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

**DEVELOPING THE CITIZENS' NETWORK**

**Why good local and regional passenger transport is important,  
and how the European Commission is helping to bring it about**

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## Executive Summary

This Communication follows up the European Commission's Green Paper on the Citizens' Network and its work to assess the potential of passenger intermodality. The key points are:

- good local and regional passenger transport is an essential part of Europe's transport system
- local and regional transport is primarily a matter for local, regional and national authorities, working with transport operators and users.
- the Commission's role is to provide useful tools for authorities, operators and user groups, and to establish the right policy framework for sustainable mobility.

The Communication describes the Commission's three year work programme designed to support the role of local and regional passenger transport in contributing to economic development and employment, reducing congestion, using less energy, producing fewer pollutants, making less noise, reducing social exclusion and improving quality of life. Achieving these objectives means making more use of environmentally friendly forms of transport like clean and efficient public and private transport, cycling and walking. It requires an integrated approach.

The work programme covers information exchange, benchmarking, establishing the right policy framework, and the use of Community financial instruments. In line with the principle of subsidiarity, the European Commission will act mainly as supporter or catalyst.

To stimulate information exchange, the European Commission is setting up a European Local Transport Information Service for practitioners and policy-makers to find out about transport developments across Europe.

The Commission is supporting benchmarking in local and regional passenger transport, based on self-assessment. This should help public authorities, transport operators and user groups to compare the performance of their transport system with those elsewhere. It should stimulate change where this is needed.

To establish the right policy framework, the Commission is developing measures to help address the transport aspects of land use planning; encourage mobility management schemes; support fairer and more efficient transport pricing; promote applications of transport telematics; set harmonised standards for vehicle design; and address the transport needs of women and of people with reduced mobility. The Commission is studying how Community legislation on public services and competition is applied in passenger transport, with a view to bringing forward legislative proposals.

To ensure the effective use of the European Union's financial instruments, the Commission will examine how to address local and regional connections in the trans-European transport network guidelines. It will support demonstration projects to test the results of research, and will give a high priority to supporting sustainable local and regional transport through the structural funds.

# 1. INTRODUCTION

## 1.1 Why better local and regional passenger transport is important

For the first time, the Amsterdam Treaty includes sustainable development as one of the European Union's objectives. Transport has a key part to play in achieving this<sup>1</sup>.

A well functioning European transport system needs good, sustainable local and regional passenger transport<sup>2</sup>. This contributes to economic development and employment<sup>3</sup> and reduces congestion. It helps to clean up the environment by using less energy, making less noise and producing fewer pollutants<sup>4</sup>. It reduces social exclusion by allowing people without the use of a car to gain access to jobs, schools, shops, medical facilities and leisure activities - recognising that women, the young, the elderly, the unemployed and disabled people are particularly dependent on public transport. Good, sustainable passenger transport is vital in the urban areas where 80% of the Union's people live<sup>5</sup>. It also contributes to quality of life in rural areas. All these factors are as important in the countries which have applied to join the Union as they are in its existing Member States.

For many people in Europe, the spread of private cars has meant unprecedented mobility and great flexibility in managing their lives. Looking towards the future, however, it is clear that current patterns of car use cannot be sustained. It has been estimated that at least three in every ten car journeys in urban areas in Europe could be made by a more environmentally friendly means of transport<sup>6</sup>. To achieve this kind of shift, local and regional transport systems need to be planned in an integrated way and managed with close attention to users' needs and how people think about alternatives to cars.

This Communication follows up the Citizens' Network Green Paper<sup>7</sup> of 1995 and the European Commission's work to assess the potential of passenger intermodality<sup>8</sup>. It draws on helpful responses submitted to the Green Paper by 176 organisations, as well as contributions from the 250 representatives of public authorities, transport operators and user groups who took part in the Citizens' Network Forum in Brussels in June 1996.

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<sup>1</sup> See 'Agenda 2000. For a stronger and wider Union', COM (97) 2000.

<sup>2</sup> Land passenger transport can be divided into individual transport, such as private cars, motorcycles, walking and cycling, and collective transport, such as buses, trams, trains, metros, taxis and car-sharing. Collective transport can be provided either by private or public sector organisations. Individual transport is also known as private transport. Collective transport is also known as public transport and is described as public transport in this Communication. Sustainable transport systems can include all forms of transport, on their own or in combination, but with a much greater share for environmentally friendly forms like public transport, walking and cycling.

<sup>3</sup> See for example 'Environment and Employment - building a sustainable Europe' (COM (97) 592).

<sup>4</sup> 'On transport and CO<sub>2</sub> - developing a Community approach' (COM (98) 204) points to the role of better local and regional transport in meeting the target, agreed at the Kyoto conference in 1997, of an 8% reduction in total European Union CO<sub>2</sub> emissions from 1990 levels by 2008-2012.

<sup>5</sup> 'Towards an urban agenda in the European Union', COM (97) 197.

<sup>6</sup> 'Changing daily urban mobility: less or differently?', European Conference of Ministers for Transport, Round Table 102, 1996.

<sup>7</sup> 'The Citizens' Network - fulfilling the potential of public passenger transport', COM (95) 601.

<sup>8</sup> The Task Force Transport Intermodality has produced several reports which are electronically available at <http://www.cordis.lu/transport/src/task.htm>. See also 'Intermodality and intermodal freight transport in Europe', COM (97) 243.

The measures in this Communication underpin wider Community initiatives. They will help authorities fulfil the requirements of the framework directive on air quality<sup>9</sup>, and will form part of the action plan for sustainable urban development which the Commission will bring forward in 1998.

## **1.2 Challenges and opportunities for change**

A great deal of progress towards good local and regional passenger transport is already being made. The Citizens' Network Green Paper and other documents describe numerous examples of good practice. But the challenges remain formidable. Between 1970 and 1996 the average daily distance each person travels has doubled, to 35 km - and over 80% of this is by car. More than three quarters of all trips are less than 10 km, underlining the importance of local and regional transport.

Every city and region has different characteristics, and each is developing in its own way. Local and regional transport is primarily a matter for local, regional and national authorities, working with transport operators and transport user groups. There is no one right method of developing transport to promote stronger local economies, better environments and social cohesion. Nevertheless, the fundamental need to shift away from dependence on private cars and make transport systems more sustainable is widely accepted. There is also a high degree of consensus among authorities and transport operators on how they can achieve this (see box). The European Commission endorses this vision of the future for local and regional transport.

### **Practical methods of making transport systems more sustainable and shifting away from excessive dependence on private cars**

- raising the quality and accessibility of public transport services, and increasing their capacity to respond flexibly to changes in transport needs
- making walking and cycling more attractive
- reducing the demand for travel, for example by reversing the trend for housing, jobs, schools, shops, medical facilities and leisure activities to disperse to places which are far apart and hard to reach except by private cars
- recognising cars' continuing role in local transport systems, while making it possible to have a good quality of life without depending on cars
- removing psychological barriers to the use of alternatives to cars and winning public support for policies to encourage more use of these alternatives
- actively managing car use in congested areas - for example through parking restrictions, access controls or road pricing schemes
- making transport an essential component of strategies for spatial planning, economic development and social cohesion
- fostering new, flexible working-time arrangements<sup>10</sup>
- pulling all this together to create a door-to-door transport system which people can use as an integrated Citizens' Network.

<sup>9</sup> Directive 96/62.

<sup>10</sup> See the Green Paper 'Partnership for a new Organisation of work', COM (97) 128.

The structure of the transport system often makes measures like these difficult to put into practice. People have different mobility requirements and are looking for flexible individual solutions - but public transport authorities and operators find standardised services easier to supply. People travel from door to door and want seamless ways of doing this - but transport services are generally provided on a fragmented modal basis. People's transport needs change over time and so does the importance placed on factors like sustainability - but patterns of transport provision tend to remain fixed.

What is needed is integration of transport services, facilitating efficient and effective door-to-door travel whatever the number of transfers or the distances involved. One of the key principles here is intermodality. This allows different modes of transport to be used as part of seamless transport chains (see box).

#### **Essential components of an intermodal approach to local and regional passenger transport**

- intermodal transport planning and infrastructure development, so that the modes are well connected and interchange between them is easy
- intermodal transport operations, with coordinated timetables and the capacity for operators and authorities to respond flexibly to disruptions of the transport system
- intermodal ancillary services and technologies, making services like travel information, ticketing and payment mode-independent and - ideally - covering all transport in an area.

### **1.3 The role of the European Union**

In assessing the role of the European Union in local and regional transport, the key principle is subsidiarity. The Union should act only where it can add value to action at national, regional and local levels. The consultation on the Citizens' Network Green Paper showed widespread support for the view that the European Union can add value in four key areas, serving mainly as a supporter or catalyst of action by others:

- (1) stimulating information exchange - making it easier to find out what has worked elsewhere and what has not;
- (2) stimulating the benchmarking of service performance - so that public authorities and transport operators can benefit from comparing the performance of their local and regional transport systems with systems elsewhere;
- (3) creating a policy and legal framework which promotes better use of local and regional passenger transport systems - contributing to the European Union's Common Transport Policy objectives of efficiency, quality and sustainable mobility;
- (4) using the European Union's financial instruments effectively - so that these encourage investment in local and regional passenger transport where this is needed to deliver European Union objectives such as growth, competitiveness, equal opportunities, accessibility for people with reduced mobility, employment, economic and social cohesion, better air quality, energy saving and enlargement of the Union.

This Communication sets out the European Commission's work programme for 1998-2000 in these four areas. The work programme is summarised in an annex.

## 2. THE WORK PROGRAMME

### 2.1 Stimulating information exchange

There is in Europe a great deal of experience and expert knowledge about local and regional transport. Some of the key sources at the European level are networks of transport operators and public authorities; European Union-sponsored research and development projects; and a recent inventory of transport accessibility achievements in Member States<sup>11</sup>. There are also rich supplies of national and local information. Demand for this type of information is high. The challenge is to make it widely available and easy to access.

#### 2.1.1 *The European Local Transport Information Service*

The European Commission has contracted with the POLIS network of cities and regions and the International Union of Public Transport (UITP) to develop a European Local Transport Information Service (ELTIS)<sup>12</sup>. This will consist of a database of information about local and regional passenger transport of all types. Its contents will include service design; accessibility; planning and land use; and pricing. The service will be available from mid-1998. The database will be drawn from the sources mentioned above, from newly collected examples of good practice and from project descriptions submitted by users of the service. Users will be able to consult the service electronically by using the world wide web. Back-up information will be available on paper.

#### 2.1.2 *Bringing key actors together*

The European Commission will work with national governments which wish to organise Round Tables to bring key people and organisations together to discuss practical solutions to problems hindering the development of integrated passenger transport and to provide feedback on the Commission's work.

The Commission will organise an international conference in late 1998 to spread awareness of the tools it is developing for use by local transport authorities, operators and user groups. Transport will feature prominently too in the Urban Forum which the Commission is convening, again in late 1998.

European network organisations and offices of local and regional authorities facilitate information exchange and disseminate information about European Union policies and programmes. The Commission will help these networks to work together and will seek to ensure that they have good access to information about European Union policies affecting passenger transport.

In the countries of central and eastern Europe and the Baltic states, the last decade has seen great changes in travel patterns. Increasingly, local, regional and national authorities and non-governmental organisations in these countries are looking for transport policies to promote sustainability, and improve the quality of public transport, while retaining the benefits greater mobility can bring. They could learn from each other and from counterparts in the European Union. The Commission intends to encourage networking

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<sup>11</sup> Survey on accessible transport carried out by the European Commission (DG VII) in 1997. Its results will be available in 1998.

<sup>12</sup> <http://www.eltis.org>

to address these needs. It will continue to create opportunities for organisations from central and eastern Europe and the Baltic states to take part in Commission-sponsored research programmes.

As one example of bringing key actors together, the Commission has decided to support the work of European cycling organisations in linking up national networks of cycle routes, with potential benefits for transport and the environment as well as tourism, health and regional development.

## **2.2 Benchmarking to improve transport systems**

Public authorities and operators responsible for local and regional passenger transport should be able to compare the performance of their transport system with good practice elsewhere. This will help them to understand how they can improve and give them an incentive to act. Good performance should be recognised and rewarded. Key results from benchmarking should be available to passengers and the general public.

The European Commission aims to move towards these objectives by initiating a self-assessment system for benchmarking local passenger transport. In other sectors, organisations have used benchmarking to drive continuous improvements in service quality and commercial performance<sup>13</sup>. Some public transport operators have also initiated benchmarking, including comparisons between several metro systems.

In 1998 the QUATTRO research project<sup>14</sup>, sponsored by the Commission, will produce an inventory of quality criteria and methodologies for quality management. These should be useful tools for those examining the performance of transport services.

As well as benchmarking public transport services, however, it is necessary to develop techniques for assessing local transport systems as a whole. Some aspects of the performance of transport operators depend on factors like traffic management and land use planning which they do not themselves control. System-wide assessment recognises the responsibilities of public authorities in steering the development of local and regional transport. During 1998, the Commission will set up a pilot benchmarking project for local passenger transport systems (see box) in partnership with the Council of European Municipalities and Regions (CEMR).

In 1998, the Commission will present a Communication on benchmarking in transport.

The European Committee for Standardisation (CEN) intends to adopt standard definitions which can be used in setting quality criteria for passenger transport<sup>15</sup>. This work began in 1997 and is expected to be completed in 2001. At the end of 1998 the Commission will submit recommendations to CEN, drawing on the results of the quality and benchmarking projects that it has supported.

From 1999 onwards the Commission will seek to encourage widespread use of benchmarking by public authorities and operators. It will publish a handbook on benchmarking local public transport and ensure that a database of results obtained is widely available. One way of encouraging the use of quality criteria, benchmarking and

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<sup>13</sup> "Benchmarking the competitiveness of European industry", COM (96) 463.

<sup>14</sup> Quality Approach in Tendering/contracting Urban Public Transport Operations.

<sup>15</sup> CEN/TC320 - Transport Services, WG 5 - Collective Passenger Transport.



the public availability of results would be to award quality labels and/or prizes. The Commission will consider the merits of introducing these.

The Commission will set up an expert advisory group to assist in its benchmarking initiatives in local and regional passenger transport.

#### **The pilot benchmarking project**

During 1998-99 the European Commission will work with a small group of public authorities and operators which have expressed an interest in benchmarking. The project will have two stages, based on technical guides which will draw on material from several Commission-sponsored research projects.

(1) **Performance assessment:** the pilot group will measure and compare the performance of their local transport systems against key indicators, covering subjects like:

- what transport services do people want, and how well is the system meeting these requirements?
- how efficiently and effectively are transport services being provided?
- what is the impact of transport on other sectors like the environment?

(2) **Benchmarking in detail:** subgroups, each led by one of the participants, will examine selected topics which they see as a priority for delivering improvements.

### **2.3 Establishing the right policy framework**

The prospects for developing better passenger transport depend on creating the right policy framework. This framework influences the level of demand for transport, the location decisions of households, firms and public bodies, the incentives to choose to use public or private transport, and the incentives for public transport operators and authorities to improve their efficiency, offer better services to different user groups, and participate in integrated infrastructure, operations and ancillary services. This section outlines the Union's role in developing the right policy framework.

#### *2.3.1 Land use planning and environmental assessment*

Land use patterns in Europe have become more dispersed. One of the main reasons is the growth in car ownership. In turn, dispersed land use has weakened public transport and made it more difficult to live well without a car. Increasingly, local, regional and national authorities are looking for land use policies which support sustainable transport. The Commission will review how European Union instruments such as the trans-European transport network, regional and cohesion policy, environment and tourism programmes could be adapted to encourage the adoption of good practice in transport aspects of land use planning. This approach is in line with the European Spatial Development Perspective<sup>16</sup>.

Local, regional and national authorities are making increasing use of environmental assessment as part of land use planning. The Commission has made a proposal for a

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<sup>16</sup> The first official draft of the European Spatial Development Perspective was endorsed at the Noordwijk informal Ministers meeting in June 1997 as a reference document setting up guidelines for an integrated and common approach to spatial planning at European Union level.

directive to promote this<sup>17</sup>. The directive would require the environmental assessment of many plans and proposals for transport and land use; it could come into force from 2000.

The Commission intends to offer public authorities guidance on implementing the transport aspect of this kind of environmental assessment at the local and regional level, including the environmental benefits as well as the costs of transport. The guidance will be based on research to be carried out between 1997 and 2000<sup>18</sup>. It will be disseminated through a methodological manual and training workshops.

### 2.3.2 *Mobility management*

More and more employers and businesses<sup>19</sup> are adopting mobility management plans. These encourage sustainable transport patterns among employees and visitors. Employers and businesses need to do this in order to guarantee accessibility, to make environmental improvements, and, increasingly, as a condition for permission to start new building or development. Mobility management plans can also save companies money spent on supporting car commuting, parking and business travel.

Two European Commission-sponsored research projects<sup>20</sup> are supporting mobility management demonstrations at a total of seventeen sites. The projects will produce a handbook on how to initiate mobility management and will analyse legal, fiscal and organisational obstacles to the further development of mobility management.

The Commission will support the establishment of a European Platform on Mobility Management during 1998 and will look for a partnership with key representatives from Member States, industry and users. This platform will pull together experience of mobility management; organise Round Tables of major employers, trade unions, transport user groups and operators; and initiate benchmarking between mobility management schemes. The Commission will continue supporting awareness raising activities, like the series of European mobility management conferences begun in 1997.

The Commission intends to present a Communication on Mobility Management in 2000.

### 2.3.3 *Fair and efficient transport pricing*

At present, the pricing regime for transport does not do enough to promote a shift to more sustainable means of transport. The prices charged for individual journeys do not properly reflect the cost of the infrastructure used and the external costs, like congestion, pollution and accidents, which journeys impose on other users of the transport system and on society at large. Car owners pay relatively high fixed costs, and relatively low variable costs for each kilometre they drive. This means that even where public transport,

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<sup>17</sup> 'Proposal for a Council directive on the assessment of the effect of certain plans and programmes on the environment', COM (96) 511.

<sup>18</sup> Including three projects already in progress: SESAME on land use, behaviour and travel demand; COMMUTE (COMmon Methodology for MULTimodal Transport Environmental impact assessment); and LEDA (LEgal and REGULAtory measures for sustainable transport in cities).

<sup>19</sup> Including the European Commission, which is developing a mobility management scheme for its own staff as part of its Green Housekeeping Plan.

<sup>20</sup> MOMENTUM (MObility management in the Urban environMent) and MOSAIC (MObility Strategy Applications In the Community). Other Community-sponsored research projects which include mobility management demonstrations as part of their work are CONCERT (COoperation for Novel City Electronic-Regulating Tool), ADEPT (Automatic Debiting and Electronic Payment for Transport) and CAPITALS (CApitals Project for Integrated Telematics Applications on a Large Scale).

walking and cycling are feasible options, the structure of motoring costs discourages car owners from using them.

In its Green Paper on fair and efficient pricing in transport<sup>21</sup>, the European Commission advocated a new pricing framework moving towards internalising the external costs of transport. This should be based on fairer, differentiated charges reflecting the environmental and congestion costs of each type of journey and should encourage more people to use alternatives to private cars. This is an efficient way of solving mobility problems and reducing environmental damage. Many of the benefits - such as improved public transport - will particularly help people with lower incomes.

Road pricing offers a way to tackle congestion and implement fair and efficient pricing in urban areas. The Commission believes that public acceptability depends on a substantial proportion of the receipts from road pricing being reinvested locally - with public transport, walking and cycling facilities being strong candidates for this investment. In this way, road pricing schemes can make a further contribution to the development of sustainable local and regional passenger transport.

The Commission plans to cooperate with cross-national groups of urban or regional authorities that are seriously considering implementing road pricing. It will offer a coordinated approach to ensure that these groups can take fullest advantage of the Commission's research and technical work in this area, including the experience accumulated to date by cities participating in these projects. The Commission has started the CAPRI<sup>22</sup> Concerted Action<sup>23</sup> to consolidate transport pricing research results and build consensus on the transport policy implications. The Commission will also study the factors that influence the public acceptability of pricing measures, and the tax treatment of commuter and business travel (including parking).

In 1998, the Commission will publish a White Paper on a common approach to infrastructure charging across the different forms of transport.

#### 2.3.4 *Transport telematics*

Europe is becoming an 'Information Society', in which the skilful manipulation and use of information is increasingly important for business competitiveness and for quality in public service. In transport, the European Commission is keen to make the most of the potential of telematics applications<sup>24</sup>, combining information and telecommunications technologies. These can improve the efficiency and quality of transport services and help to overcome obstacles to their integration.

New telematics applications emerging from Commission-sponsored research and development can offer real-time, easy-to-use information, accessible at home, at work, on the move, or at transport stops and stations. This information can be made available through fixed terminals, or through mobile devices like portable travel assistants. The Commission believes that the information provided should cover as many different forms of transport as possible, including public transport routes and timetables, the degree of congestion on the road network, the availability of parking, and pollution episodes.

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<sup>21</sup> 'Towards fair and efficient pricing in transport', COM (95) 691.

<sup>22</sup> Concerted Action for transport Pricing Research Integration.

<sup>23</sup> <sup>1</sup> Concerted Actions are used to consolidate the results of research by bringing together representatives of Member States and researchers from different disciplines and research projects.

<sup>24</sup> Also known as Intelligent Transport Systems (ITS).

The Commission is supporting the development of electronic payment and ticketing systems for public transport, intermodal transport, road pricing and tolling, and multi-service cards (these can be used to pay for public transport and parking, and also as an electronic wallet and to access information). It is working for adequate interoperability between these systems<sup>25</sup> - for example by sponsoring the CARD-ME<sup>26</sup> Concerted Action. The Commission will present a Communication on electronic fee collection during 1998.

The Commission is also supporting the development of telematics applications for traffic control and public transport priority at traffic lights; for vehicle scheduling and control for public transport operators; for demand-responsive public transport; and to help disabled and elderly passengers. The spread of electronic commerce will allow further powerful applications to be developed, for example for reservations.

Telematics are a tool for achieving policy objectives. These vary from one place to another. To assist with the deployment of telematics applications in cities and manage the links with systems on the trans-European transport network, the Commission is supporting the ITS City Pioneers and CARISMA projects. These will produce advice to help cities take advantage of transport telematics options matching their individual needs.

### 2.3.5 *Vehicle and environmental standards*

Buses and coaches in the European Union are built to different technical standards. To move towards a harmonised approach, the Commission has proposed a directive setting construction standards for new buses and coaches. These include accessibility standards which would be mandatory, at least for urban buses<sup>27</sup>. The proposed date for introducing the requirements is 1 October 1999.

For guided urban transport, the Commission has given the European Committee for Standardisation (CEN) and the European Committee for Electrotechnical Standards (CENELEC) the mandate to develop reference standards in the framework of the public procurement utilities directive<sup>28</sup>.

UITP and UNIFE (the European association of railway rolling stock manufacturers) have recently set up a European rail mass transit forum which will look for a common core of technical specifications for light rail. The Commission will follow this work with interest. It could also serve as the basis for standards.

The Community first adopted environmental standards for road transport vehicles in the early 1970s. For many key pollutants, standards are ten times more stringent now than then. But public concern, traffic growth and the persistence of pollution 'hot spots' in many towns and cities mean that constant improvements in standards are needed.

To provide a technical foundation for legislation to reduce environmental impacts cost-effectively, the Commission set up the Auto/Oil programme in 1992 with European car manufacturers and the oil industry. This provided the framework for a package of proposals for tighter emission standards for vehicles, improved quality standards for fuels

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<sup>25</sup> This objective was established in the 'Community strategy and framework for the deployment of road transport telematics in Europe', COM (97) 223. Interoperability means that each system should be able to accept users of the others.

<sup>26</sup> Concerted Action for Research on Demand Management in Europe (operational since 1993).

<sup>27</sup> The Commission is studying the appropriateness of setting the same standards for inter-urban buses.

<sup>28</sup> Directive 93/38.

and stricter rules on inspection and maintenance checks, being brought forward by the Commission between 1996 and 1998<sup>29</sup>.

In early 1997 the Commission launched the Auto/Oil II programme, which this time also involves Member States and non-governmental organisations. Alongside further consideration of vehicle and fuel standards, one working group is assessing how public transport and transport pricing measures can improve environmental conditions.

### *2.3.6 Public services and competition in local and regional passenger transport*

Public transport plays a vital role in reducing environmental damage, supporting economic growth and promoting social cohesion. This means that society at large often requires a higher level of public transport service than purely commercial decisions, by operators, would provide. These services are known as public services.

It is for public authorities to authorise or decide on the provision of public services - and, if necessary, to help to pay for them. This is true whether the operators providing the services are in the public or the private sector<sup>30</sup>.

In local and regional transport, service integration is one of the most important public service requirements. Purely commercial judgements made by operators of competing services will often not deliver the level of integration that is needed if public transport is to provide an attractive alternative to private cars. The best way to achieve integration may often be to grant an operator the exclusive right to operate a particular type of public transport service in a particular geographical area. In addition, guarantees of exclusivity may have the advantage of prompting operators to invest in infrastructure, vehicles or marketing initiatives where they would not otherwise have done so.

However, these arguments in favour of public subsidies and exclusive rights have to be offset against the risk of complacency, unresponsiveness to changes in customer needs and in the attractiveness of competing forms of transport, and poor value for money for public expenditure. To avoid this, frameworks for public services should be designed to provide appropriate incentives for authorities and operators.

Community law<sup>31</sup> already requires that publicly funded transport services should be clearly defined in contracts and their operators properly compensated. However, Member States can exempt local and regional passenger transport from these requirements. In addition, there is no comprehensive requirement for authorities to bring market forces to bear in awarding exclusive rights or public service contracts.

The European Commission believes that this situation is unsatisfactory. It does not guarantee value for money, it does not promote quality and it does not provide clarity and legal certainty for transport operators. It does not take into account the fact that, although many cabotage services are not liberalised in land transport<sup>32</sup>, freedom of establishment has led to increasing numbers of joint cross-border initiatives, helping to develop a common market in local and regional passenger transport.

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<sup>29</sup> See 'A future strategy for the control of atmospheric emissions from road transport taking into account the results from the Auto/Oil Programme' (COM (96) 248).

<sup>30</sup> See 'Services of general interest in Europe', COM (96) 443.

<sup>31</sup> Regulation (EEC) 1191/69 (OJ 156 of 28.6.69), amended by Regulation 1893/91 (OJ 169 of 29.6.91).

<sup>32</sup> For railways, no cabotage is liberalised. For buses, cabotage is liberalised for occasional services, and for certain regular services operated in connection with international services.

Public service requirements should be expressed in clear contracts between authorities and operators and financial compensation should be directly related to any deficit incurred through providing the additional services. The Commission intends to bring forward legislative proposals on this point during 1998.

Well-designed procedures which introduce an element of competition into the awarding of exclusive rights can lead to better services and better value for money. Tendering is one procedure that has been used successfully in several countries. The Commission-financed ISOTOPE<sup>33</sup> research study showed that in various cases cost reductions of between 10 and 35% may be feasible as a result of increased operating efficiency in urban public transport. The study concluded that regimes of limited competition and tendering are a good way to improve services and to reduce costs. Operations need however to be regulated and network integration should be safeguarded. In the rail sector, tendering has generally led to lower costs, higher productivity, better services and more patronage - although incentives are needed for investment by operators<sup>34</sup>.

In the Citizens' Network Green Paper, the Commission set out its intention to identify how the regulatory framework for local and regional transport could best be updated and how market forces, possibly in the form of tendering, could best be introduced. The Commission reaffirmed this approach in its Railway White Paper<sup>35</sup> and its Communication on services of general interest in Europe.

To frame contracts for exclusive rights, building on the requirements for the content of public service contracts already established in Community law, it is necessary to resolve questions about the geographical scope of the exclusive right, the duration of the contract, its financial structure and assignment of risk. Legislation should avoid ruling out the adoption of desirable approaches by authorities. At the same time, it should not be so all-inclusive that it fails to achieve the benefits which flow from relying more on market forces.

During 1998, the Commission will reflect on how these benefits might best be encouraged and on the most appropriate legal framework. In order to assist in this reflection, it will hold a workshop bringing together interested parties including Member States, local authorities, operators and user groups to share their experiences of the different systems in operation, and to explore where common rules could be of most use.

### *2.3.7 Women's transport needs*

Most users of public transport are women; women also walk more than men<sup>36</sup>. Women are more likely to experience a sense of insecurity when using public transport, more likely to make complex trips with several destinations and more likely to travel while accompanying young children. They are more likely to have a disability which makes

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<sup>33</sup> Improved Structure and Organisation for urban Transport Operations of Passengers in Europe.

<sup>34</sup> 'Railways: structure, regulation and competition policy', Organisation for Economic Co-operation and Development, Committee on Competition Law and Policy, 1998.

<sup>35</sup> 'A strategy for revitalising the European Union's railways', COM (96) 421.

<sup>36</sup> In France, for example, two thirds of public transport users are women and women walk twice as much as men. In Merseyside (UK), women make 62% of all public transport trips and 61% of all trips on foot.

public transport harder to use<sup>37</sup>. All these factors mean that women are one of the groups for whom high quality local transport is particularly important.

The Commission aims to ensure that women's needs are addressed in its mainstream transport policies. That is one of the reasons why this work programme places a high emphasis on issues like integration and accessibility. The Commission will ensure that the European Local Transport Information Service and the performance assessment criteria developed in the benchmarking project pay attention to those aspects of the transport system which are of particular interest to women, including security - while recognising that improvements will benefit all users.

### *2.3.8 Transport for people with reduced mobility*

From time to time, most European citizens experience some kind of mobility handicap through disability, age or personal circumstances. They may be carrying luggage or heavy shopping, pushing a pram, have a physical or sensory disability or be recovering from an accident. Many people with mobility handicaps do not have the use of a private car. To meet their transport needs, local and regional transport systems need to be accessible. This principle affects the whole transport chain.

Accessible transport can make a real difference to the travel opportunities available to people with mobility handicaps. Measures like self-opening doors, ramps, good information and trained staff also increase the quality and attractiveness of travel for other users of the transport system.

The European Union's policy on transport for people with reduced mobility is set out in an Action Programme adopted in 1993<sup>38</sup>, followed up by a working paper in 1994<sup>39</sup>. These cover priorities for accessible transport, proposals for legislation on minimum standards, cooperation on information for passengers and the coordination of research.

The Commission has proposed directives for the construction of buses and coaches (see section 2.3.5) and on cable cars, and a recommendation for mutual recognition of parking cards. It has published a handbook on making Europe accessible for tourists with disabilities, and has funded pilot projects on information services for passengers with disabilities. Through the COST 322 action<sup>40</sup> on low floor bus systems, the Commission played a major role in encouraging the manufacture and use of low floor buses in Europe. It also stimulated authorities to develop 'street-level bus access', redesigning bus stops and routes to match improvements in the buses themselves.

In the rail sector, the Commission is supporting the COST 335 action<sup>41</sup>, with a view to developing European standards for the design and operation of trains, stations and information services. The results of the action are to be published at the end of 1999. In air transport, the Commission is working with the European Civil Aviation Conference to

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<sup>37</sup> See 'Les transports au quotidien - le regard des femmes', Femmes en mouvement, 1997 (France); 'Resultaten van de Landelijke Monitor Sociale Veiligheid 1996, Onveiligheid in het openbaar vervoer' (Netherlands); 'Perceptions of safety from crime on public transport', Crime Concern and Transport & Travel Research, 1997 (UK); 'Statistics in Focus - population and social conditions', Eurostat, 1995.

<sup>38</sup> 'Actions to be taken in the Community regarding the accessibility of transport to persons with reduced mobility', COM (93) 433.

<sup>39</sup> 'List of priority actions for accessible transport', SEC (94) 1590.

<sup>40</sup> European COoperation in the field of Scientific and Technical research. COST 322, 'Low floor Buses - The low floor bus system, final report of the action', 1996.

<sup>41</sup> COST 335, 'Passengers' accessibility of heavy rail systems'.

identify methods of improving the accessibility of airports and aircraft, also with a view to developing European standards.

In road transport, the Commission intends to find out more about best practice in training for bus drivers and other staff, with a strong emphasis on disability awareness. During 1998 the Commission will also support a study of the design and operation of vehicles which can be used as ordinary taxis and which are accessible to wheelchair users.

## **2.4 Using the European Union's financial instruments effectively**

Where public financial support is needed for public transport services and investment, responsibility generally lies with local, regional and national authorities. Sometimes, however, sustainable local and regional passenger transport is important in delivering the objectives embodied in European Union programmes. For example, the Union seeks to ensure that the long distance trans-European transport network is well connected to local and regional transport networks. It aims to test out the practical application of results from its programmes for research and technological development. And it needs to make optimal use of its structural funds to encourage economic and social cohesion.

The European Commission will manage these programmes in a way which seeks to make the most of the contribution of sustainable local and regional passenger transport. It will ensure that information about eligibility for financial support is easy to find.

The role of sustainable local and regional transport, as a complement to improvements in long distance transport and to regional development policy, will be important in the countries of central and eastern Europe and the Baltic states. The Commission will consider how to take this into account in designing and implementing support measures for these countries, especially in those preparing for accession to the European Union.

### *2.4.1 The trans-European transport network*

The trans-European transport network (TEN-T) is intended to provide interconnections and interoperability between national transport networks, and to provide access to these networks. At a broad estimate, the development of the TEN-T will cost at least 400 billion ecu by 2010. Most of this investment will come from Member States and the private sector. The European Union is also providing investment incentives through financial contributions from the TEN-T budget line and the structural and cohesion funds, and loans from the European Investment Bank.

Clearly, the TEN-T will be most successful if there are good local and regional transport connections to its long distance links.

Guidelines for developing the TEN-T were adopted by the European Parliament and the Council in 1996<sup>42</sup>. The priorities set out in the guidelines include infrastructure for access to the network, as well as the establishment and improvement of interchanges. Traffic management systems and positioning and navigation systems are also covered. The Commission has given financial support from the TEN-T budget to promote projects which improve links between the TEN-T and local networks, especially through traffic management and information systems and by linking airports with the rail network. In addition, the deployment of transport telematics services is part of the guidelines for the

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<sup>42</sup> Decision No. 1692/96/EC of the European Parliament and the Council on Community guidelines for the development of the trans-European transport network.



trans-European telecommunications networks adopted in 1997 - this includes services in urban areas<sup>43</sup>.

The decision adopting the TEN-T guidelines states that they are to be revised by 1999. As part of this revision, the Commission is further examining the question of local and regional connections to the TEN-T. It is considering whether to include intermodal passenger terminals in the TEN-T guidelines<sup>44</sup>; whether there are any specific circumstances in which local and regional infrastructure links should be included in the network; how to ensure that promoters of schemes in the TEN-T take account of accessibility issues; and how to encourage promoters of TEN-T schemes to take advantage of new opportunities, created by capacity improvements, for promoting sustainable forms of transport and a better local environment.

The Commission will also look at ways of ensuring that the rules of the TEN-T programme encourage the participation of local and regional authorities and transport operators where this contributes to the objectives of the programme, recognising that it is for Member States to decide how regional and local authorities participate.

#### *2.4.2 The research, technological development and demonstration programmes*

Many of the proposals in this Communication build on work sponsored by the European Union's research, technological development and demonstration programmes. These are producing results with a high potential value for local and regional transport authorities, operators and user groups. These results include technological innovations and organisational insights. To bridge the gap between research and implementation, however, large scale demonstration projects are needed.

In December 1997, under the Fourth Framework Programme for Research (1994-1998), Technological Development and Demonstration, the Commission launched a call for proposals for large scale projects to test and demonstrate the potential of innovations in intermodal transport, including specific tasks aimed at urban and inter-urban passenger transport. The projects will run between 1998 and 2001.

The first projects under the Fifth Framework Programme are expected to start in 1999 or 2000. The list of 'key actions' which the European Commission has proposed as the backbone of this new programme includes four of specific relevance to the Citizens' Network: 'Sustainable mobility and intermodality', 'Land transport and marine technologies', 'The city of tomorrow and cultural heritage' and 'Systems and services for the citizen'<sup>45</sup>. The Commission's proposal, which is subject to decision by the European Parliament and the Council, envisages the development of large scale demonstrations, as well as technological, organisational and socio-economic research. During 1998 the Commission will work with Member States and experts to develop a detailed research agenda for each key action.

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<sup>43</sup> The guidelines refer specifically to user-oriented services; logistical support for transport industries; value added services; information services; integrated payment and reservation services; trip, planning and route guidance; and fleet management.

<sup>44</sup> See 'Proposal for a European Parliament and Council Decision amending Decision No 1692/96/EC as regards seaports, inland ports and intermodal terminals as well as project No 8 in Annex III', COM (97) 681.

<sup>45</sup> 'Second modified proposal for a European Parliament and Council decision concerning the 5th Framework Programme of the European Community for research, technological development and demonstration activities (1998 - 2002)', COM (1998) 8.

### 2.4.3 Regional development and the structural funds

The European Union's regional policies aim to support the development of regions whose economic performance is substantially below average. They also aim to reduce the social exclusion which often affects unemployed people and other disadvantaged groups. The main financial instruments are the structural funds<sup>46</sup> and the cohesion fund. Increasingly it is recognised that local and regional transport have an important role to play in regional development, as part of coordinated development strategies.

In urban areas, for example, city quality is important in attracting new investment from employers; especially those with well-educated and mobile workers. Poor local transport creates a poor environment and congestion, both of which detract from city quality. When employment concentrations like city centres are easy to travel around on foot and have good transport connections, they are better able to support clusters of headquarters and government offices; cultural production and producer services. They are also more attractive for tourism and shopping.

Social exclusion is increasingly geographically concentrated and is strongly correlated with low access to cars. Targeted public transport improvements are therefore vital for the success of training schemes and job creation initiatives.

These factors point to the need for investments in urban transport. They need to be designed to recognise the importance of sustainability and to avoid contributing to urban sprawl and car dependence.

In many rural areas a vicious circle has developed in which growing car use and falling demand for public transport reinforce each other. As a result, there are now many places where car reliance is almost complete and alternatives to cars are severely limited or non-existent. The result has been that rural residents without the use of cars often have poor access to shops, education, training and jobs. Meanwhile, car traffic has grown to such an extent that many rural through-routes are suffering environmental degradation caused by traffic, and some are even beginning to suffer from congestion.

In rural areas near cities, the vicious circle has been reinforced by a growing willingness to commute long distances to urban jobs from rural homes. Development strategies to help rural economies diversify, for example in leisure and tourism, can bring in even more traffic. As in urban areas, attention to environmental quality in transport is essential if leisure and tourism are to fulfil their economic potential.

The scope to tackle these problems is narrowed by the dispersed nature of rural settlement. This means that levels of service and network coverage by public transport will never be able to rival those in cities. Nevertheless, there are examples of good practice in maintaining mobility in rural areas. Some of these are based on good land use planning and mobility management schemes. Others rely on making flexible use of the variety of public and voluntary sector transport vehicles serving each area, including postal delivery, social services, health care and education. The Commission will identify such schemes and ensure they are included in the European Local Transport Information Service.

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<sup>46</sup> The European Regional Development Fund; the European Social Fund; the Fisheries Fund; and the European Agricultural Orientation and Guarantee Fund.

The European Commission will also identify good practice in regional, urban and rural economic development, showing the role transport has played.

Within the framework of Agenda 2000, the Commission is working on a revision of the eligibility criteria and evaluation systems for the structural funds. The Commission will give a high priority to supporting sustainable local and regional transport schemes through these revised guidelines. It will consider how to ensure that the promoters of these transport schemes take account of accessibility issues.

#### *2.4.4 Providing information about European Union funding*

Sustainable local and regional passenger transport contributes to the objectives of several European Union programmes. These include the trans-European transport network, the structural funds, research and technological development programmes in the fields of transport policy, transport means, telematics applications and energy, PHARE, TACIS, ISPA, LIFE, SAVE<sup>47</sup>, and the loans programme of the European Investment Bank.

The European Commission will issue a guide setting out how these programmes have supported local and regional transport in the past. It will summarise the criteria and procedures that determine eligibility for financial support under each programme.

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<sup>47</sup> The Community's technical assistance programme for 13 countries of central and eastern Europe; Technical Assistance for the CIS (Commonwealth of Independent States); Instrument for Structural Policies for Pre-Accession; Financial Instrument for the Environment; Special Action programme for Vigorous Energy efficiency.

### 3. CONCLUSION

The European Commission has a clear vision of the benefits that will flow if local and regional transport fulfils its potential. These include greater use of alternatives to private cars; faster door to door travel speeds; greater mobility for women, disabled people and elderly people; less pollution, less energy use and less CO<sub>2</sub> from transport; and better value for money for public expenditure.

This work programme will not make these things happen on its own. What it will do is provide an extra impetus and some practical help for the many people and organisations across Europe who are working hard for these same objectives - public authorities, transport operators and transport user groups.

To verify whether local and regional transport is indeed changing in the right direction, the Commission will monitor how far there is progress towards the benefits described above. It will work with Member States to develop comparable data on these topics, and to allow comparison at local and regional levels.

To evaluate the specific contribution of the Commission's work, the Commission will monitor the views of policy-makers and practitioners. It will carry out opinion surveys and qualitative interviews among the groups whose work it aims to support, in order to assess levels of awareness, approval and use of the different elements of this work programme.

The European Council, European Parliament, Committee of the Regions and Economic and Social Committee are invited to endorse the work programme in this Communication. Comments will also be welcome from local, regional and national authorities, transport operators and user groups - the organisations on whom the development of an effective and integrated Citizens' Network must, in the end, rely.

## Summary of the work programme

Actions	Actors involved					Type of action and timing		
	European Commission	Member States	Local & Regional Authorities	Operators & Industry	User organisations	Policy & legislation	RTD & studies	Offering Help & Support
<b>Stimulating information exchange</b>								
Set up Local Mobility Information Service	X		X	X	X		1997+	1998+
Support organisation of national round tables	X	X	X	X	X			1998+
Help European network organisations and ensure access to information	X	X	X	X	X			1998+
Encourage networking in CEEC	X		X	X				1998+
Promote CEEC participation in RTD	X	X	X	X			1998+	
Support linking up of national cycle route networks	X	X	X	X	X			1998
<b>Benchmarking to improve transport systems</b>								
Advice on techniques for evaluating the performance of local transport services	X		X	X			1997+	
Pilot project on benchmarking local passenger transport systems	X		X	X	X			1998
Encourage widespread benchmarking of local and regional passenger transport systems	X		X	X	X		1998+	1999
Recommendation to CEN on criteria for assessing passenger transport	X	X				1998		
Consider introducing quality labels or prizes	X		X	X	X			1998
Set up expert advisory group on benchmarking local and regional passenger transport	X		X	X	X	1998+		
Present Communication on benchmarking in transport	X					1998		

Actions	Actors involved					Type of action and timing		
	European Commission	Member States	Local & Regional Authorities	Operators & Industry	User organisations	Policy & legislation	RTD & studies	Offering Help & Support
<b>Establishing the right policy framework</b>								
Review how EU instruments can encourage land use policies which support sustainable transport	X					1998		
Directive on environmental assessment of certain plans and programmes	X	X				2000		
Manual and training on transport aspects in environmental assessment	X	X	X	X			1995+	2000
Handbook on mobility management and analysis of obstacles	X	X	X	X	X		1998	
Support European Platform on mobility management	X	X		X				1998+
Support series of mobility management conferences	X	X	X	X	X			1997+
Present Communication on mobility management	X					2000		
Work with authorities considering local road pricing schemes	X		X					1998+
Set up Concerted Action on transport pricing research	X	X					1997+	
Study public acceptability of road pricing measures	X						1998	
Study tax treatment of commuter and business travel	X						1998	
Present White Paper on infrastructure charging	X					1998		
Support RTD and deployment of telematics applications for payment, information, traffic control, elderly and disabled	X	X	X	X	X		1989+	
Concerted Action on electronic fee collection systems	X	X	X	X			1993+	
Present Communication on electronic fee collection	X					1998		
Support ITS City Pioneer and Carisma: advice on implementing transport telematics solutions for cities	X	X	X	X				1997+

Actions	Actors involved					Type of action and timing		
	European Commission	Member States	Local & Regional Authorities	Operators & Industry	User organisations	Policy & legislation	RTD & studies	Offering Help & Support
Consider developing reference standards for light rail/guided urban transport	X	X		X		1993+		
New minimum construction standards for buses and coaches	X	X	X	X		1999		
Development and implementation of the Auto-Oil I and II programmes	X	X		X		1992+		
Study current application of Community legislation in domestic passenger transport	X	X	X	X	X	1997+		
Workshop and legislative proposals on public services in local and regional passenger transport	X	X	X	X		1998		
COST action on accessible railway systems	X	X	X	X	X		1996+	
Improving accessibility of airports and aircraft	X	X		X	X		1998	
Analyse good practice in staff training	X	X		X	X		1998	
Study on accessible taxis	X						1998	
<b>Using the European Union's financial instruments effectively</b>								
Revise guidelines for trans-European transport network to address local and regional connections	X	X	X			1999		
Launch call for research and demonstration projects	X	X	X	X	X		1997+	
Prepare Fifth Community RTD Framework Programme	X	X	X	X	X		1997+	
Revise Structural Funds guidelines on transport	X	X				1999		
Disseminate success stories of local, regional and rural development including role of transport	X		X	X	X			1999
Identify good practices in integrated rural transport	X						1998	
Provide information on EU programmes that can offer support for local and regional transport	X		X	X	X			1999

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Actions	Actors involved					Type of action and timing		
	European Commission	Member States	Local & Regional Authorities	Operators & Industry	User organisations	Policy & legislation	RTD & studies	Offering Help & Support
<b>Monitoring</b>								
Monitor trends in local and regional transport	X	X	X	X	X		1998+	
Improve Europe-wide passenger mobility data	X	X					1995+	
Monitor views of policy makers and practitioners	X	X	X	X	X		1998+	



# FINANCIAL STATEMENT

## 1. TITLE OF OPERATION

Communication from the Commission: 'Developing the Citizens' Network'

## 2. BUDGET HEADINGS INVOLVED

B2-704 Preparation, evaluation and promotion of sustainable mobility  
B5-700 Financial support for projects of common interest in the trans-European transport network

1998 – Fourth Framework Programme for RTD:

B6-792 Scientific and technical support activities  
B6-7161 Transport research  
B6-7211 International cooperation

1999-2002 – Fifth Framework Programme for RTD:

B6-6631 Competitive and sustainable growth  
B6-6211 Confirming the international role of Community research

## 3. LEGAL BASIS

One or more of the following, depending on the actions undertaken:

Articles 74 – 84, 129b – 129d and 130i of the Treaty.

Decision No 1692/96/EC of the European Parliament and of the Council of 23 July 1996 on Community Guidelines for the development of the trans-European transport network.

Council Regulation (EC) No 2236/95 of 18 September 1995 laying down general rules for the granting of Community financial aid in the field of trans-European networks.

Council Decision No 94/914/EC of 15 December 1994 adopting a specific programme for research and technological development, including demonstration, in the field of transport (1994 - 1998).

Council Decision No 94/807/EC of 23 November 1994 adopting a specific programme for research and technological development, including demonstration, in the field of cooperation with third countries and international organisations (1994 - 1998).

Commission proposals for Council Decisions concerning the specific programmes implementing the Fifth Framework Programme of the European Community for research, technological development and demonstration activities (1998 – 2002), on "Competitive and sustainable growth" and "Confirming the international role of Community research", COM (98) 305 of 13 May 1998.

Communication from the Commission 'The Citizens' Network - fulfilling the potential of public passenger transport', COM (95) 601 final of 29 November 1995.

Communication from the Commission 'Towards fair and efficient pricing in transport policy', COM (95) 691 final of 20 December 1995.

Communication from the Commission 'Actions to be taken in the Community regarding the accessibility of transport to persons with reduced mobility', COM (93) 433 final of 26 November 1993.

Communication from the Commission on a 'Community strategy and framework for the deployment of road transport telematics in Europe', COM (97) 223 final of 20 May 1997.

#### **4. DESCRIPTION OF OPERATION**

##### **4.1 General objective.**

To present a three-year work programme to improve local and regional transport. This is a follow up to the Citizens' Network Green Paper.

##### **4.2 Period covered and arrangements for renewal.**

The work programme described in the Communication covers the period 1998 - 2000. The financial implications run over a longer period as a result of activities that will be launched under the Fifth Framework Programme.

#### **5. CLASSIFICATION OF EXPENDITURE OR REVENUE**

##### **5.1 Non-compulsory expenditure.**

##### **5.2 Differentiated appropriations.**

##### **5.3 Type of revenue involved.**

Not applicable

#### **6. TYPES OF EXPENDITURE OR REVENUE**

- shared cost financed research and demonstration projects (RTD)
- feasibility and research studies financed up to 100% (RTD)
- subsidies for joint financing with other sources in the public and/or private sector.

There are no revenues foreseen.

#### **7. FINANCIAL IMPACT**

##### **7.1 Method of calculating total cost of operation (relation between individual and total costs).**

The workplan presented in the Communication has no financial impact outside existing DG VII resources. It doesn't require extra resources additional to those already envisaged in the existing programming.

The costs are based upon the value of the research projects and studies as it can be estimated from similar activities. Funding is decided after calls for proposals and calls for tenders published EU-wide followed by an independent evaluation.

For the TENs Transport, at this moment no budget indications can be given because of an ongoing discussion with Member States on if, how and with what priority to use TENs Transport funding for local/regional transport/access to the network within the current and future guidelines (revision in 1999). This financial fiche therefore only deals with the areas where the financial implications are clearer, the general DG VII 'study budget' and research and development activities.

## 7.2 Itemised breakdown of cost.-

Commitment appropriations (million ECU, current prices)

Breakdown	1998	1999	2000	2001	2002	Total
B2-704	[1.0]	[1.1]	[0.6]			[2.7]
B5-700	[pm]	[pm]	[pm]	[pm]	[pm]	[pm]
B6-7	[6.4]					[6.4]
B6-6		[5.0]	[5.0]	[5.0]	[5.0]	[20.0]
Total	[7.4]	[6.1]	[5.6]	[5.0]	[5.0]	[29.1]

Figures are indicative and depend on the approval procedures of the respective instruments and the timetable included in the Communication. No budget indications for B5-700 (TENs Transport) can be included at this stage (see 7.1).

## 7.3 Operational expenditure for studies, experts etc. included in Part B of the budget.

Commitment appropriations (million ECU, current prices)

	Budgetline	1998	1999	2000	2001	2002	Total
Studies	B2-704	[0.2]	[0.2]	[0.2]			[0.6]
	B6-7	[0.4]					[0.4]
	B6-6		[0.4]	[0.2]			[0.6]
Experts	B2-704	[0.1]	[0.1]				[0.2]
	B6-7	[0.6]					[0.6]
	B6-6		[0.4]				[0.4]
Information/ publications	B2-704		[0.1]				[0.1]
	B6-6		[0.2]				[0.2]
Total		[1.3]	[1.4]	[0.4]			[3.1]

The budget for expert meetings includes financial support for the organisation of expert meetings and round tables at national level, as well as the support to COST actions.

#### 7.4 Schedule of commitment and payment appropriations.

(million ECU, current prices)

	1998	1999	2000	2001	2002	Total
Commitment Appropriations	[7.4]	[6.1]	[5.6]	[5.0]	[5.0]	[29.1]
Payment Appropriations						
1998	[2.2]					[2.2]
1999	[3.0]	[1.8]				[4.8]
2000	[2.2]	[2.5]	[1.7]			[6.4]
2001		[1.8]	[2.2]	[1.5]		[5.5]
2002			[1.7]	[2.0]	[1.5]	[5.2]
2003				[1.5]	[2.0]	[3.5]
2004					[1.5]	[1.5]
Total	[7.4]	[6.1]	[5.6]	[5.0]	[5.0]	[29.1]

#### 8. FRAUD PREVENTION MEASURES

The fraud prevention measures in the instruments proposed to finance the different operations, apply. These include technical, financial and administrative inspections, reporting and monitoring. In addition, they include internal audits performed by the Financial Controller and on the spot inspections made by the Financial Controller of the Commission and by the court of Auditors of the European Union.

#### 9. ELEMENTS OF COST-EFFECTIVENESS ANALYSIS

##### 9.1 Specific and quantified objectives; target population.

This Communication follows up the Green Paper on the Citizens' Network and the work of the research task force on transport intermodality. Key objectives are:

- to re-emphasize the need for well functioning local and regional passenger transport systems, as essential parts of Europe's transport system;
- to highlight the importance of an integration of transport services into a seamless chain, which requires an intermodal approach to planning, operations and services;
- to present a three-year work programme of 49 initiatives, which cover information exchange, benchmarking, establishing the right policy framework and the use of Community financial instruments.

Local and regional transport is primarily a responsibility of local, regional and national authorities, working together with transport operators and users. It is the Commission's role to act mainly as a supporter and catalyst, providing tools and establishing the right policy framework for sustainable mobility.

## **9.2 Grounds for the operation.**

- The Amsterdam Treaty includes sustainable development as one of the European Union's objectives. Transport has a key role to play in achieving this objective, and in fostering cohesion in the context of enlargement. A well functioning European transport system needs good, sustainable local and regional passenger transport. Local and regional transport is fundamental to the quality of life of Europe's citizens.
- Over 176 written responses were received after the Commission presented the Citizens' Network Green Paper in 1995. These came from a wide variety of sources including governments, regional and local authorities, transport operators, non-governmental organisations, trade unions and individual citizens. In addition, a Citizens' Network Forum was held in June 1996 in which 250 experts participated. One of the main conclusions that can be drawn from all responses is that there is, within a framework of subsidiarity, wide support for the involvement of the European Commission in promoting sustainable urban and regional passenger transport.
- Another main conclusion that can be drawn for the work of the task force transport intermodality is that intermodality is a key issue in the promotion of door-to-door transport. In order to intensify research on transport intermodality the Commission set up a research task force on transport intermodality. The main results and recommendations made by the task force, which worked in a constant dialogue with the transport industry, transport operators and users, are included in this Communication.

## **9.3 Monitoring and evaluation of the operation.**

- The Commission will monitor trends through the transport statistics it collects. The key trends to be monitored are the total amounts of transport, the market share of the different kinds of transport, door to door travel speeds, travel by members of different social groups, pollution and energy use and public expenditure on transport.
- The Commission will monitor trends in the views of policy makers and practitioners through opinion surveys, in order to measure levels of awareness, approval and use of the different elements of the working programme.

**10. ADMINISTRATIVE EXPENDITURE (SECTION III, PART A OF THE BUDGET)**

Actual mobilization of the necessary administrative resources will depend on the Commission's annual decision on the allocation of resources, taking into account the number of staff and additional amounts authorized by the budgetary authority.

**10.1 Effect on the number of posts.**

Type of post		Staff to be assigned to managing the operation		Source		Duration
		Permanent posts	Temporary posts	Existing resources in the DG concerned	Additional resources	
Officials or Temporary Agents	A	1.5		1.5		3 years
	B					
	C	0.3		0.3		3 years
<b>Total</b>		<b>1.8</b>		<b>1.8</b>		<b>3 years</b>

**10.2 Overall financial impact of additional human resources.**

No additional human resources are requested. The existing resources necessary to manage the operation are:

Type of post		
Officials*	1.8 x 108.000 ECU x 3 years =	583.200 ECU
<b>Total</b>		<b>583.200 ECU</b>

\* For the officials calculation based upon the titles A-1, A-2, A-4, A-5 and A-7.

**10.3 Increase in other administrative expenditure as a result of the operation.**

(for 3 years, ECU, current prices)

Budget heading	Amounts	Method of calculation
A-7010 (missions, etc)	57.000	60 missions inside EU (cost 650 ECU per mission) plus 15 missions to candidate accession countries
A-7030 (expert meetings, etc)	84.180	6 ad-hoc meetings with 20 participants each – 10 representing Member States (cost 650 ECU per person) and 10 other experts (cost 753 ECU per person)
<b>Total</b>	<b>141.180</b>	

The credits will be found in the existing envelope of DG VII.

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