

Procedure file

Basic information	
INI - Own-initiative procedure	2011/2096(INI)
Roadmap to a Single European Transport Area ? Towards a competitive and resource efficient transport system	
See also 2015/2005(INI)	
Subject	
3.20 Transport policy in general	
3.20.06 Transport regulations, road safety, roadworthiness tests, driving licence	
3.20.11 Trans-European transport networks	
3.20.15 Transport agreements and cooperation	

Procedure completed

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	TRAN Transport and Tourism		12/05/2011
		PPE GROSCH Mathieu	
		Shadow rapporteur	
		S&D SEHNALOVÁ Olga	
		ALDE MEISSNER Gesine	
		Verts/ALE CRAMER Michael	
		ECR BRADBOURN Philip	
	Committee for opinion	Rapporteur for opinion	Appointed
	EMPL Employment and Social Affairs	The committee decided not to give an opinion.	
ENVI Environment, Public Health and Food Safety		01/06/2011	
	PPE SONIK Bogusław		
ITRE Industry, Research and Energy		08/06/2011	
	PPE KARIŅŠ Krišjānis		
IMCO Internal Market and Consumer Protection	The committee decided not to give an opinion.		
REGI Regional Development		21/06/2011	
	S&D OLEJNICZAK Wojciech Michał		
Council of the European Union	Council configuration	Meeting	Date
	Transport, Telecommunications and Energy	3098	16/06/2011
European Commission	Commission DG	Commissioner	
	Mobility and Transport	KALLAS Siim	

Key events			
28/03/2011	Non-legislative basic document published	COM(2011)0144	
09/06/2011	Committee referral announced in Parliament		
16/06/2011	Debate in Council	3098	Summary
22/11/2011	Vote in committee		
29/11/2011	Committee report tabled for plenary	A7-0425/2011	Summary
14/12/2011	Debate in Parliament		
14/12/2011	Debate in Parliament		
15/12/2011	Results of vote in Parliament		
15/12/2011	Decision by Parliament	T7-0584/2011	Summary
15/12/2011	End of procedure in Parliament		

Technical information	
Procedure reference	2011/2096(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Strategic initiative
	See also 2015/2005(INI)
Legal basis	Rules of Procedure EP 54
Stage reached in procedure	Procedure completed
Committee dossier	TRAN/7/06020

Documentation gateway					
For information		COM(2011)0144	28/03/2011	EC	Summary
For information		SEC(2011)0358	28/03/2011	EC	
For information		SEC(2011)0359	28/03/2011	EC	
For information		SEC(2011)0391	28/03/2011	EC	
Committee draft report		PE469.845	23/08/2011	EP	
Amendments tabled in committee		PE472.267	21/09/2011	EP	
Committee opinion	ITRE	PE469.856	07/10/2011	EP	
Committee opinion	REGI	PE472.020	20/10/2011	EP	
Committee opinion	ENVI	PE472.029	15/11/2011	EP	
Committee report tabled for plenary, single reading		A7-0425/2011	29/11/2011	EP	Summary
Text adopted by Parliament, single reading		T7-0584/2011	15/12/2011	EP	Summary
Commission response to text adopted in plenary		SP(2012)162	24/04/2012	EC	

Roadmap to a Single European Transport Area ? Towards a competitive and resource efficient transport system

The Council held a debate on the White Paper on transport issued by the Commission in March. Ministers were invited to respond to a questionnaire drawn up by the presidency, focusing on the overall target, the benchmark goals and the initiatives for implementing them, set out in the White Paper.

Member States generally welcomed the White Paper as a very comprehensive document which contributes to achieving the Union's environmental goals, completing the internal market and tackling dependence on oil.

However, in the opinion of many delegations, the 60% reduction objective is highly ambitious and should be considered an indicative target, not a binding one. In addition, in order to maintain the Union's competitiveness, similar commitments should be sought at international level. Moreover, several delegations underscored the need to adjust policy measures to the specific situations in different parts of the Union or, more particularly, the need to tackle the infrastructure development disparities between different Member States.

Key priorities highlighted by delegations in their oral and written contributions include: (i) support to research, innovation and new technologies; (ii) the interconnection of transport networks across the Union and the creation of a homogeneous multimodal trans-European transport network; (iii) the completion of the single European market in the field of transport; (iv) the internalisation of external costs in all modes of transport; (v) the development of new financing mechanisms, road safety, and the promotion of multimodal freight corridors and of full modal integration.

Some Member States also stressed that the economic impact and the financial consequences of the proposed initiatives needed to be carefully assessed.

The Commission is invited to take the results of these discussions into account when further elaborating the initiatives to create a sustainable transport system.

Roadmap to a Single European Transport Area ? Towards a competitive and resource efficient transport system

The Committee on Transport and Tourism adopted the own-initiative report by Mathieu Grosch and welcomes the Commission White Paper entitled Roadmap to a Single European Transport Area Towards a competitive and resource efficient transport system. It notes, however, that major goals of the 2001 White Paper were achieved either only in part or not at all, and proposes:

- that, by 2013, the Commission should make specific proposals, based on the report on European road safety 2011-2020 and in keeping with the principle of subsidiarity, to reduce the number of deaths and severe injuries on the roads by 50% by 2020 in relation to 2010. These proposals should pay special attention to the most vulnerable road users and indicate, in each case, the results expected in terms of accident reduction;
- that, by 2014, the Commission should submit a proposal to provide for the internalisation of the external costs of all modes of freight and passenger transport in accordance with their specific nature, whilst avoiding double charging and market distortions. The revenue from this internalisation of external costs should be used to fund investment in safety, research, new technologies, climate protection and noise reduction in the context of sustainable mobility and in infrastructure.

The Commission is also asked to submit:

- a proposal on social and working conditions by 2013, in order to facilitate the creation of a genuinely integrated European transport market and, at the same time, enhance the attractiveness of the sector for workers. This proposal should be based on an in-depth analysis of the current situation with regard to social and working conditions in all transport modes and the degree of harmonisation between the laws of the Member States, and on an assessment of the impact of developments on the transport labour market over the period to 2020. It should increase employment and improve the situation of workers throughout the transport sector and take account of new technologies and logistical services which can be used to improve transport services in general and for disabled people in particular;
- by 2013 a coherent, quantitative analysis of the current situation with regard to the level of infrastructure, the density of the transport network and the quality of transport services in all EU Member States. This will provide an overview of the current situation in the EU27, highlight inequalities in the development of transport infrastructure between the Member States and their regions and outline the way transport infrastructure across all modes is currently funded and future investment priorities.

The committee want the Commission to formulate legal rules to achieve a 20% reduction in emissions of CO₂ and other GHGs from transport (by comparison with 1990 reference figures) and the following intermediate goals by 2020 (by comparison with 2010 reference figures), in accordance with the 20-20-20 targets and in cooperation with international partners:

- a 20% reduction in CO₂ emissions from road transport,
- a 20% reduction in noise and energy consumption for rail transport,
- a 30% reduction in CO₂ emissions from air transport across European airspace,
- an EU-wide uniform 30% reduction in emissions of CO₂ and pollutants in shipping, to which the IMO agreements on the Energy Efficiency Design Index and the Ship Energy Efficiency Management Plan will make a contribution.

These goals should be considered priorities, which should be checked every year.

Members highlight the as yet insufficiently explored potential of transport in many areas, and insist on the importance of a single European transport area, with interconnection and interoperability, based on genuinely European management of transport infrastructure and systems

achieved by eliminating 'border-effects' between Member States in all transport modes, in order to enhance the competitiveness and attractiveness of the entire EU. They stress the importance of territorial cohesion and, in particular, the accessibility problems facing the outermost regions, islands, landlocked and peripheral regions and good connections between Member States and their neighbouring countries.

Members welcome the Commission's proposal on the ['Connecting Europe Facility'](#) and the [Project Bonds Initiative](#), and urge that:

- Member States commit themselves to eliminating the main known bottlenecks in every transport mode in the European transport area by 2020 and, if necessary, encourage their circumvention by establishing an intermodal infrastructure at the start and end points of a stretch, to prioritise cross-border projects between all the Member States, without neglecting connections to neighbouring countries, and to submit an approved funding plan by 2015;
- the Commission commits itself to increasing the stability of funding of TEN-T projects, in coordination with regional policy;
- the Commission commits itself to supporting alternative funding models and instruments, including project bonds, and to providing for increased use of that revenue to fund TEN-T projects when making proposals to internalise external costs;
- in order to ensure the long-term effectiveness and visibility of EU action in the framework of TEN-T, the definition of priorities must be seen in close connection with the conditions governing the use of regional structural funds and the Member States must be required to guarantee funding for these projects beyond the end of the EU's multiannual programmes;
- project priorities should only be maintained after 2015 if Member States have taken binding budget decisions to ensure the implementation of the projects and that EU co-funding should be based on the use it or lose it principle;
- EuroVelo, the European long-distance cycle route network, should be included in the TEN-T network;

The report goes on to call for:

- by 2013, proposals to develop initiatives that promote environmentally friendly public transport, walking and cycling, especially in towns and cities, with the aim of doubling their number of users;
- by 2015, a proposal on urban mobility in which support for projects is made conditional on the submission by local authorities of sustainable mobility plans for efficient passenger and goods logistics chains in urban and built-up areas.

Member States are asked to work towards the establishment of a level playing field between all modes of transport in terms of energy taxation and value added tax.

Lastly, the report makes a series of recommendations on the specific sectors of road transport, shipping, air transport, and rail transport.

Roadmap to a Single European Transport Area ? Towards a competitive and resource efficient transport system

The European Parliament adopted by 523 votes to 64 with 37 abstentions, a legislative resolution following the Commission White Paper entitled Roadmap to a Single European Transport Area Towards a competitive and resource efficient transport system.

Members welcome the 2001 White Paper but note that the major goals of the latter were achieved either only in part or not at all. They make the following recommendations:

- by 2013, the Commission should make specific proposals, based on the report on European road safety 2011-2020 and in keeping with the principle of subsidiarity, to reduce the number of deaths and severe injuries on the roads by 50% by 2020 in relation to 2010. These proposals should pay special attention to the most vulnerable road users and indicate, in each case, the results expected in terms of accident reduction;
- by 2014, the Commission should submit a proposal to provide for the internalisation of the external costs of all modes of freight and passenger transport in accordance with their specific nature, whilst avoiding double charging and market distortions. The revenue from this internalisation of external costs should be used to fund investment in safety, research, new technologies, climate protection and noise reduction in the context of sustainable mobility and in infrastructure.

The Commission is also asked to submit:

- a proposal on social and working conditions by 2013, in order to facilitate the creation of a genuinely integrated European transport market and, at the same time, enhance the attractiveness of the sector for workers. This proposal should be based on an in-depth analysis of the current situation with regard to social and working conditions in all transport modes and the degree of harmonisation between the laws of the Member States, and on an assessment of the impact of developments on the transport labour market over the period to 2020. It should increase employment and improve the situation of workers throughout the transport sector and take account of new technologies and logistical services which can be used to improve transport services in general and for disabled people in particular;
- by 2013 a coherent, quantitative analysis of the current situation with regard to the level of infrastructure, the density of the transport network and the quality of transport services in all EU Member States. This will provide an overview of the current situation in the EU27, highlight inequalities in the development of transport infrastructure between the Member States and their regions and outline the way transport infrastructure across all modes is currently funded and future investment priorities.

Resource-efficient transport system: Parliament approves the 10 goals for a competitive and resource-efficient transport system and the targets set in the White Paper for 2050 and 2030, but considers that more specific provisions are required for the period to 2020 with regard to funding and the general challenges facing transport. It calls on the Commission to draw up legal rules to achieve a 20% reduction in emissions of CO₂ and other GHGs from transport (by comparison with 1990 reference figures) and the following intermediate goals by 2020 (by comparison with 2010 reference figures), in accordance with the 20-20-20 targets:

- a 20% reduction in CO₂ emissions from road transport,
- a 20% reduction in noise and energy consumption for rail transport,
- a 30% reduction in CO₂ emissions from air transport across European airspace,

- an EU-wide uniform 30% reduction in emissions of CO₂ and pollutants in shipping, to which the IMO agreements on the Energy Efficiency Design Index and the Ship Energy Efficiency Management Plan will make a contribution.

These goals should be considered priorities, which should be checked every year.

Single European transport area: Members highlight the as yet insufficiently explored potential of transport in many areas, and insist on the importance of a single European transport area, with interconnection and interoperability, based on genuinely European management of transport infrastructure and systems achieved by eliminating 'border-effects' between Member States in all transport modes, in order to enhance the competitiveness and attractiveness of the entire EU. They stress the importance of territorial cohesion and, in particular, the accessibility problems facing the outermost regions, islands, landlocked and peripheral regions.

TEN-T networks: Members welcome the Commission's proposal on the ['Connecting Europe Facility'](#) and the [Project Bonds Initiative](#), and urge that:

- Member States commit themselves to eliminating the main known bottlenecks in every transport mode in the European transport area by 2020 and, if necessary, encourage their circumvention by establishing an intermodal infrastructure at the start and end points of a stretch, to prioritise cross-border projects between all the Member States, without neglecting connections to neighbouring countries, and to submit an approved funding plan by 2015;
- the Commission commits itself to increasing the stability of funding of TEN-T projects, in coordination with regional policy;
- the Commission commits itself to supporting alternative funding models and instruments, including project bonds, and to providing for increased use of that revenue to fund TEN-T projects when making proposals to internalise external costs;
- in order to ensure the long-term effectiveness and visibility of EU action in the framework of TEN-T, the definition of priorities must be seen in close connection with the conditions governing the use of regional structural funds and the Member States must be required to guarantee funding for these projects beyond the end of the EU's multiannual programmes;
- project priorities should only be maintained after 2015 if Member States have taken binding budget decisions to ensure the implementation of the projects and that EU co-funding should be based on the use it or lose it principle;
- EuroVelo, the European long-distance cycle route network, should be included in the TEN-T network.

Renewable energy: Parliament stresses the importance of a coherent strategy for making the transition to alternative and renewable energies for transport and calls for the creation of incentives to choose sustainable physically active, safe and healthy means of transport and mobility. In this respect, Members propose that:

- the Commission and the Member States, in keeping with the principle of subsidiarity, submit by 2013 proposals to develop initiatives that promote environmentally friendly public transport, walking and cycling, especially in towns and cities;
- by 2015, a proposal is presented on urban mobility in which, in keeping with the principle of subsidiarity, support for projects is made conditional on the submission by local authorities of sustainable mobility plans for efficient passenger and goods logistics chains in urban and built-up areas.

Parliament believes that the basic rules on passengers' rights should be laid down in a Charter of Passengers' Rights covering all forms of transport, and therefore expects the Commission to put forward, at the latest at the beginning of 2012, a corresponding proposal. It also calls on Member States to support and work towards the establishment of a level playing field between all modes of transport in terms of energy taxation and value added tax (VAT).

Recommendations: lastly, the resolution makes a series of recommendations on the specific sectors of road transport, shipping, air transport, and rail transport.

Road transport: another review, by 2013, of the regulatory framework governing driving and rest periods in passenger and goods transport; (ii) the targets already set to be met and for fresh impetus to be given to the priority projects in the Trans-European Road Network; (iii) an overall 40% increase by 2020, as compared with 2010 figures, in the number of secure parking spaces for heavy goods vehicles on the Trans-European Road Network (TERN) and improvements in their quality (hygiene standards); (iv) support Member State initiatives to create a safe and environmentally-friendly fleet by means of tax incentives; (v) an improvement in the initial and further training of persons employed in the transport sector, including those providing transport-related services for passengers, and in access to the professions concerned, in order to improve working conditions and salaries and to boost the attractiveness of these professions.

Shipping: (i) a proposal to be put forward by 2013 on the Blue Belt; (ii) introduction of a European policy for short and medium sea shipping; (iii) a proposal on a 20% increase in the number of multi-modal connections (platforms) for inland waterways, inland ports and rail transport by 2020, and corresponding financial support; (iv) under the next multiannual financial framework for the period 2014-2020, the allocation of at least 15% of TEN-T funding to projects that improve sustainable and multimodal connections between seaports, inland ports and multimodal platforms.

Air transport: (i) promote the implementation of the Single European Sky II, and by 2013 a proposal on the completion of a single European airspace through a reduction in the number of functional airspace blocks; (ii) service quality, and coordination with international standards, to be prioritised in further proposals on market liberalization; (iii) take all the steps required to ensure that European trading in emissions certificates is internationally accepted by 2012, thereby guaranteeing a level playing field internationally.

Rail transport: (i) the Commission take Member States' commitments in relation to local public transport and existing service levels into account when proposing further opening-up of the markets; (ii) greater promotion of technical harmonisation and interoperability between the Member States, and in particular harmonisation of the rules on the authorisation of vehicles by 2015; (iii) the Commission to submit, no later than on 31 December 2012, a proposal for a directive containing provisions on the relationship between infrastructure management and transport operations and a proposal for opening-up the domestic rail passenger market which does not detract from the quality of rail transport services and safeguards public service obligations; (v) the Commission to evaluate the impact that the opening-up of the rail freight market has had on single wagonload traffic and, should it emerge that the volume of such traffic has declined, to submit, no later than 31 December 2012, a proposal to allow Member States to support this activity.

Roadmap to a Single European Transport Area ? Towards a competitive and resource efficient transport system

The Commission presents a staff working document on the implementation of the initiatives under the 2011 White Paper on Transport, five years after publication. To recall, the White Paper strategy is characterised by four broad areas of intervention: internal market, innovation, infrastructure, international aspects. For each of these areas, a ten-year programme was defined with 40 specific action points, containing within each point a handful of specific initiatives of different nature, different time horizon and different economic/political relevance.

The document recalls the European Parliaments [resolution of 2015](#), taking stock of the 2011 White Paper and making recommendations on sustainable mobility.

It examines developments and initiatives in each mode of transport, and looks at initiatives on social issues and security, as well as on innovation, infrastructure, and recent trends and developments in the transport sector.

Main achievements: the Commission states that it has made a significant progress in the five years since the adoption of the White Paper programme, having issued proposals in most of the 40 action points of the programme. Looking at the total of 132 initiatives announced in the White Paper, 68 initiatives can be considered as completed by the Commission (e.g. by making a legislative proposal). Moreover, several action points of the programme have been further developed under various Commission strategies supporting the ten priority areas of the current Commission, notably the [Energy Union](#) and the [Digital Single Market](#).

However, stakeholders feedback to the Commission showed that most were not satisfied with the progress achieved so far. This negative assessment referred to the slow follow-up to Commission initiatives, and the view that the legislator adopted acts that were less ambitious than Commission proposals. Stakeholders strongly expected that the challenges should be addressed more through:

- a better focus on implementation of the White Paper;
- increased and well-justified investments in transport infrastructure,
- a stronger Single European Transport Area;
- more account of technological developments, and
- better consideration of the needs of transport users and workers.

Social aspects, digitalisation and automation were other important aspects that required more recognition in the transport policy agenda. Additional efforts were also called for to improve road safety and to safeguard the competitiveness of European transport operators vis-à-vis international competitors.