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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

Sustainable Mobility: Perspectives for the Future

A FRAMEWORK FOR SUSTAINABLE MOBILITY

1. In 1995, the Commission adopted its action programme for 1995 to 2000¹. This was well received by Community institutions, the transport sector and the wider world and has provided a basis for action by all actors in the sector. Since then, the Commission has taken many of the initiatives foreseen in the action programme. It has also launched debates on many elements of the Common Transport Policy (CTP). This has led to decisions by the Council of Ministers, normally in co-operation with the European Parliament, as well as helping to bring together views on key policy issues.
2. Considerable progress has been made over the last three to four years in deepening the internal market for transport services; the development of more integrated transport systems, particularly the trans-European transport network, including compatible traffic management systems; the promotion of intermodality throughout the sector and of best practice in local and regional passenger transport; improvements in safety in all modes; the conception and exploitation of transport related research and development at Community level; treating environmental protection as an integral part of the transport policy; and many aspects of the Community's transport relations with third countries, particularly in Eastern and Central Europe. A more detailed account of developments in the Common Transport Policy will be given in a publication for the general public early in 1999².
3. There are areas where progress has been slower than hoped. Whilst there is a valuable debate on the desirable approach to *charging for infrastructure and external costs*³, divergences of opinion and practice remain⁴. It is of vital importance that the Member States give a constructive response to the suggestions, procedural and substantive, made in the recently published White Paper "Fair Payment for Infrastructure Use"⁵. In the *social field*, there have been tensions in a number of sectors during the period, in part due to the adaptations following liberalisation. This emphasises the need for change to be properly managed by enterprises and public authorities alike, and for appropriate policy responses at Community level on issues like working time, manning regimes particularly in the maritime area, and adequate enforcement of Community requirements designed to ensure fair competition. Certain *external relations issues* have proved difficult to resolve. A satisfactory mandate for concluding an aviation agreement with the United States is still not forthcoming from the Council; proposals to bring the Member States' bilateral maritime arrangements with third countries into conformity with Community law are progressing slowly; while problems still persist as regards the execution of negotiating mandates on land transport in relation to countries in Eastern and Central Europe.
4. Nevertheless, overall, the picture since 1995 has been one of significant, continuing and encouraging progress. A coherent and integrated plan for the development of the Common Transport Policy has been established, and, by and large, the principles have been accepted.

¹ 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 (COM/95/302 final, 12.07.1995).

² See also more detailed information and analysis presented in a number of evaluation reports including "Trans-European transport network: report on progress and implementation of the 14 Essen projects, 1998 (COM/98/0356 final)", "Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions on transport and CO₂: developing a Community approach (COM/98/0204 final)", "Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions - towards a new maritime strategy (COM/96/0081 final)", "Communication from the Commission to the Council and the European Parliament - impact of the third package of air transport liberalisation measures (COM/96/0514 final)", "White paper - a strategy for revitalising the Community's railways (COM/96/0421 final)", "Communication from the Commission to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions - The Development of Short Sea Shipping in Europe: Prospects and Challenges (COM/95/317 final)".

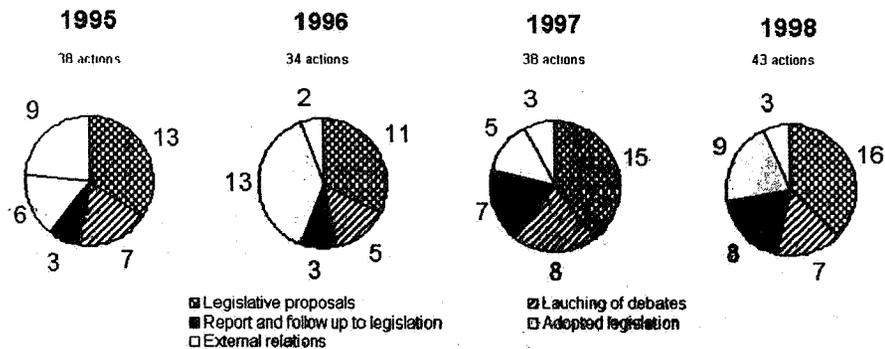
³ Towards fair and efficient pricing in transport policy- options for internalising the external cost of transport in the European Union - Green Paper (COM/95/691 final, 20.12.1995); Green Paper on seaports and maritime infrastructure (COM/97/678 final, 10.12.1997).

⁴ Difficulties have affected the proposals for a Council Directive restructuring the Community framework for the taxation of energy products (COM/97/30 final of 12 March 1997) and for a Council Directive on airport charges (COM/97/154 final of 23 April 1997).

⁵ Fair payment for infrastructure use: a phased approach to a common transport infrastructure charging framework in the EU - White Paper (COM/98/466 final, 22.07.1998).

Major challenges remain, however, if the objective of a safe, efficient, competitive, socially and environmentally friendly CTP is to be realised.

MAIN ACTIONS REALISED 1995-1998



II THE FUTURE DEVELOPMENT OF THE FRAMEWORK

5. Looking to the future, the *strategic objectives in the 1995 action programme* remain valid. The efficiency of transport systems continues to be essential to the competitiveness of Europe, and to growth and employment. In an increasingly global economy, our transport systems must not be left behind. This underlines the pressing need for developing an EU-wide policy with third countries, notably in the air and maritime sectors. It is equally important that the CTP should serve the citizens of Europe. Fundamental to economic and social cohesion, transport services must therefore be easily available, including in peripheral and less-developed regions, affordable and safe as well as providing satisfactory job opportunities. The different components of the system must be better integrated to provide convenient door to door service. Developing efficient and integrated transport systems will, in turn, permit to take fully into account the need to protect and enhance the environment, both at the local and the global level, ensuring that transport contributes to environmental objectives.
6. In pursuing these objectives, the Community should adopt a balanced combination of policy measures deriving the maximum possible benefit from synergies between them, while fully complying with the subsidiarity principle. Research and development under the fourth and fifth framework programmes will lead to the employment of more efficient and environmentally friendly systems on the basis of the provisions applying to the trans-European transport network, appropriate adaptations of the regulatory framework, as well as action to disseminate knowledge of best practices and deploy them as widely as possible.
7. Based on the Commission work programme for 1999⁶, the Commission's priorities in the transport sector for the period up to the year 2000 are summarised in the sections which follow, the main measures envisaged being listed in Annex I. Annex II seeks in more general terms to identify possible initiatives for the period 2000-2004 and to stimulate discussion on how the Common Transport Policy might develop in the somewhat longer term. This Action programme should serve as a basis for an ongoing review of the CTP. It will be adjusted and developed on the basis of the contributions of the institutions and in the light of evolving needs. The Commission will also seek the views of the parties concerned by the development of the CTP.

⁶ The Commission's work programme for 1999 - The policy priorities (COM (1998) 604 of 28.10.98). Indicative list of actions envisaged in 1999 in the framework of the Commission's work programme (SEC (1998) 1723 of 5.11.98).

III IMPROVING EFFICIENCY AND COMPETITIVENESS

8. Five objectives remain crucial in order to ensure that European transport systems realise their full potential, to promote the competitiveness of European business, to ensure that maximum growth, employment and environmental sustainability are achieved. These are *liberalising market access, ensuring integrated transport systems across Europe, ensuring fair and efficient pricing within and between transport modes, enhancing the social dimension and making sure rules which have been agreed are properly implemented.*

(1) Market access and functioning

9. There are two main priorities; the rail sector and ports.
10. The potential of *railways*, perhaps even their survival as far as freight is concerned, is endangered by their fragmentation into national markets. Following the launch of the freight freeways⁷ and the implementation of Directive 96/48/EC on the interoperability of the transeuropean high speed rail system, further steps are being taken on the basis of the Commission's 1996 White Paper⁸ which received broad support in the Council and the European Parliament. In addition to the infrastructure package already proposed concerning charging, capacity allocation, separation of infrastructures management and operation and licensing⁹, they include forthcoming proposals on public service contracts and on State aids for land transport and a Communication aiming at integrating national systems including technical interoperability. Finally, the Commission has also launched a dialogue with the railways to examine existing international co-operation agreements and where appropriate remedy shortcomings.
11. The Commission will, following consultation on its Green Paper issued in December 1997¹⁰ submit proposals on the *liberalisation of port services*.
12. In the other transport modes, markets have for the most part been liberalised. However, a number of remaining obstacles have been identified, particularly in the *civil aviation sector*. The Commission will press for the adoption of its proposals on computer reservation systems (CRS)¹¹ and airport charges¹² and will submit a proposal revising the existing slot regulation¹³. A Communication on the air transport market analysing recent restructuring and modernising trends and proposing future policy orientations will also be presented.

(2) Integrated transport systems

13. The Commission will continue its efforts to develop *Trans-European Transport-Networks* (TEN-T). First, it will work with Member States in order to encourage them to speed up the implementation of the priority projects defined at the Essen Summit. The Commission will encourage Public Private Partnerships (PPPs) particularly in the priority projects. Second, the Commission will publish a White Paper on the future revision of the TEN-T guidelines to complement the new financial regulation recently proposed in the context of Agenda 2000¹⁴.

⁷ Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions - Trans-european rail freight freeways (COM/97/242 final, 29.05.1997).

⁸ White paper - a strategy for revitalising the Community's railways (COM/96/421 final, 30.07.1996).

⁹ Proposal for a Council Directive relating to the allocation of railway infrastructure capacity and the levying of charges for the use of railway infrastructure, Proposal for a Council Directive amending Directive 95/18 on the licensing of railway undertakings, Proposal for a Council Directive amending Council Directive 91/440 on the development of the Community's railways (COM/98/480 final, 22.07.1998)

¹⁰ Green Paper on seaports and maritime infrastructure (COM/97/678 final, 10.12.1997).

¹¹ Proposal for a Council Regulation (EC) amending Council Regulation (EEC) No 2299/89 on a code of conduct for computerised reservation systems (CRSs) (COM/97/246 final, 09.07.1997).

¹² Proposal for a Council Directive on airport charges (COM/97/154 final, 23.04.1997).

¹³ Council Regulation (EEC) No 95/93 of 18 January 1993 on common rules for the allocation of slots at Community airports (OJ L 14, 22.01.1993).

¹⁴ Proposal for a Council Regulation (EC) amending Regulation (EC) No 2236/95 laying down general rules for the granting of Community financial aid in the field of trans-European networks (COM/98/172 final, 18.03.1998).

Third, it will prepare the extension of the TENs in applicant countries through the Transport Infrastructure Needs Assessment process (TINA) and by incorporating this objective in the relevant Community financial instruments.

14. Priority will also be given to the promotion of *intelligent transport systems*, mainly through the implementation of the Action Plan for global navigation by satellite (GNSS)¹⁵ as well as measures to encourage the deployment of traffic management systems for different modes. Following the Communication on *intermodal freight transport*¹⁶, the Commission has proposed new rules for combined transport¹⁷ and will come forward with a series of proposals and actions to further intermodal transport.

(3) Fair and efficient pricing in transport

15. Fair competition within and between transport modes depends on a better alignment of charges with transport costs at the level of the individual transport user. In light of the reactions to its White Paper on Fair Payment for Infrastructure Use, the Commission will take the necessary steps to launch the first phase of the programme to apply progressively the principle of *charging for marginal social costs*. A committee of member states experts will be set up soon to examine these issues, in particular the methods for estimating costs.

(4) Economic and Social cohesion

16. Efficient and sustainable transport systems play a key role in regional development. Structural policies and the CTP complement one another and therefore promote a more balanced and sustainable development of the Union's territory, particularly by improving accessibility and the situation of weaker regions and disadvantaged social groups. The Commission will set out how these two policies can achieve maximum synergies in a communication on Transport and Cohesion.
17. Increased competitiveness must go hand in hand with the improvement of *working conditions*. Following the publication of its consultation document on the so-called excluded sectors¹⁸, and in light of developments in discussions between the relevant social partners, the Commission has tabled appropriate proposals on working time. These are designed to include the non-mobile workers in the transport sector in the working time directive and also to establish specific rules for mobile workers on the basis of the working time Directive principles. Further proposals will be made in the inland waterways and aviation sectors.

(5) Making sure that the rules are applied

18. The transport internal market can only work in practice if competition rules and legislation adopted by the Council are *properly implemented*. The Commission will therefore continue to apply the competition articles of the Treaty and will ensure the application of the State aid rules in all transport modes. It will also ensure that the various legislative measures adopted by the Council are transposed correctly and in good time, in order to achieve already in 1999 an improvement of the transposition rate, and implemented in practice by the Member States.

IV. IMPROVING QUALITY

¹⁵ Communication from the Commission to the Council and the European Parliament - Towards a Trans-European positioning and navigation network: including a European Strategy for Global Navigation Satellite Systems (GNSS) (COM/98/29 final, 21.01.1998).

¹⁶ Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions - Intermodality and intermodal freight transport in the European Union - A system's approach to freight transport - Strategies and actions to enhance efficiency, services and sustainability (COM/97/243 final, 29.05.1997)

¹⁷ Proposal for a Council Directive amending Council Directive 92/106/EEC on the establishment of common rules for certain types of combined transport of goods between Member States (COM/98/414 final, 10.07.1998).

¹⁸ White Paper on sectors and activities excluded from the working time directive (COM/97/334 final, 15.07.1997).

19. In addition to the horizontal measures above, further targeted action is needed to respond to the needs of citizens and ensure that *transport systems are safe, environmentally and consumer friendly and quality driven*.

(1) Safety

20. The quest for improved safety is a permanent objective of the Commission. Improved technology continues to offer the possibility of safer travel, while higher traffic volumes, congestion and increased demands from consumers pose particular challenges.
21. In *civil aviation*, the Commission will continue to press for the adoption of its proposals on the safety assessment of aircraft¹⁹ and on the professional qualifications of cabin crew²⁰ and pursue negotiations on the establishment of a European Air Safety Organisation following the granting of negotiating directives in June 1998. The effective implementation of JAA safety standards through their transformation into Community law will be pursued and to complement the measures on working time limitation with a proposal on flight time limitations.
22. A particular effort is being undertaken in the *maritime sector* with, in addition to the proposal recently made on the licensing of Ro/Ro passenger ferries²¹, new initiatives on a global approach to managing risks in water borne transport including responsibility of shippers and charterers using unseaworthy vessels, safe loading and unloading procedures for bulk carriers and the promotion of quality shipping and improved traffic management.
23. The action programme on *road safety*²² will also be pursued. The Commission will continue to support and develop the car testing programme EURO-NCAP, and come forward with a communication containing recommendations on priority setting, including the cost-effectiveness evaluation of road safety measures. Moreover, the Commission continues to promote safety standards for better protection of passengers. This is being done through new or modified proposals for Directives, as well as the ongoing adaptation to technical progress of the existing regulatory framework.

(2) Environment

24. The development of transport systems must not be at the expense of the quality of life of citizens or the destruction of the environment. The indefinite continuation of current trends in transport in certain modes (road, air) would be unsustainable in relation to its environmental impact, in particular as regards climate change. The development of *sustainable forms of transport* is therefore one of the key priorities of the Commission. Following the Kyoto Conference, and the recent Communication on Transport and CO₂²³, a series of measures need to be pursued to limit the effect of transport activity on climate change. The Commission will strengthen its environmental assessments of policy initiatives with important environmental effects as proposed in its communication on "A strategy for Integrating Environment into EU Policies, Cardiff - June 1998"²⁴. These reviews will be based on the work undertaken by the Commission and experts from Member States together with Eurostat and the European Environment Agency to develop more accurate indicators on transport and environment.

19 Proposal for a Council directive establishing a Safety Assessment of Third Countries Aircraft using Community Airports (COM/97/55 final, 17.02.1997)

20 Proposal for a Council Directive on safety requirements and attestation of professional competence for cabin crews in Civil Aviation (COM/97/382 final, 22.07.1997).

21 Proposal for a Council Directive on conditions for the operation of regular ro-ro ferry and high-speed passenger craft services in the Community (COM/98/71 final, 18.02.1998).

22 Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions - Promoting road safety in the EU: the programme for 1997-2001 (COM/97/131 final, 09.04.1997).

23 Communication from the Commission to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions on transport and CO₂: developing a Community approach (COM/98/204 final, 31.03.1998).

24 COM(1998) 333 final of 27.05.1998.

25. In its communication on "A strategy for Integrating Environment into EU Policies Integration", the Commission underlined the importance of integrating the environmental dimension in sectoral policies, including transport. The European Council at Cardiff asked the Transport, Agriculture and Energy Councils to report on progress with environmental integration to the European Council at Vienna and to develop strategies to this effect. In its report to the Vienna Summit, the Transport Council recognises the need for a coherent short, medium and long term strategy, including relevant intermediate and long-term environmental objectives, whilst noting that progress has been achieved to render Europe's transport system more sustainable. The main purpose of this communication is to update the existing action programme and to outline future actions for the period 2000 to 2004. Its principal objective is therefore not directly linked to supporting the Council in its efforts to integrate environmental concerns into the Common Transport Policy, though many of the actions described in it are of direct relevance to this process. The Commission will continue to support actively the Council in its work on developing a strategy and work programme. In this context, new initiatives, not foreseen in this action programme, could be necessary.
26. The Commission will present a comprehensive communication on air transport which will deal with noise and emission issues both at the local and the global level. In the maritime area, the proposal on waste reception facilities²⁵ has been adopted; and in the roads sector an environmental framework for the solution of problems caused by heavy goods vehicles has been tabled²⁶. Following progress under the AutoOil I programme, the Commission will make further proposals in the context of the Auto/Oil II programme on emission standards for vehicles, fuels and other measures²⁷.
- (3) Protecting consumers and improving the quality of transport services
27. In order to enhance consumer confidence in transport systems, the Commission will examine how to ensure adequate consumer participation, through their representative organisations, in the development of the CTP. It will also consider the need for specific consumer protection measures.
28. Particular priority is being given to *civil aviation* where new commercial developments require an appropriate response. Following the proposal revising the existing regulation on denied boarding compensation²⁸, attention will be given to the possible strengthening of consumer information and issues such as code-sharing, frequent flyer programmes and contract terms.
29. An important challenge is to improve the quality of *local public transport* which is the only form of transport available to all citizens, particularly in large cities. On the basis of its Citizens Network initiative²⁹, the Commission will pursue its Action Programme covering areas such as best practices, intermodal integrated passenger services and benchmarking. The Commission will also reflect on how the regulatory framework for domestic public transport might be updated (for example through the use of clear contracts including quality targets) to ensure that

²⁵ Proposal for a Council Directive on port reception facilities for ship-generated waste and cargo residues (COM/98/452 final, 17.07.1998).

²⁶ Commission working paper - Towards a framework for the solution of the environmental problems caused by traffic of heavy goods vehicles (COM/98/444 final, 14.07.1998).

²⁷ In the automotive sector, considerable progress has already been achieved through the Auto-Oil programme. Directives 98/69/EC and 98/70/EC and the proposed directive on Heavy-duty vehicles lay down in legal form the outcome of the Auto-Oil I programme, resulting in important reductions of pollutant emissions from 2000 and 2005. Auto-Oil II which is in progress (the Commission will bring forward a proposal before the end of 1999) is expected to provide for further reductions through complementary measures. The European Parliament and the Council should soon adopt a further tightening of heavy-duty vehicles emission standards from 2000. In addition, in its Communication COM (1998) 495, the Commission accepts an industry proposal on stringent reductions of CO₂ emissions from 2005 onwards, which is the fruit of intense negotiations.

²⁸ Proposal for a Council Regulation (EC) amending Regulation (EEC) No 295/91 establishing common rules for a denied-boarding compensation system in scheduled air transport (COM/98/41 final, 30.01.1998).

²⁹ Communication from the Commission to the Council, the European Parliament, the Committee of the Regions and the Economic and Social Committee - Developing the citizens' network - Why good local and regional passenger transport is important, and how the European Commission is helping to bring it about (COM/98/431 final, 10.07.1998).

all interested parties including local authorities, operators and user groups achieve the maximum benefit.

(4) Preparing the future

30. In the context of the *fifth Framework Programme for Research and Development*, the Commission has proposed a specific key action to carry out a number of targeted research actions aimed at improving the efficiency and sustainability of the transport system and at enhancing safety and intermodality. Various other "key actions" will also investigate ways of improving the efficiency and environmental performance of individual means of transport, notably aircraft, ships, rail systems and road vehicles. These issues are addressed from different perspectives, such as technological development and transport telematics permitting a balance to be struck between transport, industrial and environmental policies.

V. IMPROVING EXTERNAL EFFECTIVENESS

31. The negotiations with applicant countries, which started this year, and the globalisation of the economy underline the growing importance of the external dimension of the Common Transport Policy.
32. As far as the Central and eastern European countries are concerned, the Commission is already negotiating agreements in the areas of civil aviation, heavy goods vehicles, coach services and inland waterways. The enlargement negotiations themselves involve the systematic screening of transport legislation of all the applicant countries to ensure that necessary adaptations are identified and to stimulate their realisation. It will be important to handle the process of mutual market opening in a way that avoids disruption.
33. The growing globalisation of the economy poses particular challenges to the Community where the integration of the Internal Market has created clear external competence for the Community. The initiatives already taken with Switzerland in land transport and aviation, with the United States on aviation, and with India and China on maritime relations will be followed by others when it appears that there is clearly identifiable Community interest to be pursued. The development of *environmental and safety challenges* at international level will also need initiatives in the relevant international organisations.

VI A LONGER TERM PERSPECTIVE

34. For the longer term, in particular the period 2000 to 2004, the focus on *the Common Transport Policy's three main objectives* will need to continue. In order to maintain a coherent approach, and to derive the maximum benefit from different policy instruments, the Community's framework for sustainable mobility should be subject to a *regular global review*.

(1) Market access and functioning

35. The mechanisms available for monitoring the performance of the Community's transport markets and systems should themselves also be subjects to critical review, in particular to improve further the provision of information, data and statistics to decision makers. This exercise should include an examination of the need for and feasibility of a *European Transport Data System*.
36. Against this background, the Community Transport statistics work programme will focus on priorities stemming from the need to monitor the liberalisation process and the rationalisation of European transport systems, as well as on identifying the impact of transport on regional development, the environment and safety.
37. As foreseen in existing legislation, the functioning of the market for different transport services should be assessed with a view to possible *clarification or revision of the regulatory framework*,

including State aid guidelines. The functioning of public service regimes within the progressively integrating transport economy will need particular attention.

38. In the *maritime sector*, emphasis should be placed on the development of convergent approaches to maritime registries and the conditions for registration of ships under Community flags.

(2) Integrated systems

39. In the field of *systems integration*, emphasis will increasingly be on measures to improve interoperability, particularly of the railways, and to deploy *intelligent transport systems*, including positioning and navigation by a satellite network and other suitable means for which the need for common standards will be explored.
40. Following the completion of the revision process of the *guidelines for the TEN-T* engaged in 1998, these will need to be re-examined with a view to their further amendment in light of the enlargement of the Community.
41. Consideration should also be given to the need for new initiatives in fields such as the contribution of *logistics* to the transport economy and collective *management of air space* in the Community.

(3) Fair and efficient pricing

42. The Community framework for the pricing of transport, will need to be further developed including greater convergence concerning the *methods used for calculating different cost components, internal and external*.

(4) Economic and social cohesion

43. In the social field, emphasis should be given to greater convergence in standards for *professional qualifications and training*, notably in the railway sector where existing divergences will probably emerge as a significant obstacle to cross-frontier operations.
44. An examination will be needed of the *Common Transport Policy's role in relation to the evolving European Spatial Development Perspective*. A consensus between Member States in the latter context would make a valuable contribution to the realisation of sustainable mobility while, on the other hand, the Community will have to ensure that measures taken within the Common Transport Policy support the balanced territorial development which the ESDP is seeking to achieve.

(5) Safety

45. Improved transport safety will remain a vital objective. An examination of *problems and performance across the modes* would enable the EU to clarify its strategic objectives in the field.

(6) Environment

46. In the context of the general review of the Community framework for sustainable mobility, it will be necessary to assess more globally to what extent existing policy measures will bring the transport sector in line with environmental objectives and what further well-focused and complementary measures may be needed. Particular attention will need to be given to measures designed to *reduce the dependence of economic growth on increases in transport activity and any such increases on energy consumption*, as well as the development of *less environmentally damaging energy alternatives* for transport.
47. The particularly sensitive question of *Alpine transport* will need to be further addressed to put in place the regime to apply after the current ecopoint system comes to an end in 2003.

(7) Consumer protection and improving the quality of transport services

48. Consumer interest in improved transport quality should be pursued through actions to improve *services complementary to rail journeys*. The aim would be to give the mode a genuinely door to door quality, to deploy cross frontier and intermodal reservation and ticketing services and to promote *standards for improved conditions affecting the health and comfort of passengers in public transport and aircraft*.

(8) External dimension

49. Actions to carry forward and implement *the enlargement process* will be at the heart of the external dimension as will the development of Pan-European transport networks and their links to the TEN-T. Attention will also need to be given to the *evolving roles of international organisations responsible for transport in Europe*.
50. As regards broader international relations, the main emphasis is likely to be on the transport aspects of the *United Nations' proceedings on climate change* and the *World Trade Organisation review*.

(9) Making sure that rules are applied

51. The continuing integration of the transport market and the growing body of the EU law relevant thereto will require a continuing effort to ensure that these rules are respected in practice, including those related to the Treaty articles on competition and State aids. As necessary, *legislative consolidation and clarification* of existing legislation will also be pursued. Finally, particular attention will need to be given to the *effective functioning of any agencies* or other organisations created to exercise regulatory authority in the transport sector, for example, concerning aviation.

VII. CONCLUSION

52. The Common Transport Policy is a developing, dynamic instrument designed to deliver an integrated transport system even where the interests of different groups can pull in different directions. The principles established in 1995 should remain the basis for completing the CTP. Whilst much has been achieved, if Europe is to have the transport systems and services it needs to sustain economic progress, social structures and a clean environment, significant further agreement at EU level is required. This Communication has set out some of the actions required. It is now for all actors in the transport sector to play their full part.

All interested parties are invited to make their views on the content of the present programme known to the European Commission. Contributions should be sent, not later than 1 April 1999 to:

European Commission, DG VII - Transport, "CTP Action Programme",
200 rue de la Loi, 1049 Brussels, Belgium,
or by e-mail at the following address:
"CTP-Action-Programme@dg7.cec.be"

ANNEX I

MAIN ACTIONS FOR THE PERIOD 1998 UP TO 2000

In this section, measures adopted during the course of 1998 are shown in italic

A. Improving efficiency and competitiveness

1. Market access and functioning

Proposal to amend Regulation (EEC) No 1107/70 of the Council of 4 June 1970 on the granting of aids for transport by rail, road and inland waterway.

Proposal to amend Regulation (EEC) No 1191/69 of the Council of 26 June 1969 on action by Member States concerning the obligations inherent in the concept of a public service in transport by rail, road and inland waterway.

Report on the implementation of Council Regulation (EEC) No 3118/93 of 25 October 1993 laying down the conditions under which non-resident carriers may operate national road haulage services within a Member State - COM (1998) 47 of 4.2.98.

Report on the implementation of Council Regulation (EEC) No 2454/92 of 23 July 1992 laying down the conditions under which non-resident carriers may operate national road passenger transport services within a Member State.

Report on national rules of Member States on the authorisation system of regular services within the framework of Council Regulation (EEC) No 2454/92 of 23 July 1992 laying down the conditions under which non-resident carriers may operate national road passenger transport services within a Member State.

Proposal for a Council Directive relating to the allocation of railway infrastructure capacity and the levying of charges for the use of railway infrastructure and safety certification - COM (1998) 480 of 22.7.98.

Proposal for a Council Directive amending Council Directive 95/18/EC on the licensing of railway undertakings - COM (1998) 480 of 22.7.98.

Proposal for a Council Directive amending Council Directive 91/440/EEC of 29 July 1991 on the development of the Community's railways (COM/98/480) to require the separation of infrastructure management and transport operations into distinct business units, with separate management and balance sheets - COM (1998) 480 of 22.7.98.

Proposal for a Council Directive amending Directive 80/1177/CEE on statistical returns in respect of the carriage of goods by rail.

Proposal for a Council Regulation in order to regulate capacity after 1999 in the field of inland waterway transport - COM (1998) 541 of 28.9.98.

Report on the future of the inland waterway market after January 2000, to include market organisation, the promotion of transport by inland waterway, market observation and social rules.

Communication on the air transport market.

Proposal to amend Council Regulation (EEC) No 95/93 of 18 January 1993 on common rules for the allocation of slots at Community airports.

Third report on the implementation of Council Regulation (EEC) No 3577/92 of 7 December 1992 applying the principle of freedom to provide services to maritime transport within Member States (maritime cabotage).

Inventory of State aids and transparency of accounting practices in the port sector.

Regulatory framework on the conditions of market access to port services.

2. Integrated systems

Report on the implementation of Decision No 1692/96/EC of the European Parliament and of the Council of 23 July 1996 on Community guidelines for the development of the trans-European transport network - COM (1998) 614 of 28.10.98, to be followed in 1999 by a White Paper outlining to which extent the TEN guidelines need to be adapted to take account of economic, environmental and technological development.

Report on the implementation of initial actions for the deployment of Road Transport Telematics in the EU and proposals for further actions.

Report on the application of Council Directive 92/106/EEC of 7 December 1992 on the establishment of common rules for certain types of combined transport of goods between Member States.

Proposal to amend Council Directive 92/106/EEC of 7 December 1992 on the establishment of common rules for certain types of combined transport of goods between Member States - COM (1998) 414 of 10.7.98.

Communication on the setting up of the second generation of global navigation by satellite (GNSS 2).

Proposal for a regulatory structure for global navigation by satellite (GNSS).

Commission recommendation on a framework for the development of some commercial road telematics (RTT) services.

Report on the implementation of Directive 96/48/EC on the interoperability of the transeuropean high-speed rail system.

Communication on interoperability of conventional rail.

Proposal for a Council Directive on harmonisation and standardisation of Vessel Traffic Services (VTS).

Second progress report to the Council following the Council Resolution on short sea shipping of 11.03.96.

3. Fair and efficient pricing

Fair payment for infrastructure use: a phased approach to a common transport infrastructure charging framework in the EU - White Paper - COM (1998) 466 of 22.7.98.

Communication on Electronic Fee Collection.

Communication on airport capacity and airport cost developments in the EU including identification of policy options to relieve congested hubs.

4. Economic and social cohesion

Communication on transport and cohesion.

Proposal to amend Council Directive 88/599/EEC of 23 November 1988 on standard checking procedures for the implementation of Regulation (EEC) No 3820/85 on the harmonisation of certain social legislation relating to road transport and Regulation (EEC) No 3821/85 on recording equipment in road transport – the aim is for Member States to increase the minimum number of controls (currently 1% of days worked).

Proposal for a Council Directive concerning the organisation of working time for mobile workers performing road transport activities and for self-employed drivers - COM (1998) 662 of 18.10.98

Report on the implementation in 1995-96 of Council Regulation (EEC) No 3820/85 of 20 December 1985 on the harmonisation of certain social legislation relating to road transport.

Communication concerning the vocational training of professional road vehicle drivers.

Proposal for a Directive on the composition of shipcrews, on sailing and rest time for the transport on inland waterway.

Proposals on flight time limitation.

Proposal for a Council Directive on manning conditions for regular passenger and ferry services operating between Member States - COM (1998) 251 of 29.4.98.

Proposal for a Council Regulation (EC) amending Council Regulation (EEC) No. 3577/92 applying the principle of freedom to provide services to maritime transport within the Member States (maritime cabotage) - COM (1998) 251 of 29.4.98.

Proposal for a Council Directive concerning the agreement on the organisation of working time of seafarers concluded by the European Community Shipowners' Association (EC'SA) and the Federation of transport workers' unions in the European Union - COM (1998) 662 of 18.11.98

Report on the maritime education and training systems in the European Union.

5. Making sure that the rules are applied

Report on the effectiveness of means of control and the penalties to be imposed in case of breach of Council Regulation (EEC) No 3820/85 of 20 December 1985 on the harmonisation of certain social legislation relating to road transport.

Report on the implementation of Council Directive 92/6/EEC of 31 March 1992 relating to speed limitation devices or similar speed limitation on-board systems of certain categories of motor vehicles.

Report on the implementation of Council Directive 93/65/EEC of 19 July 1993 on the definition and use of compatible technical specifications for the procurement of air-traffic-management equipment and systems.

Report on the implementation of Council Directive 93/75/EEC of 13 September 1993 concerning minimum requirements for vessels bound for or leaving Community ports and carrying dangerous or polluting goods.

B. Improving quality

1. Safety

Report on safety performance of the different modes of transport.

Proposal for a recommendation of the Council on the setting of priorities, under the 1997 road safety action programme (COM(97) 131 final of 9 April 1997), for measures on road safety.

Proposal to amend Council Directive 91/439/EEC of 29 July 1991 on driving licences to introduce a microchip facility.

Report on the implementation of Council Directive 95/50/EC of 6 October 1995 on uniform procedures for checks on the transport of dangerous goods by road.

Report on the implementation of Council Directive 96/96/EC of 20 December 1996 on the approximation of the laws of the Member States relating to roadworthiness tests for motor vehicles and their trailers.

Proposal on a European system for reports of air incidents.

Proposal for a Council Regulation (EC) amending Council Regulation (EEC) No 3922/91, on the harmonisation of technical requirements and administrative procedures in the field of civil aviation to provide an external dimension.

Proposal for a Council regulation on air operator certificates (transposition of JAR-OPS).

Evaluation of the need for a Community system in the field of aviation security.

Establishment of a Maritime Safety Committee.

Proposal to amend Council Regulation (EEC) No 613/91 of 4 March 1991 on the transfer of ships from one register to another within the Community.

Proposal for a Council Directive on the safety of bulk carrier loading and unloading operations in European ports.

(New or) Amended proposal for a Council Directive concerning the setting-up of a European vessel reporting system in the maritime zones of Community Member States (COM/94/220, modifying COM/93/647).

Report on the evaluation of the application of the Stockholm Agreement on ferry stability and on the need to extend its scope to other navigation areas in the Community.

Report on the implementation of Council Regulation (EC) No 3051/95 of 8 December 1995 on the safety management of roll-on/roll-off passenger ferries (ro-ro ferries).

Communication on the Quality Shipping Campaign and the state of implementation of 1993 action programme on the common policy for safe seas.

2. Environment

Report for Auto-Oil II on non-technical measures.

Commission working paper - Towards a framework for the solution of the environmental problems caused by traffic of heavy goods vehicles - COM (1998) 444 of 14.7.98.

Report from the Commission to the Council on the Transit of Goods by Road through Austria - COM (1998) 6 of 16.1.98.

Report on the modular concept concerning traffic of road trains of 25.25 meters length.

Communication on air transport and environment.

Follow-up to decisions of 1998 ICAO General Assembly on air transport and environment.

Proposal for a Council Directive on port reception facilities for ship-generated waste and cargo residues - COM (1998) 452 of 17.7.98.

3. Consumer protection and improving the quality of transport services

Initiatives on consumer information and code sharing, frequent flyer programmes and contract terms in civil aviation.

Communication on development of methodologies and criteria for benchmarking in transport.

Report on the effects of the summertime system and Proposal for a ninth European Parliament and Council Directive on summertime.

Communication from the Commission to the Council, the European Parliament, the Committee of the Regions and the Economic and Social Committee - Developing the citizens' network - Why good local and regional passenger transport is important, and how the European Commission is helping to bring it about - COM (1998) 431 of 10.7.98.

C Improving external effectiveness

1. Europe

Proposal for a decision approving the agreement between the European Community and the Swiss Confederation on land and air transport.

Communication on Community accession to ECE legal instruments and Recommendation for a Council Decision authorising the Commission to open negotiations.

Recommendation for a Council Decision authorising the Commission to open negotiations for a European agreement concerning the international carriage of dangerous goods by inland waterway - SEC (1998) 23 of 15.1.98.

Communication on Transport Infrastructure Needs Assessment (TINA).

Communication on market access in inland transport with Central and East European Countries.

Proposal for a Council Decision concluding a transit agreement with Hungary, Bulgaria and Romania in the road haulage sector.

Proposal for a Council Decision concluding a multilateral agreement on the European Agreement on the International Occasional Carriage of Passengers by Coach and Bus - Interbus Agreement.

Recommendation for a Council Decision authorising the Commission to open negotiations for an agreement with Russia concerning sea/river transport.

Recommendation for a Council Decision authorising the Commission to open negotiations with Cyprus in the field of air transport.

Conclusion of the agreement establishing conditions for the carriage of goods and passengers by inland waterway between the European Community on the one hand, and the Czech Republic, the Republic of Poland and the Slovak Republic on the other hand.

Exchange of letters between the European Community and Slovenia on ecopoints - COM (1998) 554 of 7.6.98.

Exchange of letters between the European Community and FYROM on ecopoints.

Proposal for a Council decision ratifying the Convention on the European Air Safety Agency.

Proposal for a Council decision ratifying the accession of the Community to the Eurocontrol Convention.

Proposal for a Council Decision concluding a multilateral air transport agreement between the European Union and Central and East European.

2 Broader relations

Recommendation for a Council Decision authorising the Commission to open negotiations for bilateral agreements between the EU and the United States, Russia and other third countries for the development of global navigation by satellite (GNSS).

Recommendation for a Council Decision relating to the negotiations for a convention for the unification of certain rules for international carriage by air (modernisation of the Warsaw system) - SEC (1998) 380 of 10.3.98.

Negotiations and possible conclusion of an agreement on maritime transport between the Community and its Member States and the People's Republic of China.

Negotiations and possible conclusion of an agreement on maritime transport between the Community and its Member States and the Republic of India.

Recommendation for a Council decision authorising the Commission to open negotiations with a view to concluding an agreement on maritime transport between the Community and its Member States and Brazil (subject to contacts on current maritime problems).

Exploration of possibilities for negotiations with Turkey, Thailand, and Mercosur in the maritime sector.

Recommendation for a Council decision authorising the Commission to open negotiations for bilateral agreements between EU and Third Countries for the application of Council Directive 97/70/EC of 11 December 1997 setting up a harmonised safety regime for fishing vessels of 24 metres in length and over.

MAIN POSSIBLE TASKS FOR THE PERIOD 2000 TO 2004

A. General

Sustainable mobility to 2010 and beyond: a global evaluation of the CTP as a framework for sustainable mobility.

B. Improving efficiency and competitiveness

1. Market access and functioning

Evaluation of current and possible mechanisms for market observation, including the need for and feasibility of a European Transport Data System to provide an objective basis for evaluating the performance of the EU's transport markets and systems.

Evaluation of functioning of the market for different transport services with a view to possible revision of regulatory regimes, including State aid guidelines.

Evaluation of public service regimes in different modes and possible proposals for reform.

Exploration of possibilities for liberalisation of air navigation services.

Framework to establish common conditions for Member States' maritime registers.

2. Integrated systems

Revision of the TEN-T guidelines.

Review of TEN-T guidelines with a view to their possible further amendment, in particular, in the light of the enlargement of the Community and a strategic environmental assessment.

Initiatives to improve the interoperability of and deploy intelligent transport systems, including a satellite positioning and navigation network.

Framework for harmonised technical standards for railways and other guided systems, including both infrastructure and rolling stock.

Review of the need for further harmonisation to promote system integration, including standards for the Trans-European Road Network (TERN), standards for loading units, limits for weights and axle loads of road vehicles and standards for electronic data interchange.

Communication on transport and logistics.

Creation of a single electronic transport document for goods and passengers.

Communication and possible proposals on intermodal liability.

Proposal on the development of intermodal transport statistics.

Initiative to promote the interoperability of the different forms of location and navigation technologies deployed in intermodal transport chains.

Revision of the regulatory and support framework for combined transport.

Communication on the collective management of air space in the Community.

Evaluation of the effectiveness of measures to promote short sea shipping and possible new initiatives.

3. Fair and efficient pricing

Further development of the framework for taxing and charging in the different parts of the transport sector including the methods used for calculating cost components, internal and external.

Proposal on Electronic Fee Collection convergence and standards.

4. Economic and social cohesion

Transport in the European Spatial Development Perspective : an examination of the CTP's role.

Evaluation of the social impact of the functioning of the market in different transport modes, including regimes for working, operating and other times.

Harmonised training and other standards for mobile railway workers.

Possible amendment of the Standards for Training, Crews and Watchkeeping Convention and consequent amendments to Directive 94/58/EEC.

5. Making sure that the rules are applied

The continuing integration of the transport market and the growing body of the EU law relevant thereto will require a continuing effort to ensure that these rules are in practice respected, including those related to the Treaty articles on competition and State aids. As necessary, consolidation and clarification of existing legislation will also be pursued. Finally, particular attention will need to be given to the effective functioning of any agencies or other organisation created to exercise regulatory authority in the transport sector, for example, concerning aviation.

C. Improving quality

1. Safety

Communication on strategic objectives for transport safety.

Report on the evaluation of safety aspects of the transport of dangerous goods by road and rail.

Improvements in training of professional road vehicle drivers.

Implementation of remaining measures in the 1997 road safety action programme (COM(97) 131 final of 9 April 1997).

Harmonised rules on rail safety including their cost-benefit evaluation.

Dangerous goods : evaluation of effectiveness of safety advisers.

Communication on aviation safety in the EU and the world.

Monitoring of voluntary codes of conduct and surveillance programmes developed under the Quality Shipping programme.

Improvements in effectiveness of Port State Control system: targeting, investigation of incidents, availability of information.

Carriage of voyage data recorders and position transponders for, in particular, vessels carrying dangerous goods or passengers.

Modification of collision rules and practices in the light of developments concerning high speed ships.

Initiatives on liability for damage caused by unsafe ships.

Proposal on flag State registers and quality criteria

2. Environment

Further development of vehicle, engine and fuel standards to reduce emissions accompanied by measures to promote and secure their application.

Further measures to reduce the noise impact of transport activity.

Alpine transport : the regime to apply after the current ecopoint system comes to an end in 2003.

Encouraging the application of best environmental practices.

Communication on reducing the dependence of growth on increases in transport and energy consumption, including energy alternatives for transport.

3. Consumer protection and improving the quality of transport services

Monitoring the impact on consumers of the functioning of the market, including consumer health, safety and economic interests.

Promotion of complementary services in rail passenger transport, including door to door connections and baggage delivery.

Proposal on accident investigation and statistics.

Cross-frontier and intermodal reservation and ticketing systems.

Promotion of standards to improve conditions affecting comfort and health of passengers in public transport and aircraft.

D. Improving external effectiveness

1. Europe

Actions necessary to carry forward the enlargement process.

Development of Pan-European transport networks and their links with the TEN-T.

Facilitation of transport to/from Member States physically separated from others by agreements with relevant third countries.

Modernisation of European Agreement on Road Transport (EART); electronic tachograph and enforcement.

Development of relations with international organisations responsible for inland waterways (CCNR, UN-ECE, Danube Convention).

Development of transport relations with countries not part of the enlargement process.

2. Broader relations

Transport aspects of UN conferences on climate change.

WTO review in so far as it concerns transport.

Agreements with particular third countries having particularly important transport relations with the EU.

Examination of the EC role and status within ICAO.

Mutual recognition of approvals and certification in the field of aviation safety.

Examination of the EC role and status within IMO.

Evaluation of mechanisms for ensuring access to third country maritime markets.