

Procedure file

Basic information		
COS - Procedure on a strategy paper (historic)	2001/2281(COS)	Procedure completed
Transport policy: proposals and action programme for 2010. White Paper		
Subject 3.20 Transport policy in general		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	RETT Regional Policy, Transport and Tourism		20/11/2001
		PSE IZQUIERDO COLLADO Juan de Dios	
	Committee for opinion	Rapporteur for opinion	Appointed
	BUDG Budgets	The committee decided not to give an opinion.	
	ECON Economic and Monetary Affairs	The committee decided not to give an opinion.	
	ITRE Industry, External Trade, Research, Energy		18/12/2001
		PSE CARRARO Massimo	
	ENVI Environment, Public Health, Consumer Policy		04/12/2001
		V/ALE ISLER BÉGUIN Marie Anne	
Council of the European Union	Council configuration	Meeting	Date
	Transport, Telecommunications and Energy	2438	17/06/2002
	Transport, Telecommunications and Energy	2420	25/03/2002
	Transport, Telecommunications and Energy	2374	15/10/2001
European Commission	Commission DG	Commissioner	
	Energy and Transport		

Key events			
12/09/2001	Non-legislative basic document published	COM(2001)0370	Summary
15/10/2001	Debate in Council	2374	
13/12/2001	Committee referral announced in Parliament		
25/03/2002	Debate in Council	2420	
17/06/2002	Resolution/conclusions adopted by		Summary

	Council		
28/11/2002	Vote in committee		Summary
28/11/2002	Committee report tabled for plenary	A5-0444/2002	
12/02/2003	Decision by Parliament	T5-0054/2003	Summary
12/02/2003	End of procedure in Parliament		
19/02/2004	Final act published in Official Journal		

Technical information

Procedure reference	2001/2281(COS)
Procedure type	COS - Procedure on a strategy paper (historic)
Procedure subtype	Commission strategy paper
Legal basis	Rules of Procedure EP 142
Stage reached in procedure	Procedure completed
Committee dossier	RETT/5/15588

Documentation gateway

Non-legislative basic document	COM(2001)0370	12/09/2001	EC	Summary
Document attached to the procedure	COM(2002)0018	23/01/2002	EC	Summary
Committee of the Regions: opinion	CDR0054/2001 OJ C 192 12.08.2002, p. 0008	13/03/2002	CofR	
Economic and Social Committee: opinion, report	CES0869/2002 OJ C 241 07.10.2002, p. 0168	17/07/2002	ESC	
Committee report tabled for plenary, single reading	A5-0444/2002	28/11/2002	EP	
Text adopted by Parliament, single reading	T5-0054/2003 OJ C 043 19.02.2004, p. 0072-0250 E	12/02/2003	EP	Summary
Non-legislative basic document	COM(2003)0311	02/06/2003	EC	Summary
Implementing legislative act	32003D0425 OJ L 144 12.06.2003, p. 0010-0011	11/06/2003	EU	Summary
Non-legislative basic document	COM(2006)0074	22/02/2006	EC	Summary
Non-legislative basic document	COM(2006)0314	22/06/2006	EC	Summary
Document attached to the procedure	SEC(2006)0768	22/06/2006	EC	

Transport policy: proposals and action programme for 2010. White Paper

PURPOSE: An examination of the European Union's common transport policy with a view to modernising transport policy by 2010. **CONTENT:** The long awaited White Paper on the European transport policy is a comprehensive analysis of existing transport policies whilst offering alternative solutions to the maintenance, modernisation and future efficiency of the EU's common transport policy. Largely neglected for the first thirty years of the Community's existence, transport policy came in to its own following the signing of the Treaty of Maastricht in 1992. Vital to the smooth functioning of the internal market, Member States began to acknowledge the importance of establishing an efficient, equally distributed mode of transport from the centre to the periphery. Since the publication of the Commission's first White Paper on Transport in 1992 much has been achieved, but as the latest White Paper notes much remains to be done. The guiding principle behind the 1992 White Paper was the opening up of the Community's transport market. Other than in the railway sector this has largely been accomplished. Other

accomplishments include road cabotage becoming a reality, the opening up of the air industry to competition, the opening of Spata airport, the high-speed train from Brussels to Marseille and the Oresund bridge-tunnel linking Denmark and Sweden. In spite of these successes a number of urgent issues need to be addressed within the transport sector. First and foremost is the problem of congestion and the effect this has on the imbalance between modes of transport. According to the White Paper some 10% of the road network is affected by daily traffic jams. Further, some 20% of the railways are classed as bottleneck. Sixteen of the Union's main airports recorded delays of more than a quarter of an hour on more than 30% of their flights. Altogether these delays result in consumption of an extra 1.9 billion litres of fuel, which is some 6% of annual consumption. To add to the problem, growth in transport is expected to increase considerably over the coming years. Worryingly, the White Paper estimates that heavy goods vehicle traffic alone will increase by nearly 50% over its 1998 level. Indeed the White Paper remarks that it is imperative that over the coming ten years the Community focus its attention to shifting traffic off the roads and into other modes of transport - primarily the railways but also through the use of shipping and/or inland waterways. These latter three modes of transport have been neglected both by industry and national governments and the Commission's strategy is now to redress this imbalance. Shifting both passengers and goods transport into alternative modes is not impossible. In Europe rail freight services represents a mere 8% of the total; in the USA goods carried by rail represents 40% of the total. In order to tackle the problem head on the Commission proposes introducing a number of measures ranging from pricing to revitalising alternative modes of transport as well as offering targeted investment in the trans-European network. All in all the White Paper proposes some 60 specific measures to be taken at Community level, including an action programme extending until 2010. A mid-term review in 2005 will assess whether the precise targets of these programmes are being attained. In essence these proposals include: - revitalising the railways; - improving the quality in the road transport sector; - promoting transport by sea and inland waterway; - striking a balance between growth in air transport and the environment; - turning intermodality into reality; - building the trans-European transport network; - improving road safety; - adopting a policy on effective charging for transport; - recognising the rights and obligations of users; - developing high-quality urban transport; - putting research and technology at the service of clean, efficient transport; - managing the effects of globalisation; - and lastly, developing medium and long-term environmental objectives for a sustainable transport system.?

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In a Communication addressed to the Council and the European Parliament, the European Commission has proposed a new package of measures to revitalise the railways by rapidly building an integrated European railway area. The five measures are based on the guidelines set out in the recent White Paper on transport and aim at greater safety, interoperability and opening of the rail freight market. This package of measures is designed to supplement the rules governing Europe's railways, without waiting any longer. Five new proposals will build on the foundation laid by the existing Community legislation. They are accompanied by thoughts on future action to make the railway market more dynamic and improve quality. The five measures proposed and announced earlier in the White Paper are: - Developing a common approach to rail safety. A proposal for a directive aims at guaranteeing rail safety by publishing rules which everyone can understand. It lays down a clear procedure for granting the safety certificates which every railway company must obtain before it can run trains on the European network. The objective is gradually to integrate the national safety systems. - Bolstering the fundamental principles of interoperability. After four years' work the experts have come up with solutions providing the technical interoperability needed in order to operate transfrontier services and cut rolling stock costs on the high-speed network. The Commission proposes drawing on this experience and changing working methods so that faster progress can be made on interoperability on the conventional network. Geographically, interoperability must be extended to the entire open network. - Setting up an effective steering body: the European Railway Agency. This Agency, with around 100 staff, will coordinate the groups of technical experts seeking common solutions on safety and interoperability. It will submit proposals for decisions on these subjects to the Commission, which will adopt them once they have been endorsed by the committees of representatives of the Member States. The Agency will also play a liaison role between the different competent national authorities. It could be in operation by 2004-2005. - Extending and speeding up opening of the rail freight market. After the first railway package opened up the market for just international freight services, today the Commission proposed opening up the national freight markets as well. To this end, the Commission proposes opening up the entire network sooner, by 2006, allowing for the time which it will take to adopt and implement its proposal. - Joining the Intergovernmental Organisation for International Carriage by Rail (OTIF). This organisation drafts regulations on, for example, the carriage of dangerous goods by rail or technical standards applicable to railway material. It is therefore essential for the Community to accede to the OTIF Convention so that it can exercise its powers on rail transport within OTIF. These measures are indispensable to create the climate needed for revitalising the railways. However, they will not be enough by themselves. Today the Commission wishes to open a debate with all concerned on a series of further steps. In particular, the Commission is thinking of the following measures already announced in the White Paper: - ensure high-quality rail services: open the rail network to new operators, set quality criteria and give users financial compensation in case of non-compliance with contractual service obligations; - remove barriers to entry to the rail freight market: deploy the ERTMS control and command system, give the regulators stronger powers and simplify customs procedures; - improve the environmental performance of rail freight services; - gradually set up a dedicated rail freight network; - progressively open the market in passenger services by rail; - improve rail passengers' rights.?

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The Council, on the basis of the work carried out during the Belgian Presidency, has adopted conclusions in which it shares with the Commission the concern at the current situation of the transport sector. It considers that the Community should ensure that transport policy contributes to the achievement of the objectives of cohesion and convergence, and to the principles of free movement in European Union territory. It reiterates that integration of environmental aspects and progress towards a sustainable transport system can provide new business opportunities, bring social progress, stimulate economic growth and create new jobs without necessarily entailing traffic growth with an increase in the negative effects of transport. The Presidency recognises that it was appropriate to draw up the White Paper, in view of the development of the transport system in the EU and the need to guarantee its activity in the context of the final consolidation of the single market and of balanced and sustainable development. However, it considers that the necessary considerations should be incorporated for its application, in order to take account of the diversity of geographical, regional, economic and social situations in the Member States of the current and the enlarged European Union. The rebalancing of transport modes, as set out in the White Paper, should result in a combination of various measures whose central aim is to promote the most favourable modes of transport from an environmental viewpoint and in terms of economic efficiency. To that end, the Commission is invited to continue improving the knowledge of the relative efficiency of the different transport modes. The Council also considers that the application of the "pooling of funds" analysed in the White Paper as a new and innovative possibility for funding infrastructures still gives rise to serious concerns for some Member States, yet is seen by other Member States as a new and interesting concept to explore, and could be applied by Member States on a voluntary basis whilst respecting the principles of

non-discrimination and proportionality; invites therefore the Commission and the Member States to study further this new funding system whilst taking into account the costs already borne by infrastructure users. The Council shares the Commission's objective of improving the safety of transport in general and sets itself the goal of substantially reducing road mortalities by 2010. It emphasises the importance of enhancing safety in tunnels and for vulnerable users, welcomes further efforts by the Commission in the area of transport safety including appropriate progress in social harmonisation and its enforcement in the road transport sector. It invites the Commission to come forward with measures known to have tangible results, notably non-legislative initiatives, in order to reach this ambitious objective. Such measures involve promoting the development and application of new technologies and measures aimed at further improving the safety of the transport of dangerous goods. It also emphasises the important role that Member States and the Community must play, by collaborating in the enforcement of laws affecting important road safety issues, the promotion of better driving behaviour and the implementation of safer road design. The Council concurs with the White Paper regarding the need to continue the legislative processes for the revitalisation of railways and subscribes in particular to the objective of further promoting rail freight traffic. It also endorses the series of initiatives regarding the promotion of short-sea shipping and inland navigation. Lastly, the Council underlines the importance of continuing the efforts in the transport sector with a view to contributing to meeting the obligations stemming from the recent ratification of the Kyoto Protocol by the European Community and the Member States and welcomes in this perspective the adoption of the 6th Environmental Action Programme.?

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The committee adopted the report by Juan de Dios IZQUIERDO COLLADO (PES, E) on the Commission's White Paper. In its introductory remarks, the report called for responsibility for transport policy to be shared between the Union and the Member States in the future constitution and urged the Commission to establish a clear timetable for the proposed policy measures. The committee also stressed that a balance must be struck between sustainable, environmentally-friendly transport systems and the need for transport policy to contribute to economic and social cohesion. It pointed out, for example, that the road network was of great importance in outlying and sparsely populated areas, whose needs must also be taken into account. Enlargement was also considered a vital issue in the framework of a future transport policy. The Commission was urged to submit a communication on the transport situation in the applicant countries, the level of sustainability, the incorporation of the 'acquis communautaire' and the effect this had had, including specific proposals to deal with them before 2004. With regard to land transport, the committee proposed that high-capacity north-south and east-west corridors be created, in order to optimise goods traffic and ensure operational links with the applicant countries. The Commission was also urged to submit a report on best practices for an EU-wide uniform benchmarking system for urban transport, covering public passenger transport as well as motorised private transport. On trans-European networks, the committee said that the timescales for some of the projects were too long and should be speeded up, particularly those relating to the Alps and Pyrenees. Focusing on rail transport in particular, it called on the EU to promote and finance EU-wide harmonisation of gauges and to create rail lines designated for fast freight transport, incorporating the extensive European network of abandoned rail lines. With regard to sea transport and inland waterways, the report called for coordinated measures to be taken in the areas of shipping, ports and intermodality policy in order to boost the role of ports as transport network hubs. The regulatory framework for short sea shipping and inland waterway transport should be simplified by encouraging the creation of one-stop offices and easing administrative and customs formalities. MEPs insisted that with regard to market access to port services, equal conditions of competition in and between ports should be created. The committee also wanted to see various measures taken to boost inland waterway transport. As regards air transport, the committee expressed support for the single sky and called for Community accession to Eurocontrol at the earliest opportunity. The Commission was also urged to work vigorously within the International Civil Aviation Organisation (ICAO) for the introduction of an aviation fuel tax. Turning to transport safety, the report proposed that a European road safety agency be set up with the aim of providing policy support, speeding up developments in road safety and providing access to road safety data and best practice information across the EU. The Commission was also urged to adopt as soon as possible the third Road Safety Action Programme 2002-2010. On the question of charging for transport use, the committee supported levying charges for the use of infrastructure and related external costs for all transport modes and welcomed the Commission's intention to present a proposal on this subject. Finally, MEPs called for a European transport fund to be set up within the Financial Perspective as a financial instrument with a substantial budget allocation, which would be applied across all the Member States and deal with all modes of transport.?

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The European Parliament adopted a resolution drafted by Juan DE DIOS IZQUIERDO COLLADO, with 406 votes for, 95 against and 33 abstentions. (Please refer to the document dated 28/11/02.) Parliament wanted to see transport given the political and budgetary weight warranted by its strategic character and its role as a general interest service. A European transport policy must influence all modes of transport, infrastructures and systems, as well as social harmonisation. However, transport problems will not be resolved, and optimal use of infrastructure will not be achieved, unless efforts are made to manage the sector as a whole, aiming at both passenger and freight transport, and not just urgent problems in specific sub-sectors. A shift of goods from road to other modes of transport should be stimulated by improving the service quality of these other modes, thereby optimising the whole transport system, and in no way by negatively affecting the competitiveness of road transport. Parliament went on to state its support for all forms of public transport and improved mobility for pedestrians, including those facing barriers to access to transport, in particular, disabled and elderly persons, motorcyclists and cyclists, through institutional investment, subsidies and legislation reflecting this preference. On the question of sea transport, Parliament felt that switching freight transport from roads to short sea shipping and inland waterways could play an important part in the EU strategy for meeting climate protection obligations under the Kyoto Protocol. It asked the Commission to put forward a proposal with a view to implementing the internalisation of external costs in the maritime transport sector and, in this connection, also to support other innovative port projects for reducing emissions. Parliament also asked the Commission and the Member States to press strongly within the framework of the International Maritime Organisation (IMO) for a thorough review of international rules on liability in maritime transport. Oil companies, classification societies and, above all, shipowners and all other parties involved in the transport of oil or dangerous substances, should equally be held fully accountable. Current limitations of liability inevitably reduce the sense of responsibility of those concerned. Furthermore, effective monitoring instruments urgently need to be created at IMO level for the purpose of examining whether flag states are fulfilling their responsibilities. Also on the question of maritime transport, Parliament pointed out that serious problems exist as regards standards of training and social standards applying to crews of vessels sailing under so-called flags of convenience. Parliament welcomed the proposal to create tax incentives in order to halt the trend towards vessels sailing under a foreign flag and to encourage as many vessels as possible to sail again under the flag of an EU Member State. On air transport, Parliament stressed the need to reduce congestion around airports and to reduce delays on the ground. It also emphasised the importance of developing local airfields. Parliament also expressed its concerns about road safety measures in the White

Paper, and felt that these were insufficient to attain the ambitious goals being proposed. It wanted proposals for discrete multi-annual road safety programmes to be funded within the transport safety budget line, covering areas such as the collection of road safety data. Finally, Parliament called for a proper coordination between European and national policies affecting road transport. Environment policy must also be better coordinated with transport policy.?

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ACT : [Commission Decision 2003/425/EC setting up a group of experts to advise the Commission on a strategy for dealing with accidents in the transport sector](#)

CONTENT : the Commission has decided to set up this Group of Experts since it considers that independent technical investigations of transport accidents and incidents improve safety by identifying the causes of such accidents and thereby preventing them from occurring. Such investigations into the causes of accidents must not be linked to compensation for damages or determination of liability. Therefore, they should be independent of investigations conducted by the judicial authorities, insurance companies, industry, operators and regulators, or any other party whose interests could conflict with the task entrusted to the investigating body or entity. The Group will advise the Commission on the need to improve existing legislation, and, where necessary, on the need to propose new initiatives for all modes of transport, including transport of energy (oil and gas pipelines), but excluding the occupational health and safety aspects.

The main points of the Decision are as follows:

- Composition: the Group of Experts will be composed of qualified individuals competent to consider matters relating to transport safety issues, in particular independent technical accidents investigations in all modes of transport, including the transport of energy (oil and gas pipelines). The Group will have 12 members and be chaired by a representative of the Commission.
- Appointment: The members of the Group will be appointed individually by the Commission on the basis of objective criteria of proven competence and experience. They will have a two-year renewable mandate with one possibility of renewal by a Commission decision. When their mandate lapses, members of the Group remain in office until such time as they are replaced or their mandate renewed.
- Terms of office, working groups and additional experts: the Group will meet in plenary session twice a year at the Commission headquarters on invitation by the Commission. The Group of Experts may set up ad hoc working groups. The Chairman may decide to invite other experts to address particular matters, at the request of a member or on his or her own initiative. The members of the Group of Experts and any experts invited will have their travel and subsistence expenses reimbursed in accordance with the provisions in force within the Commission.
- Confidentiality: the members of the Group of Experts must not divulge any information they obtain through their work in the Group or its working groups.

ENTRY INTO FORCE: The Decision will take effect on 12/06/2003.