport agreement and actions on maritime transport in particular, the completion of the WTO-negotiations on maritime liberalization. Furthermore the Commission will work towards strengthening the EU role in international organisations dealing with transport matters.**

Conclusion

The European Commission transmits this Common Transport Policy Action Programme for information to the Council, the European Parliament, the Economic and Social Committee and to the Committee of Regions.

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
	1995	1996
Part A: QUALITY IMPROVEMENT		
Section 1: System Development		
1.1: <u>4th R&D Framework Programme</u>		
Implementation of transport components	Programme Management	Programme Management Revision of 4th Framework
Application of research results	Promotion of implementation of research results in particular from EURET, APAS and DRIVE II	
R&D Task Forces (rail, intermodality)	Establishment and management	Follow-up
1.2: <u>Trans-European Networks (TENs)</u>		
Implementation, work on priority projects, refinement of planning methods	Organisation of workshops (10) for the priority projects. Commitments under the 1995 budget	All priority projects launched Commitments under 1996 budget
Project evaluation	Common action programme	Priority list updated
Environmental impact assessment	Methodology study Corridor studies	System for environmental analysis to be launched
Public Private Financing (Partnership)	Studies of EEIG for some projects (Lyon-Torino, Brenner, PBKAL)	PPP-schemes for London- Tunnel Path, West-Coast
Implementation of new technologies	Studies Telten; DEFI: First implementation phase or road telematics finalised	Positioning and navigation system. Full scale demonstration phase
1.3: <u>Integration of Transport Systems - Intermodality</u>		
Citizens' network: Green Paper on passenger transport	Presentation of Green Paper	Initial policy conclusions on discussion of Green Paper
Conventional rail interoperability		Communication
Global Navigation Satellite System (GNSS)	Follow-up to communication COM(94) 275 final	

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
	1995	1996
Part A: QUALITY IMPROVEMENT		
Section 1: System Development		
1.3: <u>Integration of Transport Systems- Intermodality</u>		
Combined Transport: Further development of Pilot Action (PACT) towards full Community Programme, incl. rules on State aids	Communication	Follow-up
1.4: <u>Modal issues</u>		
Air traffic management: Communication on management of overload situations with proposals	Communication ¹	Follow-up
European ATM system	White Paper	Follow-up
Cooperation agreement EU/Eurocontrol	Mandate	
Maritime Transport: Short Sea Shipping	Communication ²	Follow-up
Strategic Document on Maritime Transport	Communication	Follow-up
Air Transport: update of liability and compensation rules in case of accidents	Legislative initiative	Follow-up
Air Transport: Improvement of passenger's rights (Bonding scheme, Code-Sharing, Denied Boarding)		Legislative initiative

² COM(95) 317 final

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
Part A: QUALITY IMPROVEMENT	1995	1996
<p>Section 2: Environment</p> <p>Improvement of environmental impact of road transport:</p> <ul style="list-style-type: none"> - Consolidation and improvement of existing rules in various areas (emission levels, controls, test methods) <p>Road Freight Transport: Environmental Impact Framework</p> <p>Air Transport: European standards for NOx-emissions of aircraft taking into account ICAO-recommendations</p> <p>Internalisation of external costs: see chapter B, Section 2</p>	<p>Proposal for Directive</p>	<p>Proposals for Directives</p> <p>Communication</p>

CIP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
	1995	1996
Part A: QUALITY IMPROVEMENT		
Section 3: Safety		
- Legislative follow-up to work of High-Level Group on Road Safety (Alcohol, young drivers, publicity and infrastructure)		Communication
- Training requirements for drivers of lorries transporting dangerous goods (road)	Initiative on adaptation to ADR-agreement	Follow-up
- Training requirements for drivers of lorries of general cargo		Communication
- Minimum training requirements for air cabin crews	Legislative initiative	
- Integration of Joint Airworthiness Requirements ("JARs") into Community law	Legislative initiatives	Legislative initiatives
- Creation of European Regulatory Body on Air Safety (based on JAA)	Proposal for mandate and legislative initiative	
- Licensing regime for operation of Ro-Ro-Ferries		Legislative initiative
- List of passengers on Ro-Ro-Ferries		
- Working time (all modes): see Part B, Section 3		Legislative initiative

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
	1995	1996
Part A: QUALITY IMPROVEMENT		
Section 3: Safety		
- Amendment of Decision 92/143/EEC on radio navigation systems		Legislative initiative
- Marine equipment	Legislative initiative	
- ISM-Code (Safe Management Ro-Ro Ferries)	Legislative initiative ³	
- Passenger vessels engaged in domestic voyages	Legislative initiative	
- Adhesion of EU to STCW-Convention		Legislative Initiative
- Qualification of Seafarers: approval and adaptation of revised IMO/STCW-Convention incl. criteria for non EU-seaferers certificates		Legislative Initiative
- Fishing vessels over 24 m	Legislative initiative	
- Ratification of Protocols to International Conventions on Maritime Safety (SOLAS, MARPOL)		Legislative initiative
- Inland Waterways: transport of dangerous goods		Legislative initiative

³ COM(95) 028 final

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
Part B: SINGLE MARKET	1995	1996
<p>Section 1: Market access and structure</p> <ul style="list-style-type: none"> - Transport Statistics/Forecasting - Hiring of vehicles - Conditions governing access to the profession of road haulier - Strengthening of enforcement regimes applicable to road haulage sector - Road Transport: Passenger Cabotage Further liberalisation and simplification of Reg. 684/92 (International Road Passenger Transport) Common definition of own account road goods transportation - Railways: Extension of access rights - Combined Transport: guidelines for State aids and preferential tax treatment - Inland Waterways: <ul style="list-style-type: none"> - Access to traffic between Member States - Harmonisation of technical standards - Further liberalisation and accompanying measures - Land Transport (Rail and Road): Reexamination of rules for State aids - Air Transport: Review of the operation of the internal market for air transport Review and modification of Council Reg. (EEC) 95/93 (Slots) 	<p>Proposal for Community System on air transport statistics.</p> <p>Legislative initiative⁴</p> <p>Proposal for modification of Council directive</p> <p>Proposal for a Council Regulation</p> <p>Proposal for a Council Regulation</p> <p>Legislative Initiative⁵</p> <p>Communication and legislative initiatives</p> <p>Communication incl. legislative initiative (if required)</p>	<p>Establishment of network of data-bases, incl. infrastructure expenditure</p> <p>Legislative initiatives</p> <p>Legislative and/or other proposals</p> <p>Proposal for a Council Directive</p> <p>Legislative initiative</p> <p>Decision on guidelines</p> <p>Legislative initiative</p> <p>Communication</p> <p>Communication</p>

⁴ COM(95) 2 final

⁵ COM(95) 167 final

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
Part B: SINGLE MARKET	1995	1996
<p>Section 1: Market access and structure</p> <p>Air Transport:</p> <ul style="list-style-type: none"> - Review of Council Regulation (EEC) n° 2299/89 and n° 3089/93 (Computer Reservation Systems) 		<p>Communication and legislative initiative (if required)</p>

CTP-ACTION PROGRAMME
Proposals and actions for the period 1995-1996

ACTION	TARGET DATES	
Part B: SINGLE MARKET	1995	1996
<p>Section 2: Costs; charges and pricing</p> <p>All transport modes: Cost imputation principles for use of transport infrastructure and internalisation of external costs</p> <p>- Road Transport: Review of maximum rate for user charges</p> <p>- Air Transport: Principles for airport charges</p>		<p>Green Paper</p> <p>Legislative initiative</p> <p>Legislative initiative</p>

