



COMMISSION OF THE EUROPEAN COMMUNITIES

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COM(96) 654 final

96/0306 (SYN)

Proposal for a
COUNCIL DECISION
ON THE PROMOTION OF
SUSTAINABLE AND SAFE MOBILITY

(presented by the Commission)

EXPLANATORY MEMORANDUM

1. In its Communication on legal bases and maximum amounts which it forwarded to the Council and to Parliament on 6 July 1994 (SEC(94) 1106), the Commission proposed the creation of a legal basis for budget item B2-704 (Establishment and development of a common sustainable transport policy) the appropriations for which have regularly been exceeding the threshold of ECU 5 million since 1993. It would also appear advisable to consider budget item B2-702 (Transport safety), taking into account the similarities in the intervention procedures compared with item B2-704 and the continuous increases in appropriations prompted by the European Parliament.
2. The bulk of the expenditure effected from the appropriations provided under these two headings applies to specific measures implemented as a preliminary step to a statutory Commission initiative or necessitated by the Commission's obligation to exercise its role as guardian of the Treaty, e.g., in the application of Community legislation in the field of transport, where the Commission is frequently called upon to exercise a special supervisory role in a particular area. These specific and autonomous measures cannot be regarded as significant actions requiring a specific legal basis, and the same is true of pilot projects. The ongoing development of the common transport policy, coupled with increasingly stringent safety requirements, will not in itself involve any change in the type of actions conducted over the coming five years, as is borne out by the programme for 1995 to 2000 which the Commission has adopted and is currently in the process of implementing (COM(95) 302 of 12 July 1995).
3. Consequently, the proposal for a Council Decision applies only to those significant actions which the Commission might undertake with a view to establishing and developing the common transport policy and promoting transport safety. It therefore concerns only a part of the appropriations entered by the budgetary authority under these headings. It should also be pointed out that specific legal bases are required in the case of the most significant actions in the field of transport such as the financing of projects of common interest involving the trans-European transport network, transport research, structural improvement in inland waterway transport and the programme of intermodal transport pilot schemes for the European Union.
4. Given this situation, certain significant actions can be financed from items B2-702 and B2-704. In the main, these involve clearly identifiable but highly diverse operations conducted by third parties, more often than not public or private international organizations engaged in publicizing the objectives pursued by the Community in the transport sector. The financing of these operations normally takes the form of subsidies not exceeding 50% of the total cost of the project, save in exceptional circumstances, although other actions may be conducted directly and exclusively by the Commission.

5. These financial contributions provide an effective vehicle for developing the common transport policy and promoting safety, in so far as they offer access to recognized expertise and competent disseminators. This practice is based on the principle of subsidiarity and the familiar process of cooperation between the bodies involved in the promotion of transport and transport safety, on the one hand, and the Commission in its role as the organ responsible for implementing Community policy, on the other.

6. It should also be pointed out that the common transport policy, while constituting a complete and separate title within the Treaty, had nevertheless remained embryonic over a long period. It was only with the launching of the programme implementing the internal market in 1985 and the subsequent gradual establishment of that market in the transport sector that Community actions have taken on a more clearly defined and stable character. At the budgetary level, this constantly changing state of affairs has resulted in the appropriations available being used for the purpose of preparing legislative initiatives and detailed studies of the economic, legal and technical situation prevailing in the transport sector. At the same time the Commission, in a bid to encourage efficiency, has drawn on the support of existing organizations operating in the transport sector in order to gain a better insight into this area and to join with them in seeking out the best ways of ensuring that their own actions take account of the Community dimension.

7. Against the same background of change, the Commission has developed close links with all the public international organizations actively involved in the transport sector, particularly at world level: the International Maritime Organization (IMO), the International Civil Aviation Organization (ICAO), the OECD, the UN/EC in Geneva and - at the European level - the European Conference of Ministers of Transport (ECMT), Eurocontrol, the European Civil Aviation Conference (ECAC) and the JAA (Joint Aviation Authorities).

The Commission has also forged relations with representative organizations in the sector whose experience and knowhow may prove useful in helping the Commission to define its policy with full knowledge of the facts. Accordingly, it has fostered relations with the Community of European Railways, the European Road Safety Federation, the European Transport Safety Council, ERTICO, the IUPT, the Trade Union Committee for Transport and many other organizations which might be able to help on the basis of the experience of their members and which might have some thoughts to offer on the type of developments that are desirable with a view to achieving the internal transport market and the trans-European transport network and putting into effect the accompanying safety requirements.

8. Among the various significant actions conducted by such organizations, which the Commission has been supporting over the last few years, mention may be made of the following:

- support given to Eurocontrol to develop its EATCHIP programme on ways of improving air traffic control and its APATSI programme on the improvement of services between airports and the introduction of the new European traffic management system;
- support given to the European Civil Aviation Conference and to the Directorates-General for Civil Aviation in the Member States with a view to exploring the institutional mechanisms of the future European air traffic management system;
- assistance given to the International Maritime Organization to provide training for the maritime occupational sector in developing countries in the application of advanced safety regulations;
- support for projects developed mainly by the European Road Safety Federation and the European Transport Safety Council with a view to exchanging Member State experiences of the most positive kind in matters relating to the reduction of road traffic accidents and the promotion of information campaigns targeted directly at road users;
- aid to the Community of European Railways to pursue its deliberations on ways of developing the high-speed rail network in the Community;
- constitution and organization, within a European economic interest grouping, of joint working parties representing the railway industry and railway companies with a view to drawing up technical specifications on the interoperability of the high-speed rail network in the context of the Council Directive on this subject;
- encouragement of original projects selected by the competent national authorities with a view to promoting the safety of young drivers in the context of the Council-sponsored European Year of the Young Driver 1995;
- various forms of support involving persons with reduced mobility, in order to make public transport more accessible for this category of user; mention may be made, in particular, of support for original experiments to promote public transport based on a call for proposals from associations specializing in this area and support for international conferences and consumer organizations seeking to improve and develop information on means of transport for persons with reduced mobility;
- encouragement given to the Trade Union Committee for Transport and to the International Road Transport Union in matters concerning the organization of working and driving time and also the training of drivers in the road transport sector, which has helped to strengthen the dialogue between management and labour on these matters;

9. These are just a few examples of Community involvement which demonstrate the diversity of possible actions. A feature that is common to them all is the fact that they are always set in the precise context of the development of the common transport and communications policy or of Community legislation such as:

- the definition of Community guidelines for the development of the trans-European transport network;
- interoperability;
- the White Paper on air traffic management;
- the Green Paper on the Citizens' Network;
- the communication on road safety;
- a programme of action on the measures to be taken in the Community with regard to the accessibility of the various means of transport as far as persons with reduced mobility are concerned.

To this end, the various actions supported play a direct role in the formulation of the common transport policy or the dissemination of information on national experiments of particular interest to the other Member States. Frequently they fall within the context of discussions held by Commission or Council working parties in the wake of mandates given by the Council to the Commission (e.g., high-level working party on high-speed trains, high-level working party on road safety, high-level working party on road traffic telematics, Christophersen working party on priority projects for the trans-European transport network, working party on public-private partnerships).

As a result of these actions, the Member States and the circles concerned will be in a better position to conduct a dialogue and to search for solutions, based on mutual assent, to the often very complex problems facing the Community.

10. In the case of specific actions the effects of which may extend over a period (although such actions are generally of limited duration), it is not always easy to assess their full impact. Usually these actions provide the Commission with very precise information, thus enabling it to grasp all sides of the argument - an essential requirement for the implementation of Community policy in the areas concerned. Furthermore, the organizations in question, by virtue of the support provided by the Commission in furtherance of their deliberations and activities, find it easier to incorporate the Community dimension and are in a position to conduct a more informed and productive dialogue with the Community authorities.

While these actions are certainly of limited duration and while they may be difficult to assess in quantitative terms, their overall impact, from the Commission's point of view, may be regarded as positive.

11. The gradual implementation of the common transport policy and the establishment of an increasingly clear framework will be instrumental in transforming the

actions undertaken hitherto into actions of a more institutionalized nature or into more elaborate programmes of action.

Coverage on a single general legal basis could prove inadequate and might provide grounds for a more detailed decision at a later date, should a full and cohesive programme, e.g., in the field of safety, be deemed useful for the Community.

Over and above actions that are already proceeding apace and are the subject of a suitably adapted legal basis (financing of projects of common interest involving the trans-European transport network, specific research programme) or actions that are in the process of being adopted (structural improvements to waterways, PACT), the Commission feels at this stage that the present proposal will adequately cover all the significant, specific or more extended actions currently envisaged under its programme of action for the period 1995-2000.

12. The broad description of the actions envisaged will make it possible, over the medium term, to cope with the various situations that might arise. Certain situations are already familiar, such as air and sea transport statistics in the context of the Directives relating thereto. Others are currently evolving, such as possible participation by the Community in Eurocontrol and in the future European Air Safety Organization (Joint Aviation Authorities - JAA), which will no doubt involve the payment of a substantial annual subscription fee. Road and maritime safety will always be rather sensitive areas, in which specific or more extended actions may be justified in the light of future events and priorities.
13. The common transport policy will involve the creation of conditions for sustainable mobility requiring the highest possible levels of safety. These conditions are not carved in stone but will be dictated by the economic, financial and environmental realities and by the people's (and hence the politicians') perception of mobility.

These conditions must be such as to enable the Community to take action wherever it is in a position to contribute added value and where the Community dimension of the problems so warrants it. This is what it has been doing so far with the support of the Member States and of the principal public and private players in the transport and associated sectors.

14. The proposal for a Council Decision is entirely consistent with the ongoing and rapid developments taking place on the European mobility scene. Its aim is to provide the Community with a flexible, but at the same time modest, tool - subservient to the annual decisions of the budgetary authority - with a view to coping adequately with these developments by grasping them in good time and by proposing the measures most appropriate to the attainment of this objective. This completes the commentary on the text of the proposal.

PROPOSAL FOR A COUNCIL DECISION ON THE PROMOTION OF SUSTAINABLE AND SAFE MOBILITY

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Articles 75, 84 and 129d(3) thereof,

Having regard to the proposal from the Commission,

Having regard to the opinion of the Economic and Social Committee,

Having regard to the opinion of the Committee of the Regions,

Acting in accordance with the procedure provided for in Article 189c of the Treaty,

Whereas the Commission has explained in its Communication on the future development of the common transport policy¹ how it will establish a framework to guarantee sustainable mobility for people and goods within the single market;

Whereas the European Parliament², the Economic and Social Committee³ and the Council⁴ have expressed favourable opinions on the main features of the approach proposed by the Commission;

Whereas the Commission has tabled a Communication on the programme of action (1995-2000) for the development of the common transport policy⁵;

Whereas this programme envisages measures aimed at:

- developing integrated transport systems on the basis of advanced technologies contributing to environmental, social, energy and safety objectives;
- ensuring and 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;

¹ COM(92)494 final, EC Bull. Suppl. 3/93

² EP Resolution on the future development of the common transport policy, OJ C 44, 14.02.1994, p. 53

³ OJ C 352, 30.12.1993, p. 11

⁴ Conclusions of the Council adopted on 7/8 June 1993

⁵ COM(95) 302 final, 12.07.1995

- developing the external dimension where necessary for improving the quality of transportation links between the European Union and third countries, for guaranteeing access of Community enterprises to transport markets in other parts of the world and for ensuring the proper functioning of the single market;

Whereas the implementation of these objectives requires a wide range of policies and actions such as:

- promotion of intermodality;
- establishment of a trans-European combined transport network, accompanied by organizational measures involving research and development work to develop the best technologies and their applications to the transport systems;
- progressive integration of the trans-European transport network through the coordination of investments, financial incentives, promotion of public-private partnerships and technical convergence;
- development of high-quality public passenger transport of all kinds to establish a Citizens' Network;
- a regulatory framework to ensure the legal protection of transport users and enforcement to prevent anti-competitive practices which could affect the distribution of transport services;
- identification and evaluation of the environmental impact of transport and the measures to be taken to reduce it;
- definition of technical rules and standards, particularly to improve the interoperability of the transport system, its environmental and energy impact and its safety;
- improvement of transport safety through the appropriate legal and technical framework;
- efficient supervision and adaptation of the rules governing the single market in transport services, including their enforcement;
- availability of relevant and timely information on the functioning of the single market in the transport sector;
- further convergence of the different charging systems for infrastructure and external costs;
- improvement of the working conditions, standard of living and training of workers in the transport sector;

- promotion of agreements with third countries and of international agreements dealing with transport issues;

Whereas, with a view to providing active and tangible support for the promotion of sustainable and safe mobility as advocated by the Community, significant actions must be initiated involving reliance on, and close cooperation with, the principal players, whether at public or private, national, regional or international level;

Whereas the principle of subsidiarity in this sector calls for close cooperation with the players involved, based on the mobilization of the synergies likely to be most effective in achieving the common objectives;

Whereas the actions envisaged either precede or follow on from, or are complementary to, actions financed in the framework of the financial support provided for projects of common interest involving the trans-European transport network or actions financed under the specific programme on transport research,

HAS DECIDED AS FOLLOWS:

Article 1

This Decision concerns the definition and implementation of the common transport policy and the trans-European transport network with a view to ensuring and encouraging sustainable and safe mobility.

Article 2

The Commission shall be responsible for the implementation of Article 1 and, to this end, may take such measures as it deems necessary, namely:

- systematic gathering, processing and dissemination of information relating to transport activities in the Community and to transport activities involving the Community and third countries;
- involvement in the organization of specialized conferences and seminars by bodies pursuing objectives compatible with those of the Community;
- provision of support, possibly on a regular basis, for analytical work carried out by national or international, public or private organizations, provided that such work contributes effectively and directly to the attainment of the objectives pursued under the common transport policy;
- introduction of incentives and support measures to promote technical harmonization designed to ensure the interoperability of the trans-European transport network and the optimum functioning of the internal transport market;

- support for initiatives seeking to ensure greater effectiveness in the definition, development and promotion of the trans-European transport network *vis-à-vis* its technical, environmental and financial aspects and its expansion to third countries;
- encouragement of training operations in the transport sector with a specific view to promoting and improving transport safety and respect for the environment;
- technical and financial assessment of measures taken by the Commission or by third countries to promote mobility;
- performance of cost-benefit analyses in respect of actions and projects.

Article 3

1. With a view to implementing these measures, the Commission may:
 - conclude contracts with private or public bodies, subject to compliance with the procedures governing public contracts;
 - co-finance any project initiated by public or private bodies, whether or not international, up to a maximum of 50% of the total cost of the project, with no possibility of exceeding this limit except in cases where the exceptional Community scope of the action so warrant it;
 - contribute to the operating budgets of public or private international organizations of which it is a member or might become a member, and which operates in the transport sector;
2. Where the nature of the actions and the circumstances so warrant it, appropriate publicity measures shall be taken with a view to calling for proposals and setting out the procedures governing Community contributions to such actions.
3. The extent of the Community's involvement is determined mainly on the basis of:
 - the usefulness of the action as a means of achieving the objectives of the common transport policy and the trans-European transport network;
 - the Community scope of the action and the extent of the multinational involvement;
 - the exemplary or innovative nature of the action and the possibilities for its diffusion and extension across the Community;
 - the contribution made by the action to the promotion of cooperation with third countries.

Article 4

Each final payment shall be preceded by a detailed check on the services provided, taking into account the contractual obligations entered into by the beneficiary and the principles of basic economics and sound financial management. Anti-fraud provisions (monitoring of the execution of the contract, periodic reports, financial control measures, etc.) shall be inserted into all contracts concluded between the Commission and third countries.

Article 5

Each year the budgetary authority shall fix the amount of the appropriations allocated for all these actions.

Article 6

Every three years, with effect initially from 2001, the Commission shall present to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions a report on how these appropriations have been used, together with an evaluation of their contribution towards the achievement of the objectives pursued by the Community.

Article 7

This Decision shall enter into force on 1 January 1998.

Done at Brussels,

For the Council
The President

Financial statement

1. TITLE OF THE ACTION

Measures to support and promote a policy of sustainable and safe mobility.

2. RELEVANT BUDGET HEADING

B2-704

3. LEGAL BASIS

Treaty establishing the European Community, and in particular Articles 75, 84 and 129 D thereof.

4. DESCRIPTION OF THE ACTION

4.1 General objective of the action

The general objectives of the common transport policy are to meet the transportation needs of citizens and businesses of the European Union in the most efficient manner, while at the same time contributing to essential social, environmental and safety objectives. In particular, reconciling the need for mobility with the imperative of protecting the environment is an essential prerequisite for economic growth, employment and a better quality of life. To this end, the traditional reliance on increases in capacity will have to be replaced by much greater emphasis on technically advanced, intermodal approaches. The demand for mobility should be met through a more efficient use of scarce resources based on state-of-the-art technologies and an appropriate regulatory framework.

Consequently, the work programme drawn up by the Commission for the period 1995-2000 consists of policies and actions in three fundamental areas:

- the development of integrated transport systems on the basis of advanced technologies contributing to environmental and safety objectives:
QUALITY ENHANCEMENT;
- ensuring and 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;
- developing the EXTERNAL DIMENSION where necessary for improving the quality of transport links between the European Union and third countries, for guaranteeing access of Community enterprises to transport markets in other parts of the world and for ensuring proper functioning of the Single Market.

As far as **safety** is concerned, the role of the Community has been specifically recognized by the Maastricht Treaty, which introduced an amendment to Article 75 of the Treaty establishing the European Community with the express purpose of including transport safety. The completion of the internal market means that the scale of travel within the Community will increase and there will be a consequent need to take measures to promote the safety of inland transport (especially by road) as well as of air and sea transport.

The large number of road accidents and the disparities between Member States in this area clearly demonstrate the need to promote experimentation of the highest quality in the Member States and to raise safety standards to the optimum level. The fact that air and sea transport have a Community dimension is no longer in doubt, and safety measures must be implemented in a coordinated manner and in collaboration with the existing specialized organizations.

4.2 Period covered by the action and procedures for its extension

Of unspecified duration. An assessment of the measures taken will be made at the end of the year 2000, and the advisability of pursuing these actions will be discussed.

5. CLASSIFICATION OF EXPENDITURE/RECEIPTS

5.1 Non-compulsory expenditure (NCE)

5.2 Differentiated appropriations (DA)

6. TYPE OF EXPENDITURE/RECEIPTS

Co-financing, normally up to 50%, with other sources in the public or private sector, of actions pursuing Community objectives in this field.

Contribution to international organizations in the sector.

Contracts concluded with consultants or undertakings (public or private) in order to acquire the information and analyses necessary for the development of the common transport policy and the trans-European networks envisaged under the Treaty. Technical assistance and training schemes for the benefit of third countries affected by the Community policies. Specific training and information measures to promote the common transport policy and safety measures in the interests of the Community. Drawing-up of Community standards aimed, in particular, at promoting interoperability and safety.

The actions also cover expenditure on research, meetings of experts, conferences and congresses and information and publications directly connected with the achievement of the aims of the action of which they form an integral part. They do not include expenditure associated with the management of these actions or general administration (see Commission communication of 22 April 1992).

7. FINANCIAL IMPLICATIONS

7.1 Method of calculating the total cost of the project

In the main, the actions envisaged cover grants to public and private bodies wishing to submit to the Commission projects falling within the scope of the objectives pursued by the Community. The total cost of these projects can vary greatly, depending on their scope, duration, geographical coverage, etc.

The following are examples of such actions:

- support for actions undertaken by the Community of European Railways, representing all the European railway companies, with a view to defining characteristics for the High Speed Train network at the level of infrastructures, interoperability and traffic control;
- grants for national actions selected by the competent national administrations on the basis of their Community appeal and general application and in the framework of the European Year of the Young Driver 1995.

The cost of these actions is determined by the authors of the projects but, under the Commission's contractual requirements, checks may be carried out to establish how these costs have been calculated and to assess their acceptability in relation to the cost of equivalent services obtained on a competitive basis.

In the case of research and the provision of services, costs are determined in the light of the costs proposed by the specialized transport service providers on an open competitive basis.

7.2 Itemized breakdown

This communication does not have any additional implications for the budget over and above the appropriations available for the 1996 financial year and those requested under the budgetary procedure for 1997.

7.2.1 Relevant budget heading

	BUDGET 1995 (CA)	Budget 1996 (CA)	Draft budget 1997 (CA)
B2-704	ECU 5.7 million	ECU 8.5 million	ECU 7.520 million

A statistical comparison of the currently known appropriations for this heading with the future Article B2-704 referred to in this Decision is not permitted, given that the latter also covers actions currently financed from appropriations under heading B2-702, which currently stand at:

B2-702

ECU 7.2 million

ECU 8 million

ECU 8.075 million

7.2.2 Itemized breakdown

CA millions ecus

Breakdown	Budget 95	Budget 96	PDB 97
I. Analyses and assessments of the trans-European transport network	0.6	2.2	2.0
II. Interoperability and technical harmonization	0.3	0.6	0.6
III. Market observation and information gathering	0.3	0.3	0.5
IV. Safety measures			
- inland transport	3.5	4.0	3.5
- maritime safety	0.5	0.7	0.7
- air safety	0.5	0.7	0.7
TOTAL	5.7	8.5	8.0

These figures are based on the actual use, during the years in question, of a part of the appropriations under the existing headings B2-702 (Specific measures, in particular in transport safety) and B2-704 (Establishment and development of a common sustainable transport policy). The other part of the appropriations is deemed to involve preparatory measures or autonomous Commission measures and therefore cannot be covered by the legal basis proposed here.

7.3 Operating expenditure for research, meetings of experts, etc., included in Part B

CA millions ecus

Breakdown	Budget 95	Budget 96	PDB 97
- Research	0.5	0.5	0.5
- Information and publications	0.3	0.3	0.3
TOTAL	0.8	0.8	0.8

7.4 Multiannual operations schedule

Not applicable, given that the level of appropriations will be determined annually under the budgetary procedure.

8. ANTI-FRAUD MEASURES ENVISAGED (AND RESULTS OF THEIR IMPLEMENTATION)

The allocation of grants, provision of services and commissioning of preparatory studies (feasibility or assessment) are verified by the competent Commission departments prior to payment, taking account of contractual obligations and the principles of sound financial management. Anti-fraud measures (inspections, submission of reports, etc.) are included in all agreements and contracts concluded between the Commission and the recipients of payments. These measures are supplemented by on-the-spot inspections and external audits.

9. COST-EFFECTIVENESS ANALYSIS

9.1 Specific quantifiable objectives, target groups

9.1.1 Specific objectives of the proposed action

- 1) The actual implementation of the common transport policy and the trans-European networks involves the execution of actions the objectives of which are not always easily quantifiable.
 - a) Observation of the transport market is an essential prerequisite for determining changes in the characteristics of traffic and the impact on the transport system as a whole: overcapacity in certain sectors, foreseeable congestion of infrastructures, threats to safety, conditions of competition and analyses of the impact of transport and increased traffic flows on the environment.
 - b) Before the concept of the trans-European transport network can be defined, a number of analyses on its socio-economic and environmental impact need to be carried out. Similarly, in order to identify and promote projects of common interest belonging to this network, the necessary information and project players will need to be brought together. These tasks lie well upstream of the actual financing of the establishment of the trans-European networks (B5-700). Steps must be taken to ensure the promotion and acceptance of this new policy introduced under the Maastricht Treaty.
 - c) The integration of the transport system will involve much work of a technical nature in order to ensure the interoperability and

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development of common rules and standards. Steps will therefore need to be taken to prepare the technical regulations and their content and to arrange for the competent bodies to draw up technical standards.

d) The common transport policy is assuming an increasingly high profile in the Community and needs to be explained to the broadest possible public, ranging from the professionals to the users of the transport system. In addition, numerous information and public awareness campaigns will be necessary in response to the growing demand for explanations and information regarding the role of the Community.

2) The completion of the internal transport market has had the effect of multiplying travel patterns in the Community, whether for business or pleasure. Consequently, the safety of road, air and sea transport has become one of the Community's foremost policy objectives, recognized under the Maastricht Treaty and taking the form of various actions whose importance for the Community has been clearly demonstrated:

- technical harmonization of road transport and road traffic rules;
- approximation of laws, technical standards and administrative inspection procedures designed to ensure the safety of inland and maritime transport;
- improvement of air transport safety and reduction of air traffic congestion;
- promotion of maritime transport safety, particularly through improved crew training and traffic control measures;
- reduction of the risks associated with the transport of dangerous goods.

3) The external dimension implies actions to promote the transport policy beyond the Community, particularly in Central and Eastern Europe and in the Mediterranean Basin, in order to ensure the coherence of the transeuropean network and to negotiate market access conditions in line with the principles of the development of a sustainable and safe mobility.

9.1.2 The target groups include all professionals and transport users as well as the national and international administrations involved in these sectors, with special emphasis being placed on organizations that are representative at the European level.

9.2 Grounds for the action

The Treaty accords high priority to the **common transport policy and to the development of the trans-European networks**. It also recognizes the role which the Commission is called upon to exercise in a manner commensurate with its acknowledged responsibilities in the various areas of action.

First and foremost, the Commission is under an obligation to ensure that the Treaty is applied dynamically and in a manner commensurate with the economic realities of the rules of the Treaty in the field of transport. To this end, it needs to have at its disposal the necessary tools to analyse the operation of the market and to take action, as and where necessary. This is its primary responsibility.

In other areas, such as networks, the Commission's essential role is to coordinate the policies of the Member States and ensure the cohesion and interoperability of the network. It must therefore draw very largely on the contributions of the regional and national players concerned, in order to produce any real added value. Permanent mechanisms to permit consultations with the circles concerned have been set up to ensure that the actions undertaken are such as to reflect clearly identified needs at all levels.

The actions financed in this connection are always based on recommendations drawn up by the administrations through the various committees (e.g., transport infrastructures) or by groups which the Commission convenes at regular intervals (e.g., high-level groups on road safety, GNSS, road traffic telematic systems, etc.).

As regards **inland transport safety**, Community action in the area of driver behaviour must seek to promote synergy among national measures and strengthen their effects, while at the same time allowing for economies of scale. The participation of the Commission will serve as a catalyst for the national initiatives and for the financial support measures, both public (national and local) and private.

As well as ensuring that States benefit from the experience acquired by others, the provision and exchange of information will also result in a levelling-up of safety levels in Europe (road safety levels four times lower in Portugal than in the United Kingdom, for instance). The introduction of the CARE base should help in identifying and quantifying road safety problems and also in measuring the efficiency of the measures taken (Council Decision 93/704/EEC of 30 November 1993).

Improvement of the passive/active safety of road vehicles is an area where the Community has a clearly defined role with clearly defined powers based on technical harmonization in the context of the single market (vehicle type-approval). Consequently, in-depth studies will need to be carried out on all

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the technical aspects likely to contribute to improving Community legislation in the field of active and passive motor vehicle safety.

Given the increase in transfrontier Community traffic, steps must be taken to improve the free flow of traffic and the levels of safety by ensuring that the environment (signs, traffic rules, etc.) encountered by road users on the move is as familiar as possible.

The transfrontier carriage of dangerous goods by inland transport is an area which requires increased attention on the part of the Commission, with a view to preparing the necessary preventive measures.

As regards maritime safety, the continuation of the action programme launched by the Commission pursuant to its communication on a common policy in the field of maritime safety has resulted in the adoption of a number of Community acts on the control of vessels by the Port State. Training measures are particularly necessary in this area.

In addition, the inclusion of the management and information systems relating to maritime traffic in the trans-European transport network will require studies and pilot-projects to be carried out, especially with regard to measures designed to ensure interoperability and interconnection within the network (with special reference to standardization).

In the air safety sector an initial set of actions seeks to create a coherent regulatory framework and effective mechanisms for following up the action taken by national administrations. To this end, the Commission will be proposing the creation of an international organization which would be responsible for the safety of civil aviation and of which the Community should become a member. Within this framework it will be required to discharge its financial obligations. At the same time, and in order to be able to set out the Community position within this organization's decision-making bodies, the Commission will need to have at its disposal a number of analysis and assessment tools. Accordingly, it intends to set up a system for logging and processing air incidents and will also examine the question of human factors, with a view to drawing up priorities and modalities governing the regulatory activities of this organization.

The second significant set of actions to be undertaken concerns the harmonization and integration of air traffic control systems in Europe. Essentially, this involves carrying out studies on the most appropriate institutional framework and supporting essential standardization activities.

In its White Paper on air traffic management, the Commission expresses the view that steps should be taken to set up an authority to be responsible for the efficient use of European air space and for adopting and enforcing the rules, standards and procedures necessary to that end. As in the previous instance, the Commission should be a member of that organization, within

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which it will have the task of promoting its interests. Accordingly, the Commission should have at its disposal the necessary analysis and assessment resources to enable it to prepare the requisite common positions.

9.3 Monitoring and assessment of the action

The Commission reports regularly to the Council and Parliament on the development of the common transport policy which is the subject of a policy debate seeking to define the necessary guidelines. The White Paper of December 1992 constitutes the reference tool for assessing the measures taken on the basis of the Community objectives designated therein.

The Commission has clearly set out the broad lines of the common transport policy and the means of achieving it. In the light of comments received from interested parties and the Community institutions, the Commission has drawn up a programme of work covering the period 1995-2000.

An assessment of the results obtained under this programme will be made in the year 2000 and should provide the basis for defining the new direction which the Community should take thereafter. This assessment will also include an appraisal of the results in the light of the objectives pursued.

For the purposes of this assessment, a series of indicators can be used such as changes in traffic distribution patterns with reference to the various modes of transport, the impact of the transport sector on pollutant emissions and the extent to which the regions have access to the trans-European network (based on time and distance criteria). The establishment of such indicators is currently in progress.

In the area of transport networks, the actions financed under this heading have made it possible to arrive at a better assessment of Community financial contributions in the field of transport infrastructures and to evolve a strategy for the development of the trans-European transport network along the lines set out in the Community guidelines adopted by the Council and Parliament in July 1996.

In the field of safety, numerous reports, mainly to the Council and the European Parliament, are being drawn up on the implementation of the various actions, accompanied by external audits to verify the ultimate destination of funds in cases where grants are involved. As regards road safety, the programme of actions is being drawn up in close collaboration with the High-Level Working Party of Member State representatives, and grants are allocated in line with this programme of actions. Indicators are also currently being compiled.

10. ADMINISTRATIVE EXPENDITURE

This section must be transmitted simultaneously to DG XIX and DG IX; the latter will then return it, together with an opinion, to DG XIX.

The effective mobilization of the necessary administrative resources will be determined on the basis of the Commission's annual decision on the allocation of resources, taking account, in particular, of the additional staff and amounts that will have been authorized by the budgetary authority.

10.1 Staffing implications

The actions envisaged fall within the overall ambit of the various departments making up the Directorate-General for Transport and do not involve the recruitment of additional staff.

Type of post	Staff to be assigned to the management of the action		Use of existing resources within the DG or service concerned	Recourse to additional resources	Duration
	Permanent posts	Temporary posts			
Officials or temporary staff	A B C				
Other resources					
Total					

Where additional resources are involved, please indicate the rate at which they would need to be made available.

10.2 Overall financial implications of additional human resources

Not applicable.

(ecus)

	Amounts	Method of calculation
Officials Temporary staff Other resources (indicate budget heading)		
Total		

These amounts represent the total cost of the additional posts for the entire period covered by the action if the latter is of fixed duration and for 12 months if it is of unspecified duration.

10.3 Increases in other operating expenditure as a result of the action

The impact is negligible and can be regarded as having been absorbed by the DG's current operating expenditure.

(ecus)

Budget heading (No and title)	Amounts	Method of calculation
Total		

These amounts cover the total expenditure for the action if the latter is of fixed duration or the expenditure incurred over a 12-month period if it is of unspecified duration.

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