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14 June 1982

DOCUMENT 1-323/82

REPORT

drawn up on behalf of the Committee on  
Transport on the inland waterways in the  
Community

rapporteur: Mr K.-H. HOFFMAN



At its sitting of 13 February 1981 the European Parliament referred to the Committee on Transport the motion for a resolution tabled on 11 February 1981 by Mr LOO and others, pursuant to Rule 25 of the (old) Rules of Procedure, on waterways in Europe (Doc. 1-907/80).

At its meeting of 20 March 1981 the Committee on Transport decided to draw up a report on the inland waterways in the Community and at its meeting of 24 April 1981 appointed Mr K.-J. HOFFMANN rapporteur.

At its sitting of 18 June 1981 the European Parliament referred to the Committee on Transport as the committee responsible and the Committee on Regional Policy and Regional Planning for an opinion the motion for a resolution tabled on 18 June 1981 by Mr GOPPEL and others, pursuant to Rule 47 of the Rules of Procedure, on the Rhine-Main-Danube waterway (Doc. 1-315/81).

At its meeting of 26 June 1981 the Committee on Transport decided to deal with this motion for a resolution (Doc. 1-315/81) in the report on the inland waterways in the Community.

The Committee on Transport discussed progress with the report at its meeting of 27 October 1981. It considered the draft report at its meeting of 30 April 1982 and at its meeting of 27 May 1982 adopted the report unanimously with one abstention.

The following took part in the vote: Mr Seefeld (chairman), Dame Shelagh Roberts (vice-chairman), Mr Carossino (vice-chairman), Mr Kaloyannis (vice-chairman), Mr K.-H. Hoffman (rapporteur), Mr Albers, Mr Baudis, Mr Buttafuoco, Mr Adamou (deputizing for Mr Cardia), Mr Cottrell, Mr Gabert, Lord Hamar-Nicholls, Mr Junot, Mr Key, Mr Klinkenborg, Mr Lagakos, Mr Moreland (deputizing for Mr Marshall), Mr Martin, Mr Janssen van Raay (deputizing for Mr Modiano), Mr Moorhouse, Mr Loo (deputizing for Mr Ripa di Meana) and Mr Skovmand.

The opinion on the Rhine-Main-Danube shipping canal, adopted by the Committee on Regional Policy and Regional Planning on 28 April 1982, is attached.

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A

The Committee on Transport hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

on the inland waterways in the Community

The European Parliament,

- having regard to the motion for a resolution tabled by Mr LOO and others (Doc. 1-907/80) and Mr GOPPEL and others (Doc. 1-315/81),
- referring to the reports by Mr KAPTEYN (Doc. 106/1961-62), Mr MÜLLER-HERMANN (Doc. 18/1962-63), Mr MURSCH (Doc. 215/74), Mr SEEFELD (Doc. 512/78) and Mr CAROSSINO (Doc. 1-996/81) on the common transport policy,
- A having regard to the current tendency to delay the construction of important inland waterways of Community interest by reducing funds, and to the increased significance of inland shipping in the Community in terms of economic, transport, regional and development policy, particularly in the light of the enlargement towards the south and of the energy policy situation,
- B having regard to the report of the Committee on Transport and the opinion of the Committee on Regional Policy and Regional Planning (Doc. 1-323/82),
- 1. Notes that a network of European wide inland waterways is so far incomplete;

2. Is convinced that a coherent network must be provided for European inland shipping to enable it to provide an appropriate transport service in the context of increasingly close economic integration in Europe;
3. Concludes that the methods of planning the development and supporting infrastructure of inland waterways vary widely from one Member State to another and draws attention to the major significance of the agreement reached in the Economic Commission for Europe (ECE) and the European Conference of Transport Ministers on the minimum dimensions of new wide inland waterways (European Class IV);
4. Feels, therefore, that Community priorities for the further development of the Community's inland waterway network should be drawn up and that not only are the question of links across the Community's internal frontiers and the promotion of its foreign trade of decisive importance in this connection, but that account must also be taken of aspects relating to regional and development policy, water, energy and ecology;
5. Concludes that the network of European wide inland waterways should be developed along two intersecting arterial routes from the North Sea to the Mediterranean and from the Atlantic to the Black Sea and that the need for tributary waterways should be assessed in relation to regional requirements;
6. Concludes that the barge-aboard-ship system will enable closer links to be developed between inland waterways in the United Kingdom and those of the Continent as well as contributing to the revitalization of the Community's inland and estuary waters (especially those of the United Kingdom) and draws the attention of the Commission and the Member States' governments to the urgent need for this development;
7. Stresses that the completion of the missing sections of the canalization of the Po at least as far as Milan and the development of the Litoranea Veneta and of the Isonzo-Save-Danube waterway will enable the Italian waterway network to be incorporated in the system of European wide inland waterways and thus help to promote shipping in the Adriatic and the eastern Mediterranean;



8. Calls on the Commission to draw up, on the basis of the views expressed in this resolution and the report of the Committee on Transport (Doc. 1-323/82) and for the guidance of the authorities of the Community Member States responsible for inland waterway construction, an overall plan for the development of the Community's waterway network which indicates, taking account in particular of the Community's requirements, the benefits to be gained from individual projects in relation to economic, transport, regional and development policy, and the Community's priorities in this field in the light also of possible budgetary or ecological problems;
9. Calls on the Commission to urge the governments of the relevant Member States, on the basis of this resolution, energetically to pursue and complete as rapidly as possible projects such as the Rhine-Main-Danube canal and the Rhine-Rhône link, whose importance to the Community has already been established by the Commission, and the Italian projects in the inland waterways sector;
10. Recommends that the Member States examine carefully the potential of canal routes currently used primarily for cruising and pleasure purposes for use by industry, particularly in the context of energy saving;
11. Requests the Commission to investigate all possibilities of promoting and accelerating the construction of these projects by means of a contribution from Community funds and to enter an appropriate sum in the next preliminary draft Community budget;
12. Urges the Commission and the Member States to ensure that public assistance to individual modes of transport by the Member States does not discriminate against inland waterways;
13. Calls once again on the Council finally to adopt the Commission proposal for a regulation on support for projects of Community interest in transport infrastructure (OJ No. C 207 of 2 September 1976, amended in OJ No. C 89 of 10 April 1980, p.4), approved by Parliament in its resolution of 4 July 1977 (OJ No. C 183 of 1 August 1977), thereby creating a specific legal basis for the promotion of projects of Community interest in transport infrastructure;
14. Requests the appropriate parliamentary bodies of the Community Member States to take adequate account in their transport infrastructure policies of the Community's requirements as set out by the European Parliament in this resolution and the report of the Committee on Transport (Doc. 1-323/82), and in particular to press for the rapid implementation of the projects referred to in paragraph 9 of this resolution;
15. Instructs its President to forward this resolution to the Commission and Council of the European Communities and to the appropriate parliamentary bodies of the Community Member States.

EXPLANATORY STATEMENTI. GeneralA. The waterways in the context of a common transport policy

1. The problems relating to the development of existing inland waterways in the Community or the construction of new ones form part of transport infrastructure policy. Although the responsibility for decisions in this field at present still lies wholly with the Member States, the role of the Community in the development of transport infrastructure was recently discussed in detail in a Commission memorandum of 7 November 1979 (COM(79) 550 final) and in the report drawn up by Mr KLINKENBORG on this memorandum on behalf of the Committee on transport of the European Parliament (Doc. 1-601/80). Following these analyses there can no longer be any serious doubt that a common transport infrastructure policy is an essential component of the common transport policy provided for in Article 75 of the EEC Treaty.
2. The development of the waterways of Europe must therefore be seen in the context of the common transport policy. For this purpose the European

Parliament called at the outset for a global conception<sup>1</sup> which takes appropriate account of all modes of transport. With regard to transport infrastructure this meant the creation of a European transport network through both the elimination of bottlenecks or gaps (particularly at frontiers) and the development of existing routes or the construction of new ones with a view to establishing a network of major European routes<sup>2</sup>.

3. Despite the various initiatives taken by the European Parliament, the Community legislator has of course still not laid down a binding overall framework for a common transport policy. Practical policies in the transport sector, such as an infrastructure policy for inland shipping, can therefore be developed only as a prelude to a common transport policy, yet to be defined, and as such must be based on the criteria approved by the European Parliament for the formulation of this policy.

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<sup>1</sup> See the reports by Mr KAPTEYN on behalf of the Transport Committee of the Assembly of the European Coal and Steel Community on the coordination of European transport (financial year 1957/58, first extraordinary part-session, Doc. No. 6), and on behalf of the Transport Committee of the European Parliament on questions of the common transport policy in the European Economic Community (Doc. 106/1961-62), and the reports by Mr MÜLLER-HERMANN (Doc. 18/1962-63), Mr MURSCH (Doc. 215/74), Mr SEEFELD (Doc. 512/78) and Mr CAROSSINO (Doc. 1-966/81), drawn up on behalf of the Committee on Transport of the European Parliament.

<sup>2</sup> See the second report by Mr KAPTEYN (Doc. 106/1961-62, p. 36), point 36 of the memorandum of the Commission on the role of the Community in the development of transport infrastructure of 7 November 1979, and the report by Mr KLINKENBORG on this memorandum (Doc. 1-601/80, p. 11 ff).

B. Relationship between the different modes of transport

4. With regard to the relationship between the various competing modes of transport in the Community, the European Parliament and the Commission have urged that European transport policy should remain neutral in relation to competition except where it produces undesirable effects in terms of overall policy<sup>3</sup>. In principle, therefore, and on the basis of a free choice by the transport user, the various modes of transport should be used for those purposes which best suit their individual characteristics.
5. In the KLINKENBORG report (Doc. 1-601/80, point 37 of the explanatory statement) the Committee on Transport concurred with the view that too many bulky and heavy goods are currently carried by road and that infrastructure policy should seek to transfer part of this traffic to rail and waterways. If the transfer of certain traffic to rail and waterways is to be encouraged in a manner that complies with the regulative guidelines laid down by the Committee on Transport, it is essential in particular for the rail and waterways network to be brought to a standard of efficiency which makes it advantageous for users to select these modes of transport.
6. However, in the current discussion on transport policy taking place in particular in the Federal Republic of Germany with regard to the value and benefit of constructing new and expensive inland waterways, it is precisely the relationship between rail and inland navigation which is problematic. It is pointed out that the

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<sup>3</sup> See KLINKENBORG report (Doc. 1-601/80, point 36 of the explanatory statement).

construction of waterways, such as the canalization of the Saar or the missing section of the Rhine-Main-Danube Canal, would involve the railways in losses amounting to several hundred million DM. The Committee on Transport has not so far taken a decision in principle on the relationship between rail and inland waterway but the basic concept to which it adheres is that as far as possible there should be no distortion of competition between modes of transport.

7. However, the competitive relationship between rail and inland waterway is upset by the failure to create a system for the payment of infrastructure costs, as urged by the European Parliament when discussions on the common transport policy first began<sup>4</sup>. In October 1981 the Commission finally withdrew<sup>5</sup> its proposal for a common system of charging<sup>5a</sup>, submitted to the council of Ministers in 1971. It is thus unlikely that a solution will be found in the near future to the resulting problem, which is that the railways are required to pay their own infrastructure costs while, in accordance with the principle of the free use of inland waterways laid down in the Mannheim Act on Rhine Shipping, the utilization of inland waterways involves at the most lock and canal dues, which cover maintenance and administrative expenditure but not construction costs. Moreover, for sections on which they are in direct competition with inland navigation, to remain competitive the railway undertakings align their tariffs to the rates charged by the inland waterways. The calculation of the losses likely to be incurred by railway undertakings if new inland waterways are opened is thus based on cuts in revenue resulting not only from the transfer of business but

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<sup>4</sup> See KAPTEYN report (Doc. 106/1961-62, p. 83), MURSCH report (Doc. 215/74, p. 142) and SEEFELD report (Doc. 512/78, p. 29)  
<sup>5</sup> OJ No. C 62, 22.6.1971, p.15  
<sup>5a</sup> OJ No. C 307, 27.11.1981, p.3

also from the application of competitive tariffs, necessitated by the absence of a system of charging for infrastructure costs.

8. In order to assess the benefit to the transport industry of infrastructure projects in the inland waterways sector, criteria must be applied which take account of the different basic assumptions concerning the railways and inland navigation, in spite of the existing distortions of competition and in accordance with the principle, approved by the Committee on Transport, of treating the two modes of transport in the same way.

C. Need for a coherent transport network for each carrier

9. It should be recognized as a general principle of transport policy that, in order to be efficient, carriers must have access to a coherent communication network. This is the only way that they can be competitive, given a multitude of widely scattered independent transport users with differing destinations and requirements. From the outset the Committee on Transport has consistently defined as the first priority of a common transport infrastructure policy the closing of gaps in the Community transport network<sup>6</sup>. In the report by Mr K.-H. HOFFMANN on the Commission proposal concerning priorities and the timetable for Council decisions in the transport sector (Doc. 1-951/80) the Committee on Transport stressed that one of the absolute priorities was the creation of a coherent transport infrastructure network.

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<sup>6</sup> KAPTEYN report (Doc. 106/1961-62, p. 36); specifically on inland waterways, see p. 37

10. However, no one has seriously called for the construction of an inland waterway through the Alps. The basic principle must therefore be qualified. The closure of a gap in the network operated by an individual carrier ceases to be a viable proposition in transport terms if the potential volume of traffic on the missing link can be taken over without technical difficulties and without infringing the rules by another carrier whose costs, taking full account of the infrastructure costs and the costs and time involved in loading and unloading, are considerably lower than those of the first carrier. Mr MÜLLER-HERMANN expressed similar views in 1977 in a debate on an oral question on wide inland waterways in Europe<sup>6a</sup>. The Community must not subsidize the construction of infrastructures which duplicate those already in existence. As regards competition between rail and waterway he stated 'It is quite easy to imagine projects by which the existing railway network might (...) be improved by rationalization measures in such a way as to achieve the same results as a brand-new and extremely costly inland waterway network.' These views should meet the approval of the Committee on Transport at least indirectly, in that it has called firmly for the promotion of combined forms of transport.<sup>7</sup>
11. As regards the relationship between rail and waterway, which are both suitable for bulk transport, it would be perfectly feasible, taking account of all infrastructure, loading and other costs, for the section between the end points of two waterways to be operated more cheaply and more rapidly by rail than by constructing a new and extremely expensive artificial waterway. On the other hand it is extremely difficult

<sup>6a</sup> Debates of the European Parliament, report of proceedings of 10.10.1977, Annex to the Official Journal, C series, p. 26  
<sup>7</sup> See in particular the report by Mr GABERT (Doc. 1-982/81) on the Commission proposals on the promotion of combined forms of transport, and point 35 of the explanatory statement attached to the KLINKENBORG report (Doc. 1-601/80)

to estimate the volume of traffic that will use a new section of waterway in view of the lengthy planning and construction period, the unpredictability of the general longer-term economic trend and the impossibility of calculating the reaction of transport users. In the history of waterway construction there have been both substantial underestimates (e.g. canalization of the Moselle) and substantial overestimates (e.g. 'Elbe-Seitenkanal') of the volume of traffic. The question as to whether a gap in the waterway network can be closed by means of combined forms of transport is thus of no practical value in assessing the benefit of waterway to the transport sector. This is because the estimated volume of traffic determines both the overall transport costs on an artificial inland waterway and also whether capacity on the railways is sufficient to take over from the inland waterways the transportation of bulk goods over a certain section and, if not, the expenditure needed to increase capacity accordingly. The frequently observed fact that communication infrastructures generate traffic unfortunately suggests that, in this connection, investigation of the alternative of combined forms of transport does not take full account of the forces of development.

D. Factors determining decisions on infrastructure measures

12. From the point of view of transport economics there is a general feeling with regard to a mode of transport such as inland waterways, which raises no objections as regards its place in the system, that, although combined forms of transport could be used, it makes sense to close gaps in the network, provided that there is no serious disproportion between the likely costs and a careful estimate of the future volume of traffic.



13. However, when estimating the benefit of infrastructure measures in the inland waterway sector, account must be taken not only of aspects relating directly to the transport industry. The authorities responsible for the areas in which new waterways are planned expect these projects to bring, in the short term, substantial benefits for employment and, in the long term, major regional and development policy advantages. In addition, account must be taken of the benefits in relation to the supply and distribution of water and, where hydroelectric power stations are constructed in connection with the canalization of natural water courses, to the implications for the energy sector. Against these utility factors, which in any event are not easily quantifiable, must be set not only the construction and maintenance costs but also damage to the landscape and possible harmful effects on the environment, whose extent and significance cannot at present be accurately assessed.
14. The benefit of a proposed waterway to the economy as a whole must be assessed in relation to these criteria. It is of course essential to establish whether the advantages are to be assessed in relation only to a specific region, such as the country where the project is implemented, or to larger economic areas. In the case of a European Community infrastructure policy, the relevant planning area must be the whole Community, including those aspects resulting from its foreign trade. Since decisions are taken by the Member States, the role of Community infrastructure policy is at present confined to coordinating national planning and supporting individual projects of priority importance to the Community, possibly by granting financial assistance<sup>8</sup>.

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<sup>8</sup> See in particular the memorandum of the Commission on the role of the Community in the development of transport infrastructure, Bulletin of the European Communities, Supplement 8/79, p. 6 ff

It is, therefore, essential also to investigate the particular importance of certain projects, with regard especially to the integration of the Member States into an economic community.

The possibility of quantifying the factors so far discussed is of course extremely limited and they must above all be assessed in political terms. It is therefore indispensable in this connection to analyse how the formation of Community policy on waterway construction has developed particularly in the European Parliament.

E. Development of the infrastructure policy of the European Parliament in the inland shipping sector

15. The first comments by the European Parliament on infrastructure measures in the inland waterway sector<sup>9</sup> refer to the agreements reached in the Economic Commission for Europe (ECE) and the European Conference of transport Ministers (ECTM) concerning the division of European waterways into five categories and the minimum standards for waterways of European interest. In this connection attention was drawn to the fact that the construction of links such as the Rhine-Rhône Canal and the Rhine-Main-Danube Canal would serve the interests of the Community.

16. Even before the first direct elections an appeal was made in the European Parliament for the construction of a network of wide inland waterways between the North Sea, the Mediterranean, the Atlantic and the Ruhr Basin<sup>10</sup>. In the debate of

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<sup>9</sup> Report by Mr KAPTEYN (Doc. 106/61-62, p. 37)

<sup>10</sup> Oral question with debate by Mr COUSTÉ and Mr BOUQUEREL (Doc. 260/77)

10 October 1977 on this question, the Commission stressed that the financing of a network of wide inland waterways had been of interest to the Community for well over a decade. Mr MÜLLER-HERMANN maintained that there was a lack of coordination of infrastructure projects in the Community. This was due to the fact that the consultation procedure set up by the Council did not work because each Member State merely put forward its own claims and there was no consultation at European level. He therefore called on the Commission to draft a plan for a European transport infrastructure network.

17. In its resolution of 11 May 1979 on possible measures to improve the situation in the inland waterway sector<sup>11</sup>, the European Parliament stated that the Commission should play an active part in the planning of an inland waterway network and that waterways of international importance should be eligible for Community financial aid which should, however, for reasons of efficiency and to avoid distortion of competition, be merely complementary to the financial efforts of the individual Member States. In the explanatory statement attached to the resolution Mr FUCHS also took up the proposal made by Mr MÜLLER-HERMANN in 1977<sup>12</sup> and called on the Commission to draw up a European waterways plan laying down, on the basis of cost/benefit analyses, the priorities for improvements and extensions to important inland waterway links and for the construction of new ones.
18. The report by Mr KLINKENBORG on the memorandum of the Commission on the role of the Community in the development of transport infrastructure<sup>13</sup> did not

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<sup>11</sup> OJ No. C 140, 5.6.1979, p. 169 ff

<sup>12</sup> See point 10 above

<sup>13</sup> Doc. 1-601/80

specifically deal with infrastructure problems in the inland waterway sector. However, the European Parliament resolution of 7 May 1981, adopted on the basis of this report, called for the incorporation of all modes of transport in Community planning and financing schemes to develop transport infrastructures<sup>14</sup>, thus clearly including inland waterways. Moreover, explicit reference is made in the report to individual projects in the inland waterway sector.

19. Although the memorandum of the Commission on the role of the Community in the development of transport infrastructure does not comment explicitly on the infrastructure situation in the inland waterway sector, it does contain a sketch of the major inland waterways in the Community<sup>15</sup> which could be used as the basis for the preparation of the European waterways plan. The Commission report on bottlenecks<sup>16</sup> also lists projects for the construction of inland waterways, broken down by Member State. The list is not, however, based on the definition of certain routes as bottlenecks in the Community context, but on the assessments undertaken by the responsible bodies of the Member States. The long-standing appeal for the coordination of infrastructure projects<sup>17</sup> thus remains unanswered, since it is impossible to establish Community priorities on the basis of this list because of the lack of uniformity of the assessment criteria<sup>18</sup>.

#### F. Conclusions

20. In conclusion, the basic principles of a common transport policy laid down by the European Parliament can be used to draw up a list of criteria for the

<sup>14</sup> OJ No. C 144, 15.6.1981, p. 77 ff, paragraph 9

<sup>15</sup> Bulletin of the EEC, Supplement 8/79, p. 33

<sup>16</sup> COM(80) 323 final of 20 June 1980

<sup>17</sup> See point 16 above

<sup>18</sup> For details see the report by Mr MOORHOUSE (Doc. ) on bottlenecks

assessment of construction projects in the inland waterway sector. These criteria are set out in points 9 to 14 of this report. However, they do not provide an adequate basis for a definitive judgment and the political aspects must also be assessed. In this respect the Committee on Transport is aware of possible problems connected with the cost/benefit ratio and investments in duplicate modes of transport, but it has stressed that it welcomes projects which help to create a coherent European network of wide inland waterways. On this basis the individual projects can be analysed.

II. Review of the Member States' plans for waterway construction

21. In order to develop priorities for a Community infrastructure policy in the inland waterway sector, it is appropriate first to consider the existing waterway networks in the individual Member States and whether there are plans to improve them. The second step is to examine - giving priority to transfrontier traffic, which is of particular importance to the Community - where there are gaps or congested bottlenecks in the Community waterway network whose elimination could possibly be accelerated through the injection of Community finance.

A. Belgium

22. The Belgian inland waterways have always carried an extremely high proportion of goods traffic. In 1966, its share was 30% and the volume of goods transported totalled 80 million tonnes. By 1976, the volume of goods had increased to 100 million tonnes and remained more or less constant until 1981, when there was a fall of around 10%. In recent years the proportion of transfrontier traffic has totalled almost 80%.

23. In view of its major economic importance the network of inland waterways in Belgium is extremely dense. Its main purpose is to provide a two-way link between the seaports of Antwerp, Ghent and Zeebrugge and the interior, and between the industrial regions and international traffic travelling to France, the Netherlands and, via the Rhine, Germany and Switzerland. It comprises five primary axes on which are grafted minor waterways carrying additional traffic to or providing links with industrial centres.

24. The five primary axes are broken down as follows:

(a) Three axes with a clear North-South orientation comprising:

(aa) the Albert Canal linking the Meuse to Liège at the port of Antwerp;

(bb) the ABC link (Antwerp-Brussels-Charleroi) via the tidal section of the Scheldt, the Rupel, the ship canal from Brussels to the Rupel and the canal from Charleroi to Brussels;

(cc) the Upper Scheldt and the Ghent-Terneuzen Canal linking the North French basin with Ghent and the Netherlands;

(b) Two East-West transversal axes:

(aa) the northern axis comprising the Ostend-Brugge and Zeebrugge-Brugge Canals, the canal from Ghent to Brugge and the tidal section of the Scheldt between Ghent and Antwerp;

(bb) the southern axis linking the Upper Scheldt to the Meuse by the Nimy-Blaton-Péronnes Canal, the Central Canal, part of the Charleroi-Brussels Canal and the Sambre.

25. The total navigable length of the network is at present 1,525 km, which breaks down into the classes drawn up by the ECTM (European Conference of Transport Ministers) as follows:

Class I	:	349.5 km
Class II	:	538.8 km
Class IV	:	293.6 km
Class V	:	224.3 km
Class VI	:	118.8 km

26. Efforts to modernize the Belgian waterways have been undertaken principally since the second world war, in particular following the adoption in 1957 of the '1,350 tonnes law', which required a large number of waterways to be brought up to this European standard. Subsequently, it was decided to modernize other waterways and at the same time to widen even further certain extremely important routes such as the Albert Canal, the canal from Brussels to the Rupel and the Middle Meuse, which the work now under way will render accessible to push tows of 9,000 tonnes (four European barges measuring 76.50 m x 11.40 m). The work of widening the canals to a capacity of 1,350 tonnes is extremely well advanced, as is the work on the Albert Canal and the canal from Brussels to the Rupel. Vessels of 1,350 tonnes will soon be able to navigate the Upper Scheldt. This will bring the navigable distance for Class IV to 436 km, so that a little more than half the network of Belgian waterways will then be accessible to these vessels of European standard.

Work on the major waterways is progressing as follows:

27. Widening to Class IV capacity (1,350 tonnes)

Upper Scheldt

Since 1980 vessels measuring 73 m long and 7.50 m wide have been able to navigate the Upper Scheldt from the Franco-Belgian frontier to the Zingem bridge, with a draught of 2.30 m.

From this bridge to the circular canal at Ghent Class IV vessels navigate with a draught of 2.50 m.

Lys

Since 1980 the Lys between Ooigem and Deinze has been accessible to vessels 73 m long and 8.35 m wide. A temporary restriction of the draught to 2.30 m is still in force. Above Ooigem navigation is restricted to



vessels of 300 tonnes with a draught of 2.10 m as far as Courtrai and 2 m from Armentières to Courtrai.

#### Canal from Roulers to the Lys

Although the part of the canal between Ooigem and Kachtem is already of Class IV capacity, access is temporarily restricted to the type of vessel admitted to the Lys (73 m x 8.35 m with draught of 2.30 m). Work on the section above Kachtem is under way.

#### Canal from Bossuit to Courtrai

The new locks at Bossuit and Moen are in operation, which means that the section of the canal between its commencement at Bossuit and lock No. 6 at Zwevegem can take boats measuring 73 m x 7.50 m, although the draught is temporarily restricted to 2.30 m.

#### Branch canal from the Lys

Class II vessels and even those of up to 73 m x 8.35 m can navigate this waterway provided that the draught is restricted to 2.30 m. Work is continuing and will bring this canal up to Class IV standard.

#### Central Canal

Work has begun on the construction of the new course of the canal commencing at the main branch which runs eastward from the Charleroi-Brussels canal. The drop of 73 m will be negotiated by means of a twin-caisson lift at Strépy-Bracquegnies. The technical research for the project is under way and work has begun on its implementation.

#### Link between Hensies (frontier) and the Nimy-Blaton-Péronnes Canal

The lock at Hensies (149 m x 12.50 m) has been constructed and the Pommeroeul lock (151 m x 12.50 m) is almost complete, as is work on the new canal section linking these two locks to the Nimy-Blaton-Péronnes Canal, which is due to open in July 1982.

Canal from Dessel to Kwaadmechelen

The development and re-gauging of the northern section of the canal are proceeding as planned.

28. Widening to Class V capacity (2,000 tonnes)

Canal from Ghent to Brugge

The section of the canal between the circular canal in Ghent and the branch canal from the Lys is currently being widened and improved.

29. Widening to allow access for push tows of 9,000 tonnes

Middle Meuse

Work is continuing at various points of the river. The new lock for push tows of 200 m x 25 m and the Andenne-Seilles dam were opened on 15 March 1980. The new Grands-Malades lock at Namur will be partially in operation in 1982 and the new dam in 1984.

Albert Canal

The Briegden-Kanne section is being developed and widened and work on other sections has been completed so that around 104 km of the canal are now of Class VI capacity. New locks for push tows unit (200 m x 24 m) have been constructed at Olen, Kwaadmechelen, Hasselt, Diepenbeek and Genk. Since the guidance posts at Genk are not yet complete, the lock is not in regular use, although ships and push tows have already passed through it.

Ship canal from Brussels to the Rupel

Construction is underway of a lock at Hingene measuring 250 m x 25 m to link the canal directly to the Scheldt.

30. As far as future prospects are concerned, in addition to the current work which will continue for several years, a cost-benefit analysis of thirty-four projects will shortly be completed. This analysis, which is based solely on the advantages of the projects to waterway transport, is designed simply to classify the projects in relation to their viability. If the Belgian authorities are to make a selection on the basis of this analysis, account will be taken not only of the results of the study but also of other factors such as measures to prevent floods.
31. The map showing the links between the waterway networks in Belgium and in the neighbouring Member States shows in particular that the capacity of the routes to the industrial area of northern France (Lys, Upper Scheldt) is inadequate. However, the widening of the Tournai-Valenciennes link (Upper Scheldt) to Class IV capacity (European vessel) is now nearing completion. The Dutch waterways provide efficient links through Zeeland and via the Juliana Canal. The distance to the waterway network in the Federal Republic of Germany could be substantially reduced through the implementation of the project for the construction of a Rhine-Meuse Canal between Neuss and the Maastricht. (see page 26)

B. Federal Republic of Germany

32. In 1967 the volume of inland waterway traffic in the Federal Republic of Germany was 214.4 million tonnes, accounting for around 10% of the total volume of traffic on rail, waterway and road. Following further growth this volume stabilized at the end of the 1970s at 246 million tonnes a year.

Taking account of the total distance covered by the various carriers, the inland waterways in the Federal Republic provided a transport service of 45,800 million tonne-kilometers in 1967, a figure which rose to

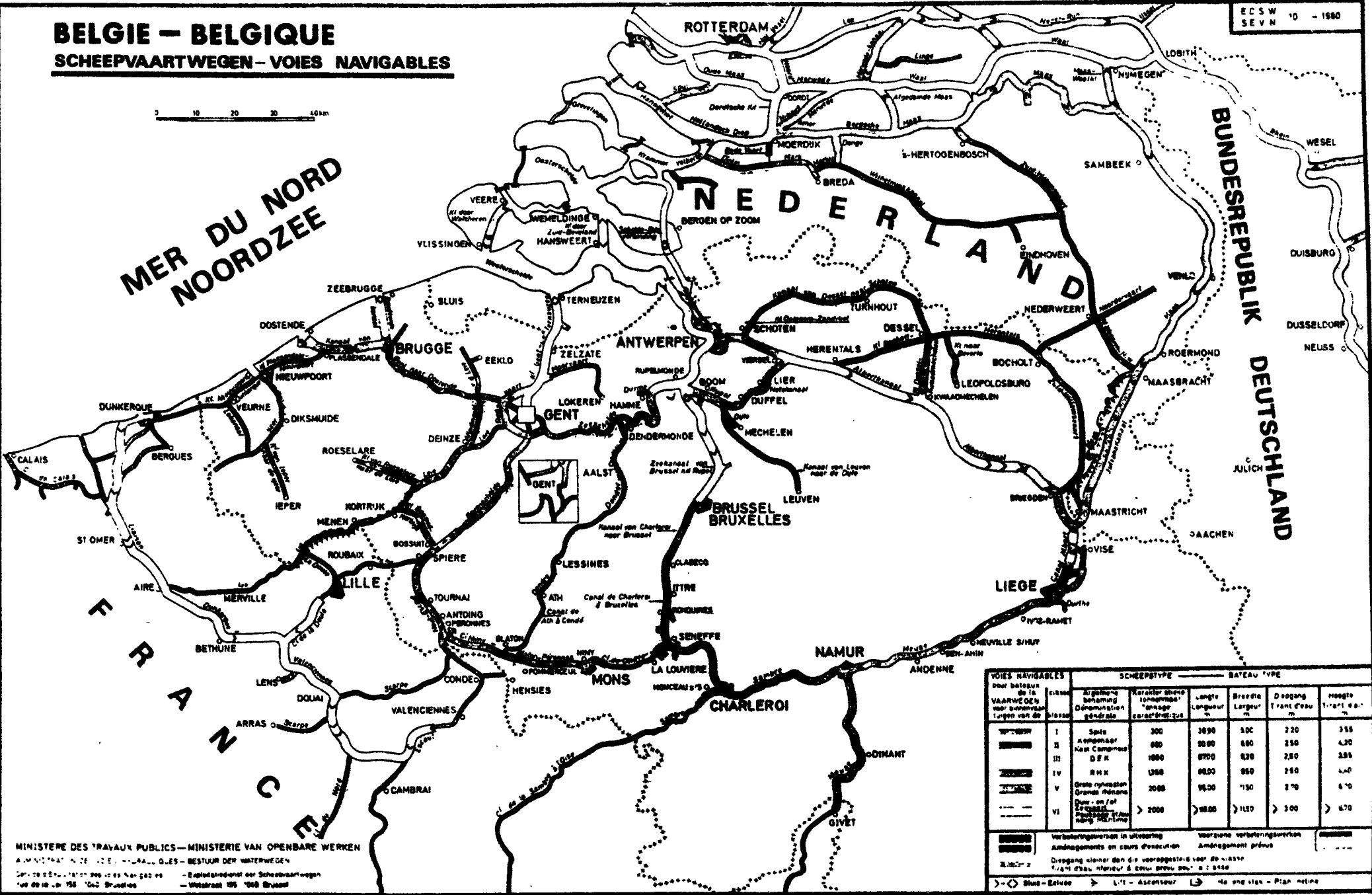
# BELGIE - BELGIQUE

## SCHIEPVAARTWEGEN - VOIES NAVIGABLES

ECSW 10 - 1980  
SEVN



MER DU NORD  
NOORDZEE



VOIES NAVIGABLES pour bateaux de la VAARWEGEN voor binnenvaart Lignes van de	CLASSIFICATION	Algemeene benaming Dénominations généralés	Karakteristieke toemetingen 'tonnage' caractéristiques	BATEAU TYPE			
				Langte Longueur m	Breedte Largeur m	Diepgang Tirant d'eau m	Hoogte Tirant d'air m
	I	Sjete navigeerbaar Kanaal Compagnie D.F.N.	300	36,90	5,00	7,20	3,55
	II	Sjete navigeerbaar Kanaal Compagnie D.F.N.	600	50,00	6,00	2,50	4,20
	III	R.H.N.	1000	67,00	6,20	2,60	3,85
	IV	R.H.N.	1500	90,00	6,50	2,60	4,40
	V	Grote rijkswateren Grands fleuves Dreuzen van het Rijkswateringsbestuur Rijkswateringen	2000	95,00	7,50	2,70	6,70
	VI	> 2000	> 100,00	> 110,00	> 3,00	> 6,70	

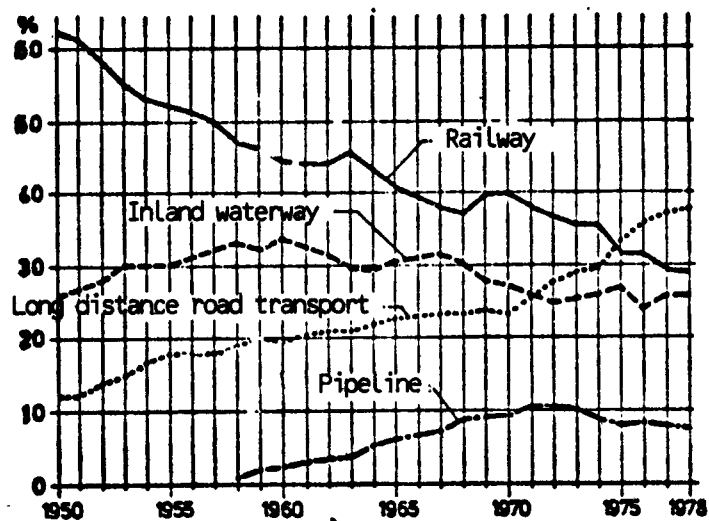
verbeteringswerken in uitvoering  
 Aménagements en cours d'exécution  
 Aménagements prévus  
 Diepgang kleiner dan die voorgesteld voor de klasse  
 Tirant d'eau inférieur à celui prévu pour la classe

-> <- Schied - Estivee  
 -> L'it - ascenseur  
 -> de ong stijn - Plan nette

MINISTÈRE DES TRAVAUX PUBLICS - MINISTERIE VAN OPENBARE WERKEN  
 ADMINISTRATION DES TRAVAUX PUBLICS - BESTUUR DER WATERWEGEN  
 Service des Travaux Publics - Dienst der Waterwegen  
 100 de la rue de la Loi - 1048 Bruxelles  
 - Exploitationsservice der Schiedwaterwegen  
 - Waterstraat 105 - 1048 Brussel

51,500 million tonne-kilometers in 1978, thus accounting for around 25% of the transport service in the Federal Republic.

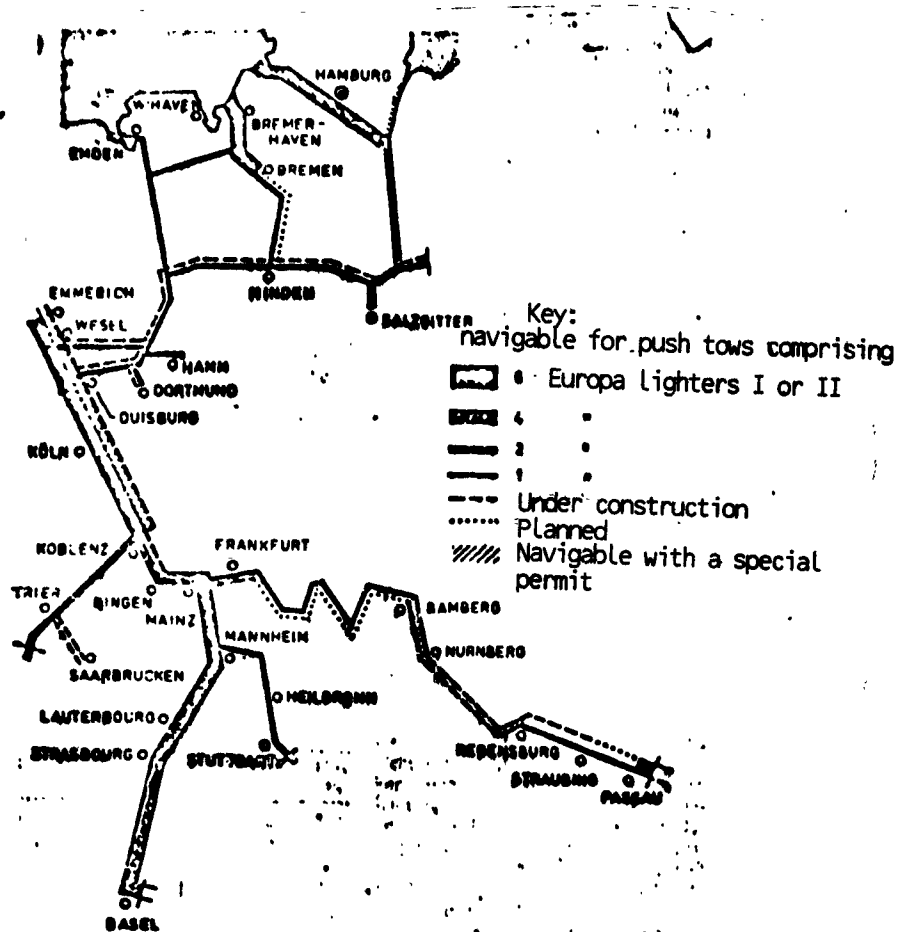
Percentage share of individual carriers  
in the transport service (tkm) in the  
Federal Republic of Germany<sup>19</sup>



<sup>19</sup> Source: B. RÜMELIN, Inland waterway construction - an anachronism? Zeitschrift für Binnenschiffahrt und Wasserstrassen, 1980, p. 50.54

33. The most important link in the Federal waterway network is the Rhine, which is navigable for Class VI ships from Basel to Ifferzheim as a canalized waterway and from there onwards as a free-flowing river. The principal waterway in northern Germany is the North Sea-Baltic Sea Canal, which links shipping in the North Sea and the Baltic Sea. The North Sea ports of Hamburg, Bremen, Bremerhaven, Wilhelmshaven and Emden and the Baltic port of Lübeck are linked by the Lübeck-Elbe Canal, the 'Elbe-Seitenkanal'; the Weser, the Ems, the Coastal Canal and the 'Mittellandkanal' and have access to the Ruhr Basin and the Rhine via the Dortmund-Ems canal and the Ruhr. Of the southern tributaries of the Rhine, improvements have been made to the Moselle as far as Nancy in France, to the Main (including the canal section from Bamberg onwards) as far as Nuremberg and to the Neckar as far as Stuttgart so that they are navigable at least by Class IV vessels. The Danube has been fully developed from Regensburg to the Austrian border.

Network of high capacity waterways in the Federal Republic<sup>20</sup>



34. To complete the inland waterway network the following projects to extend existing waterways or build new ones have been undertaken in the Federal Republic of Germany in the last ten years:

North German canals

Essential repairs to the Elbe-Lübeck Canal (commenced in 1977)

Construction of the second Geesthacht lock chamber (completed at the end of 1981)

<sup>20</sup> Source: B. RÜMELIN, Inland waterway construction - an anachronism? Zeitschrift für Binnenschifffahrt und Wasserstrassen, 1980, p. 50-54

Construction of the 'Elbe-Seitenkanal' (opened in 1976/77)  
Improvement of the 'Mittellandkanal' (commenced in 1965)  
Improvement of the Coastal Canal (commenced in 1965)

#### West German canals

Replacement work and elimination of narrow straits on  
the Dortmund-Ems Canal and the Datteln-Hamm Canal  
(commenced in 1965)  
Improvement of the Wesel-Datteln Canal (commenced in 1965)  
Replacement of the locks on the western section of the  
Rhine-Herne Canal (commenced in 1973)  
Replacement of the Duisburg-Meiderich lock on the  
Rhine-Herne Canal (commenced in 1973)

#### Rhine

Development of the Middle Rhine (commenced in 1964)  
Development of the Upper Rhine below Strasbourg  
(commenced in 1970)

#### Saar - development

#### Main

Recanalization between Offenbach and Aschaffenburg  
(commenced in 1970)  
Maintenance and improvement of locks (commenced in 1963)

#### Main-Danube link

Northern stretch as far as Nuremberg (opened in 1972)  
Southern section from Nuremberg to Kelheim (under  
construction)  
Danube Kelheim-Regensburg (opened in 1978)  
Danube Regensburg-Straubing (under construction)

35. The Federal communications infrastructures plan for 1980  
also provides for the following construction projects,  
although the question of finance will remain unsettled  
for the foreseeable future:

- 10 m lock width on the eastern section of the Rhine-  
Herne Canal,



- restricted dimensions of the Henrichenburg lifts (depth, width, length),
- development of sections of the Rhine-Herne Canal, partial development of the Datteln-Hamm Canal, elimination of bottlenecks on the Dortmund-Ems Canal (southern section),
- enlargement of the channel depth on the Middle Weser and the Lower Main.

36. The German authorities responsible for waterway planning consider that the completion of the projects referred to in the last two paragraphs would bring the waterway network in the Federal Republic up to a satisfactory level of efficiency in both quantitative and qualitative terms, taking account also of the estimated volume of traffic for 1990.

37. The German authorities are at present faced with the difficulty of yearly increases in the necessary capital expenditure on replacement work in the waterway network. Moreover, new technical data resulting from investigations into the bursting of a dam on the 'Elbe-Seitenkanal' and the Main-Danube Canal, more stringent safety requirements (transport of dangerous goods) and a greater awareness of the environment mean that additional measures are required, some of which cannot be postponed. The annual costs of maintaining installations (a fairly close approximation can be obtained from the annual depreciation figures) is now estimated at around DM 500 million. However, total capital expenditure on replacement at present amounts to only DM 300 million. The following list indicates the principal replacement projects requiring expenditure in the Federal Republic in the next few years:

- A - Safety programme for the North Sea-Baltic Sea Canal, Grüenthal high-level bridge
- A - Elbe-Lübeck Canal (essential repairs)
- A - Works on the Outer Weser
- A/B - Replacement of shore-based radar installations on the Outer Weser<sup>A</sup> and the lower Elbe<sup>B</sup>
- A - Weir with lock at Hemelingen

- A - Dörverden lock (Middle Weser)
- A - Oldenburg lock (commenced in 1982)
- A/B - Maintenance (dam safety)
  - . 'Elbe-Seitenkanal'
  - . 'Mittellandkanal'
  - . Dortmund-Ems Canal (partially an area of subsidence) (in particular old waterways carrying canals over river valleys)
  - . Datteln-Hamm Canal ) area of subsidence
  - . Rhine-Herne Canal )
  - . Main-Danube Canal (northern section)
- A/B - Bridges and dykes
  - . Dortmund-Ems Canal (a bridge collapsed in 1980)
  - . Mittellandkanal
  - . Rhine-Herne Canal ) area of subsidence
  - . Datteln-Hamm Canal )
- A/B - Locks on the Rhine-Herne Canal (area of subsidence) (Ruhr lock - lock giving access to the Rhine-Herne Canal which is blocked for safety reasons when the level of the Rhine is less than 0.4 m above half tide)
- B - Overpass to carry the Mittellandkanal over the Weser
- A - Weirs with locks on the Lower Fulda
- B - Weirs with locks on the Lahn
- A/B - Locks and weirs on the Main (A/B), the Neckar (A/B) and the Danube (b) (Kachlet) (Movement of chamber walls at the Schwabenheim lock)
  - in addition: continuous partial replacement of
    - . ships and equipment owned by the WSV (water and shipping administration) (replacement value: DM 2,000 million)
    - . equipment with a shorter service life (e.g. mechanical, electrical/electronic equipment for locks, weirs, beacons, shipping signs, gauges, etc.)

38. On the assumption that additional funds will not be available the German authorities have concluded that the resources provided should be concentrated as far as possible on maintaining existing installation. In particular this would mean:

- absolute priority for expenditure on replacement/maintenance measures

---

\*  
A: Construction under way or at least begun  
B: Construction not yet started in 1981

- in addition to investment on replacement measures, concentration on smaller-scale current projects concerned with rationalization and the elimination of bottlenecks,
- continuing as far as possible the extensions to the network along the Main-Danube Canal and the Saar,
- for the foreseeable future no new regional policy projects being included in the investment budget for waterways,
- measures included in the 1980 Federal communications infrastructure plan which have a high cost/benefit ratio to be implemented only in the longer term, depending on the funds available and in conjunction with expenditure on replacement measures.

39. These plans clearly show that, within the financial limits, work is being concentrated on the elimination of existing bottlenecks. As regards traffic crossing the frontiers to other Member States, only the Rhine and Moselle are at present of any significance. The construction of the Rhine-Meuse Canal (see point 31) would substantially improve the connection to Belgium, while the building of the Rhine-Rhône Canal would create a link with the French waterway network. However, work has not yet begun on either project: the first has not even been incorporated into the Federal communications infrastructure plan and the second would almost all be built on French territory, so that the French authorities are basically responsible for its planning and implementation. Because of its particular importance for the Community this project will be dealt with separately in Section III B.

In view of the substantial volume of international traffic on the Rhine and the Danube, the uncompleted section of the Rhine-Main-Danube Canal represents

another important gap in the waterway network of the Federal Republic, in the light of the Community's requirements in the transport sector.

The particular problems connected with this project will be discussed in greater detail in Section III A.

C. France

40. Inland waterways have for a long time played an important role in the French transport system. In particular, their share of transfrontier freight traffic - around 30% - is very high.

In 1966 the French inland waterways carried about 92 million tonnes in all and the traffic performance was 12,700 million tonne-kilometres or 10% of the total traffic performance of all modes of transport. By 1976 the total volume of freight carried had risen to about 96 million tonnes and thereafter remained at about the same level.

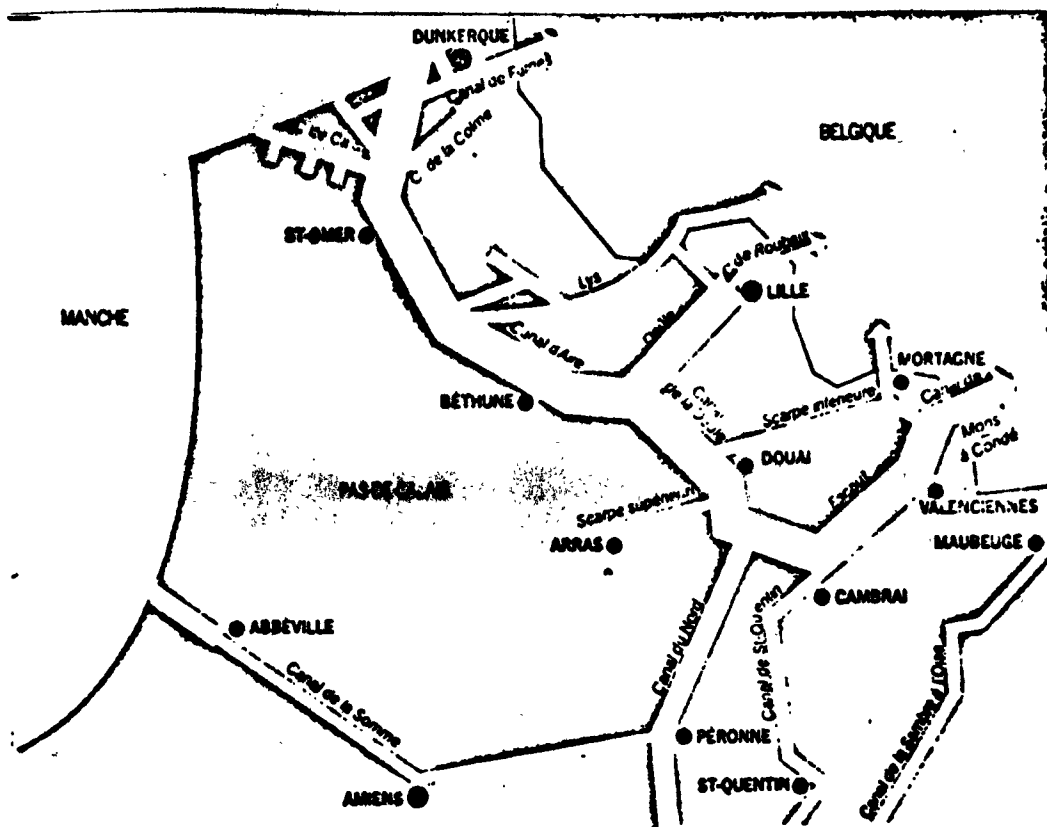
41. The French inland waterway network is particularly dense in the northern and eastern parts of the country. Part of this network is made up of canals constructed in the 17th (e.g. the Canal du Midi, constructed between 1667 and 1681) and 18th (e.g. 'Canaux du Centre') centuries, which are now only of limited use for transport because of their small dimensions. However, the smaller waterways are being improved continually and their capacity increased by technological innovations, in particular in dealing with changes in level. A basic distinction must therefore be made in France between the wide waterways navigable by at least Class IV vessels and the network of smaller waterways, the development of which is based on the programme submitted by Mr Freycinet, Minister for Public Works, (1877-1879) and which are navigable by vessels 38.5 metres long and, depending on the draught, with a capacity of 280-350 tonnes.

French plans for the development and construction of inland waterways are described in the following paragraphs region by region.

42. Nord-Pas-de-Calais - Picardy

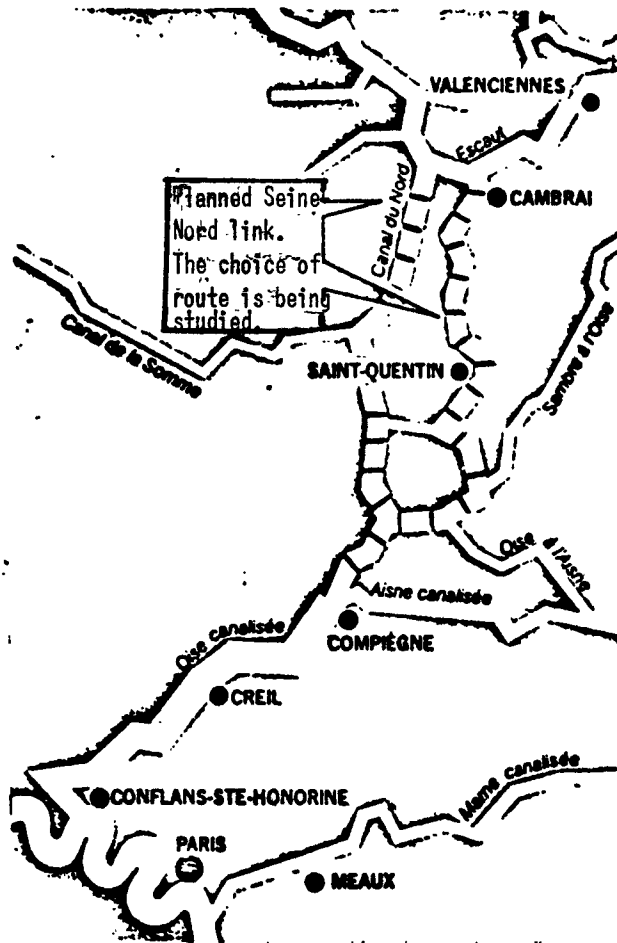
All the larger towns in this region are linked to the waterway network, 600 kilometres of which is navigable by vessels of all classes and a further 300 kilometres by push tows of up to 3,700 tonnes.

The larger waterways in the region are the Dunkirk-Valenciennes and Deule-Lille links. The smaller navigable waterways are the Lys, lower Scarpe, upper Scarpe, Calais Canal, Furnes Canal, Colme Canal, Roubaix Canal, St. Quentin Canal, Sambre-Oise Canal and Somme Canal (see diagram).



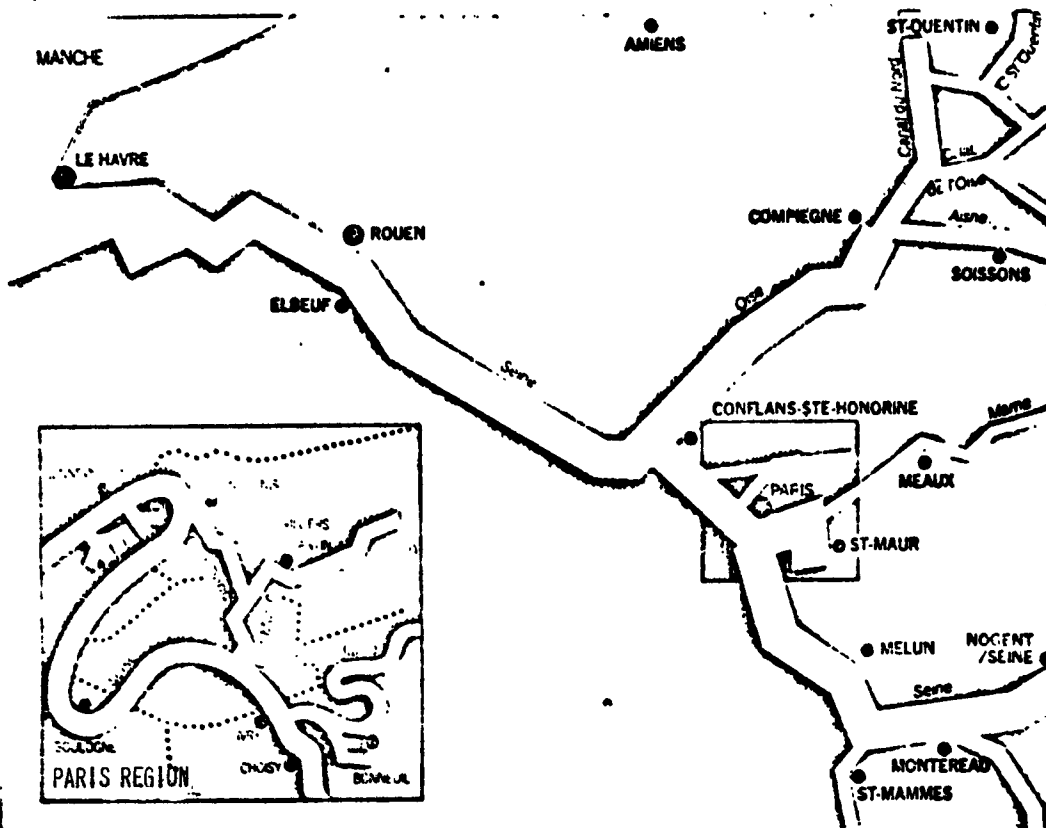
The most important projects in this region are the enlargement of the Scheldt as far as Valenciennes (to enable it to take vessels of up to 3,700 tonnes) and the link to the Belgian network via the Condé-Pommereul Canal, which on its completion will be navigable by Class IV vessels (1,350 tonnes, draught 2.50 metres). There are plans to improve the Canal du Nord, providing a link

to the Seine basin for Class IV vessels (see diagram).



43. The Seine Basin

The Seine Basin waterway network is 900 kilometres long, 550 km of this being suitable for Class IV - VI vessels, namely from the Seine estuary to Bray and from the confluence of the Oise with the Seine as far as Compiègne. The most important minor waterways are the Marne and Aisne rivers linking the eastern parts of the area and the Canal du Nord and St. Quentin Canal running northwards (see diagram).



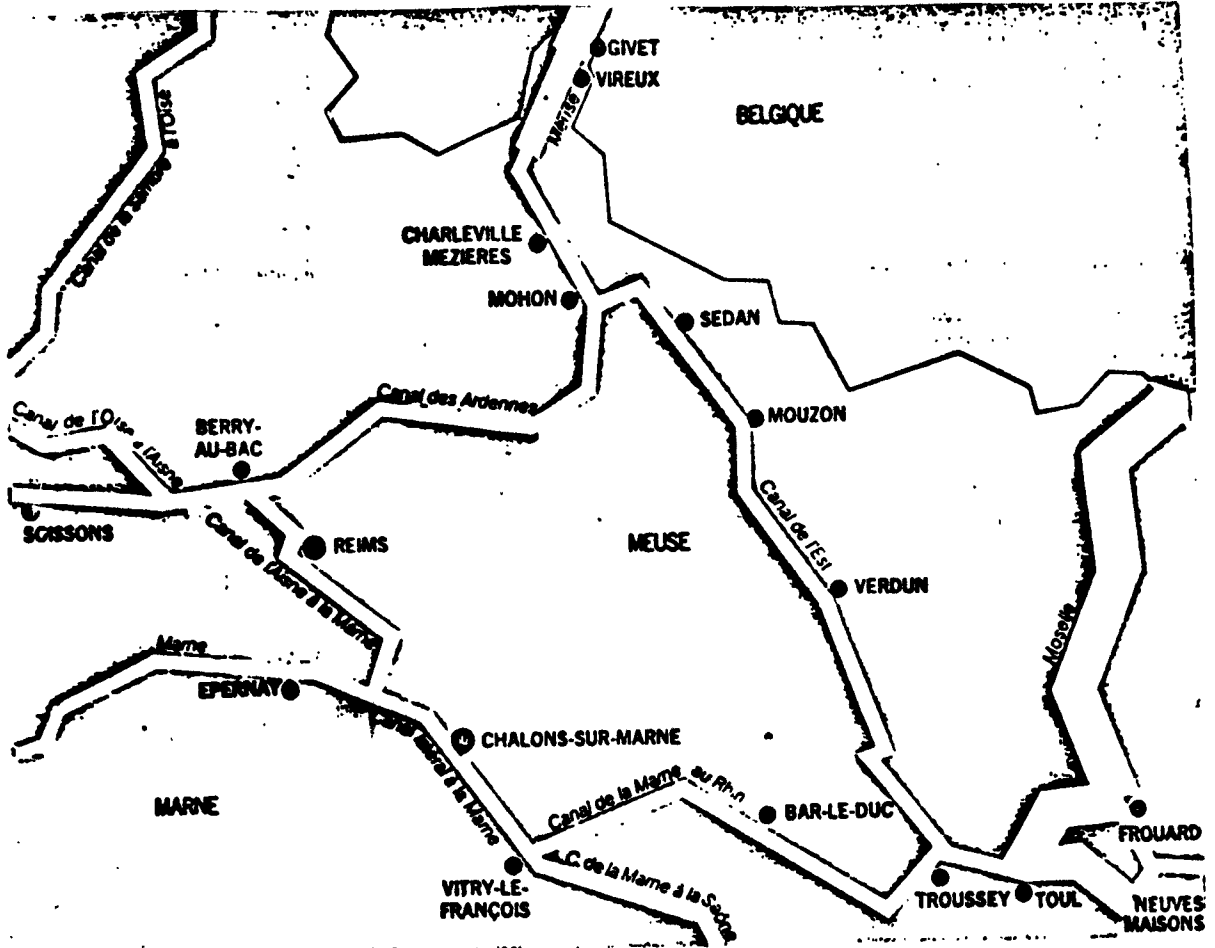
The development of the Seine between Bray and Montereau into a major waterway is in progress. The Canal du Nord, which provides the link with the industrial areas in northern France, is to be upgraded to a major waterway (Class IV) in the future (see point 42).

Under the Seine-Est project, which is to link the Seine and the Moselle, there are plans to improve the Aisne between Compiègne and Soissons (see also point 44).

#### 44. Champagne - Ardennes

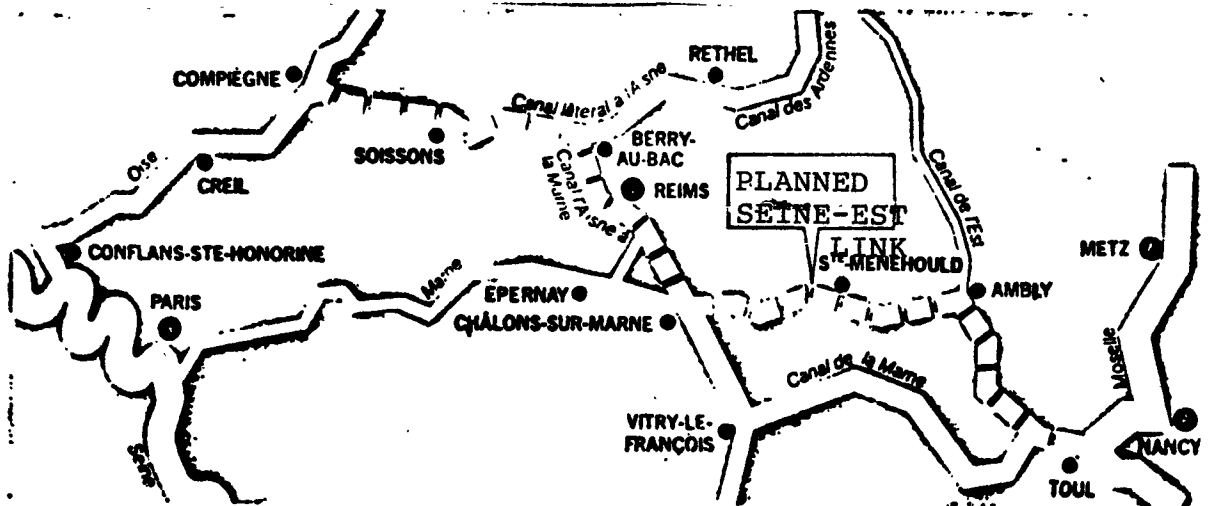
Champagne is linked to the surrounding regions to the north, east and south by small waterways, navigable only by vessels of up to 250 tonnes. These are the Sambre-Oise Canal, the Oise-Aisne Canal, the Aisne and Aisne lateral canal, the Ardennes canal (link with the Maas), the Aisne-Marne Canal, the Marne, and the Marne Lateral Canal, the Marne-Saône Canal, the Marne-Rhine Canal and the Canal de l'Est (see diagram).





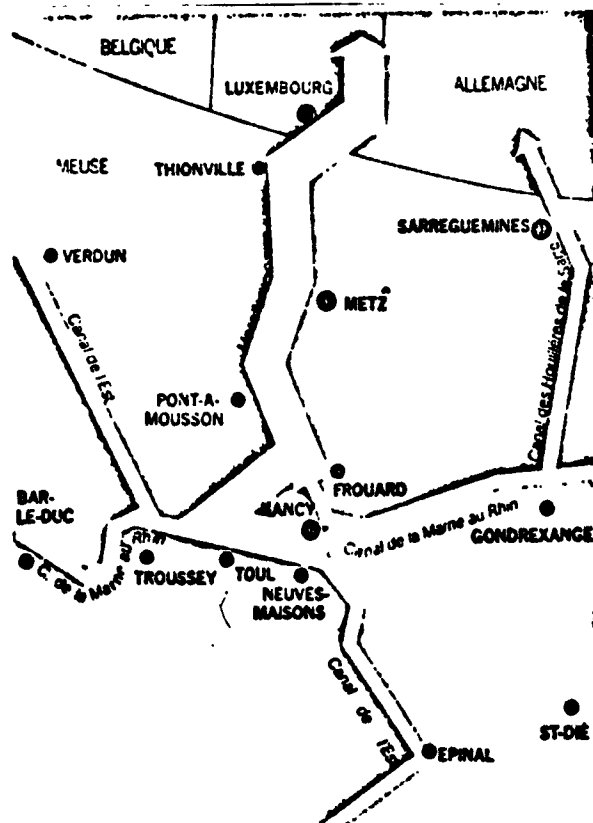
The Seine-Est project would considerably improve the waterway links in this region, providing a 423 km link between the Seine and Moselle open to navigation by Class IV vessels. Central to this project is the construction of the canal between Châlons-sur-Marne and Ambly.

As well as the improvement of the Aisne and the Aisne Lateral Canal already mentioned (point 43), this link also requires the improvement of the Aisne-Marne Canal and of the Canal de l'Est between Ambly and Toul (see diagram).



45. Lorraine

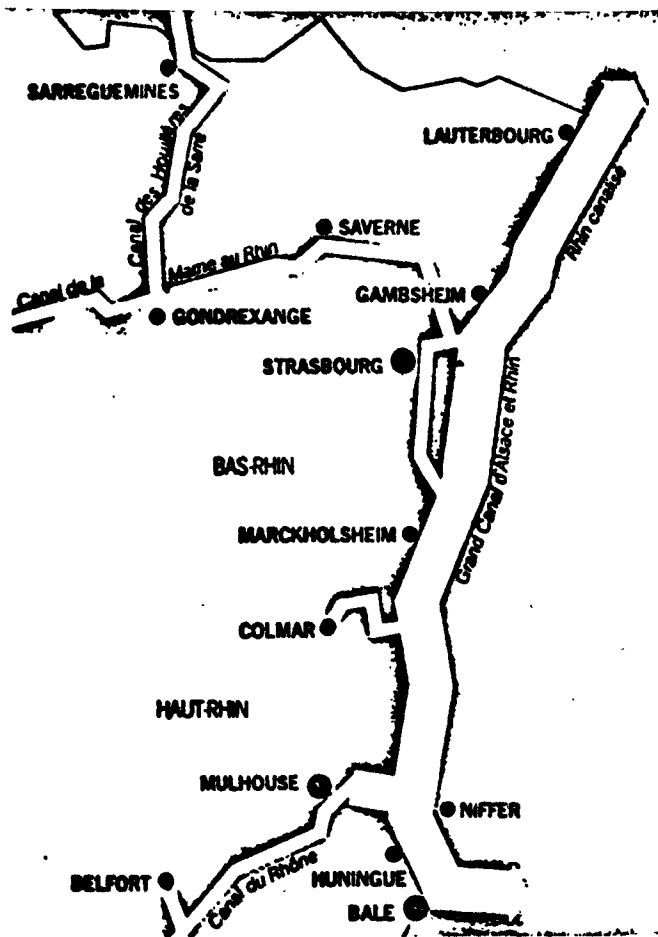
At the intersection of the small waterways linking the Marne with the Rhine and the Maas with the Saône and Rhône begins the stretch of the Moselle which is navigable by vessels of up to 3,000 tonnes and which is the main artery for inland shipping in the Lorraine industrial area. The Saar cool canal is another of the more important smaller waterways (see diagram).



Whilst Lorraine is thus linked to the German and Dutch network of major waterways, the Seine-Est Canal must be completed to provide the link with the major French waterways (see point 44).

46. Alsace

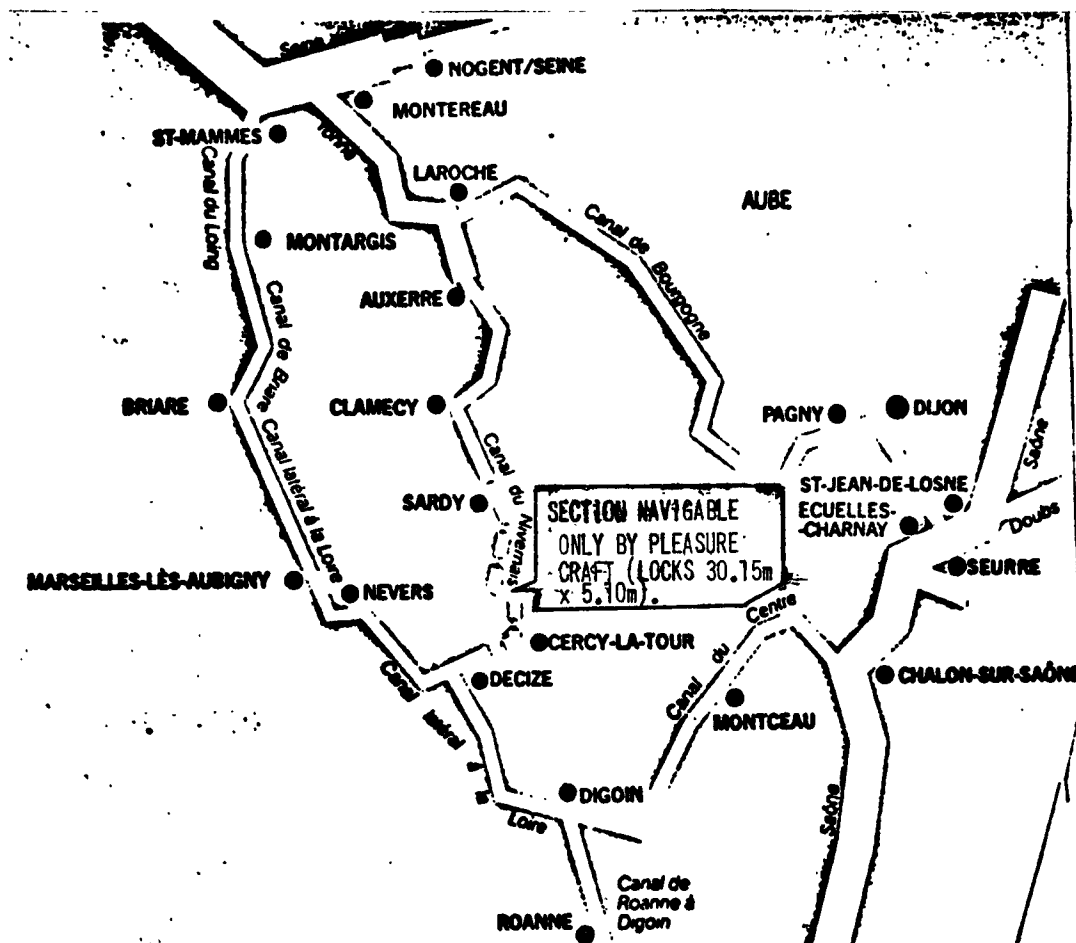
The Rhine is canalized for 165 kilometres between Basle and Ifferzheim and is free-flowing thereafter. Push tows of more than 5,000 tonnes can be used; the 13 kilometre link to the port of Mulhouse is navigable by vessels of up to 3,000 tonnes. The old Rhine-Rhône Canal ends at Mulhouse and the Marne-Rhine Canal in Strasbourg, which, after Paris, is France's second largest inland port (see diagram).



However, about 2 million tonnes of freight are carried annually on these two small 'Freycinet' class waterways. The region would become more important in terms of inland shipping if a major waterway was constructed between the Rhine and Rhône (see Section III B).

47. Centre

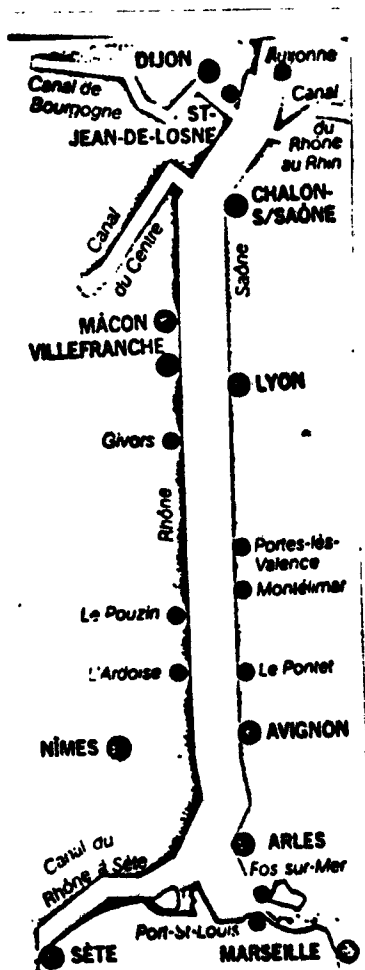
This region has about 900 kilometres of waterways, which are, however, only of limited importance because of their small capacity ('Freycinet' class) and their age (see diagram).



At present only the Saône is navigable by Class IV vessels as far as the confluence with the Doubs; this stretch will become more important when a major Rhine-Rhône waterway is completed (see Section III B).

48. Saône-Rhône

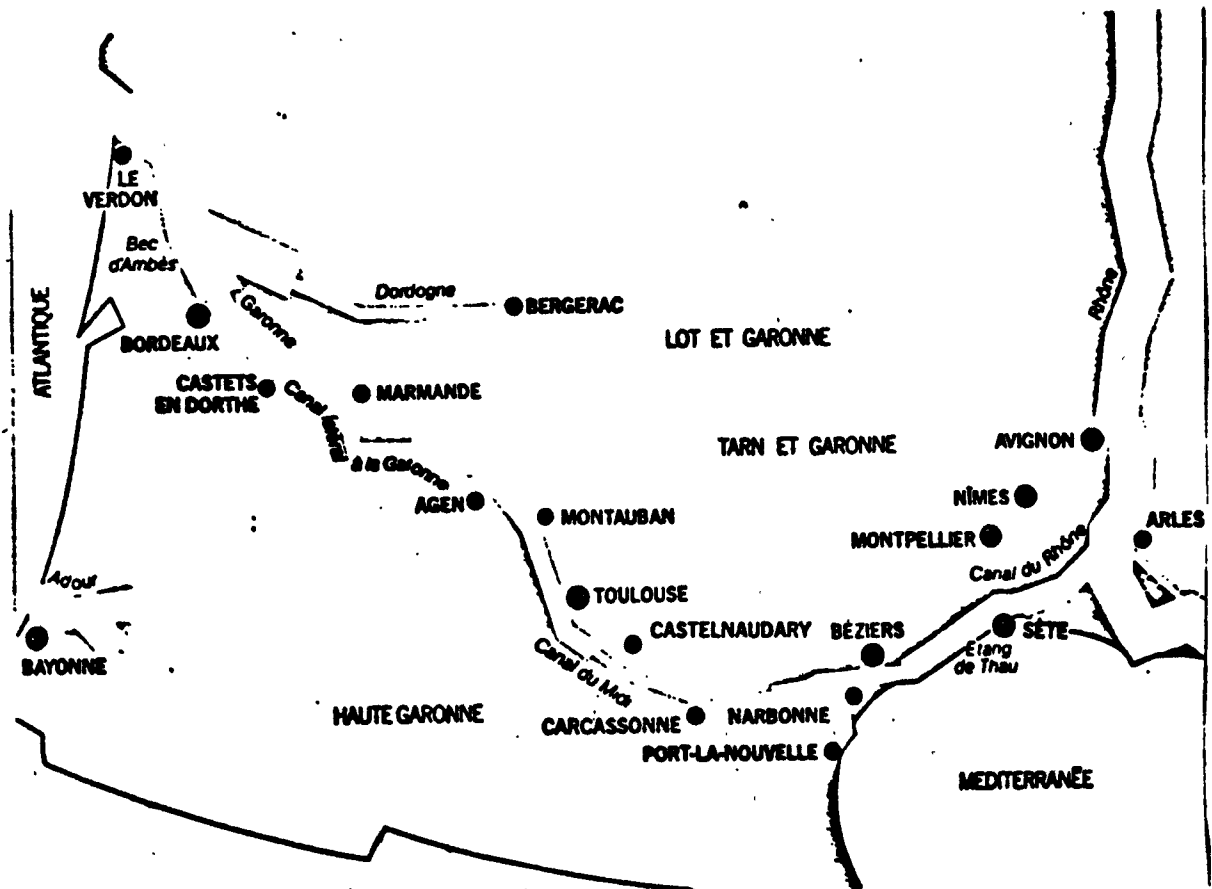
The Rhône from Fos-sur-Mer to the confluence with the Saône and the lower Saône as far as Auxonne have been developed into a major waterway over 500 kilometres long which has been open to traffic since 1980. At present it is navigable by push tows of over 3,000 tonnes as far as Mâcon and will be navigable throughout this stretch probably from 1983 onwards (see diagram).



Its importance for transport would of course increase considerably on the completion of a major waterway link to the Rhine.

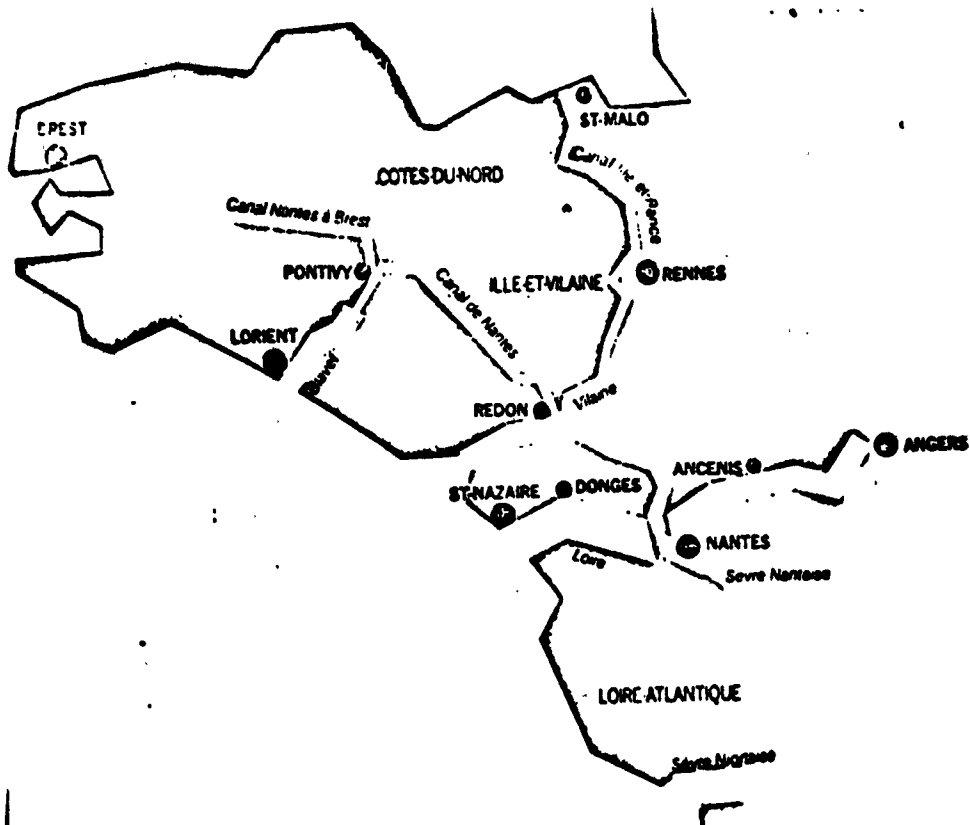
49. Midi-Aquitaine

This region has 725 kilometres of waterways; the major waterways are the estuaries of the Garonne and Dordogne, the Gironde (Class VI) and the Adour (Class IV). The Rhône canal is navigable from Arles to Sète by vessels of up to 1,000 tonnes (Class III). The smaller waterways are the Dordogne as far as Bergerac, the Garonne Lateral Canal and the Canal du Midi, which is at present being improved to accommodate 'Freycinet' class vessels (38.5 metres long, 350 tonnes capacity) (see diagram).

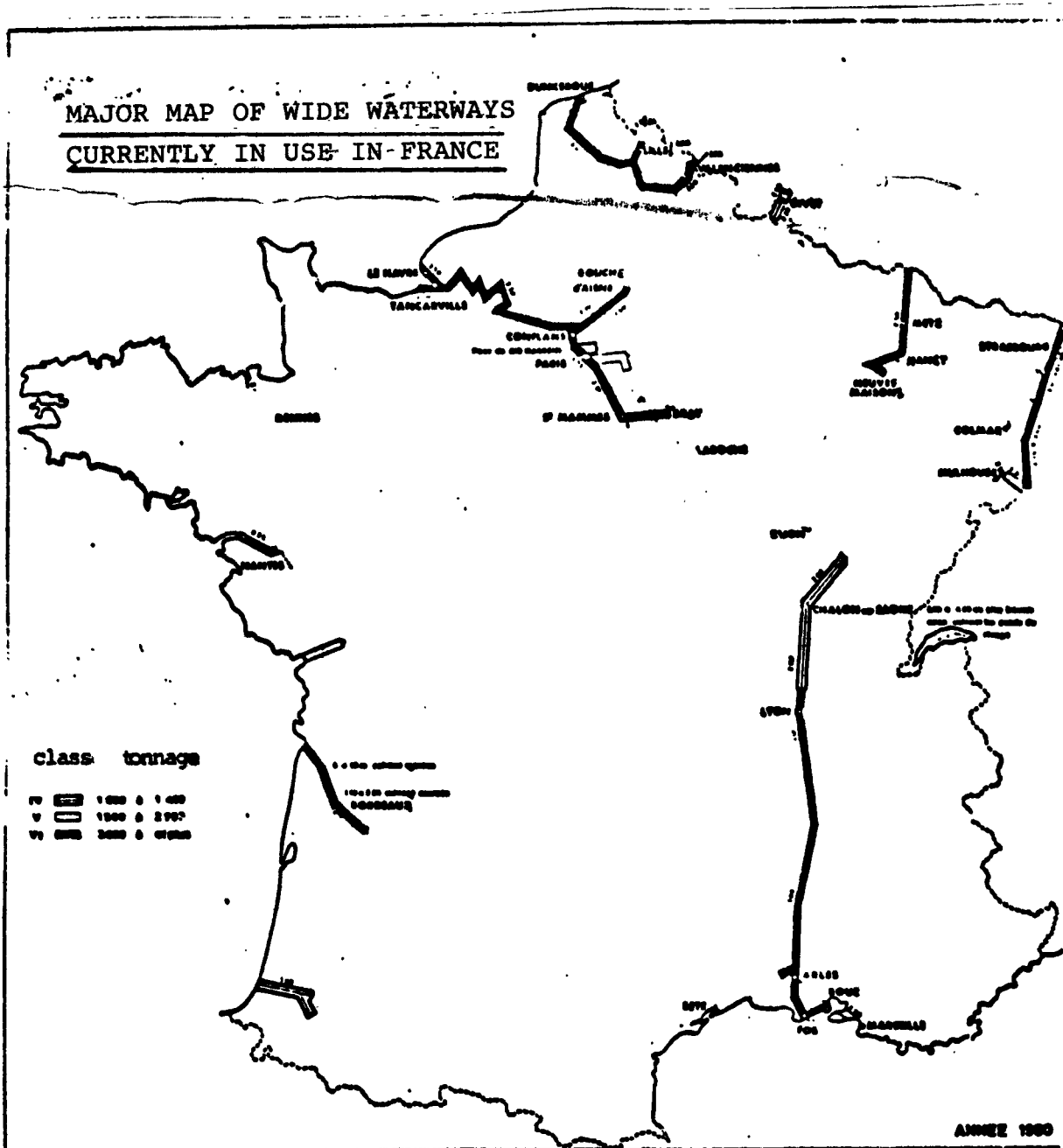


50. Ouest

Only the river estuaries are important for freight traffic. The Loire is the only river navigable inland as far as Nantes by Class VI vessels and as far as Angers by vessels of up to 1,000 tonnes. The smaller canals are only suitable for vessels of up to 130 tonnes and are now mainly used for pleasure craft (see diagram).



51. If only those inland waterways navigable by at least Class IV vessels are taken into account, in other words waterways which satisfy the standards for major European waterways, laid down by the Economic Commission for Europe, it is clear that at present France does not have a coherent network of major waterways (see diagram).





The larger rivers have been developed as waterways from their estuaries to a greater or lesser distance inland. However, there are no links with the Rhine and the Moselle and thus to the rest of the European inland waterway network. An adequate link with the Belgian waterway network is already being developed with the improvement of the Upper Scheldt. However, France can only be completely integrated into the network of major European waterways when the Seine-Nord, Seine-Est and, in particular, the Rhine-Rhône projects are completed (the Rhine-Rhône project will be dealt with in more detail in Section III B).

Your rapporteur does not have information regarding the priorities, timetable and financing for implementation of these three projects. However, as at present only the preliminary work at most has been started, it would be unrealistic to count on their completion before the end of the 1980s.

D. Italy

52. By comparison with marine shipping, inland shipping is relatively insignificant in Italy; your rapporteur unfortunately has no precise figures on this subject.
53. Italy's only inland waterways navigable by Class IV vessels are in the Po plain, these being the Po itself between its mouth and Mantua and the Litoranea Veneta between the northern part of the Po estuary and Venice.
54. It is planned to improve the Litoranea Veneta to Class IV standard as far as Trieste. There are also plans to improve the Po as far as Cremona and to construct a canal from Cremona through Milan to Lake Maggiore (Milan-Adriatic waterway) - see the motion for a resolution by Mr Petronio and others, (Doc. 1-797/79) - which on completion will link Switzerland and the Milan industrial area with the ports on the Adriatic.
55. Completion of the Argonaut Canal would be important for trade between the southern Member States of the Community and Yugoslavia and the Balkan countries. The proposals are that this waterway should eventually link the Adriatic port of Trieste with the Yugoslav river network and, ultimately, with the Danube.

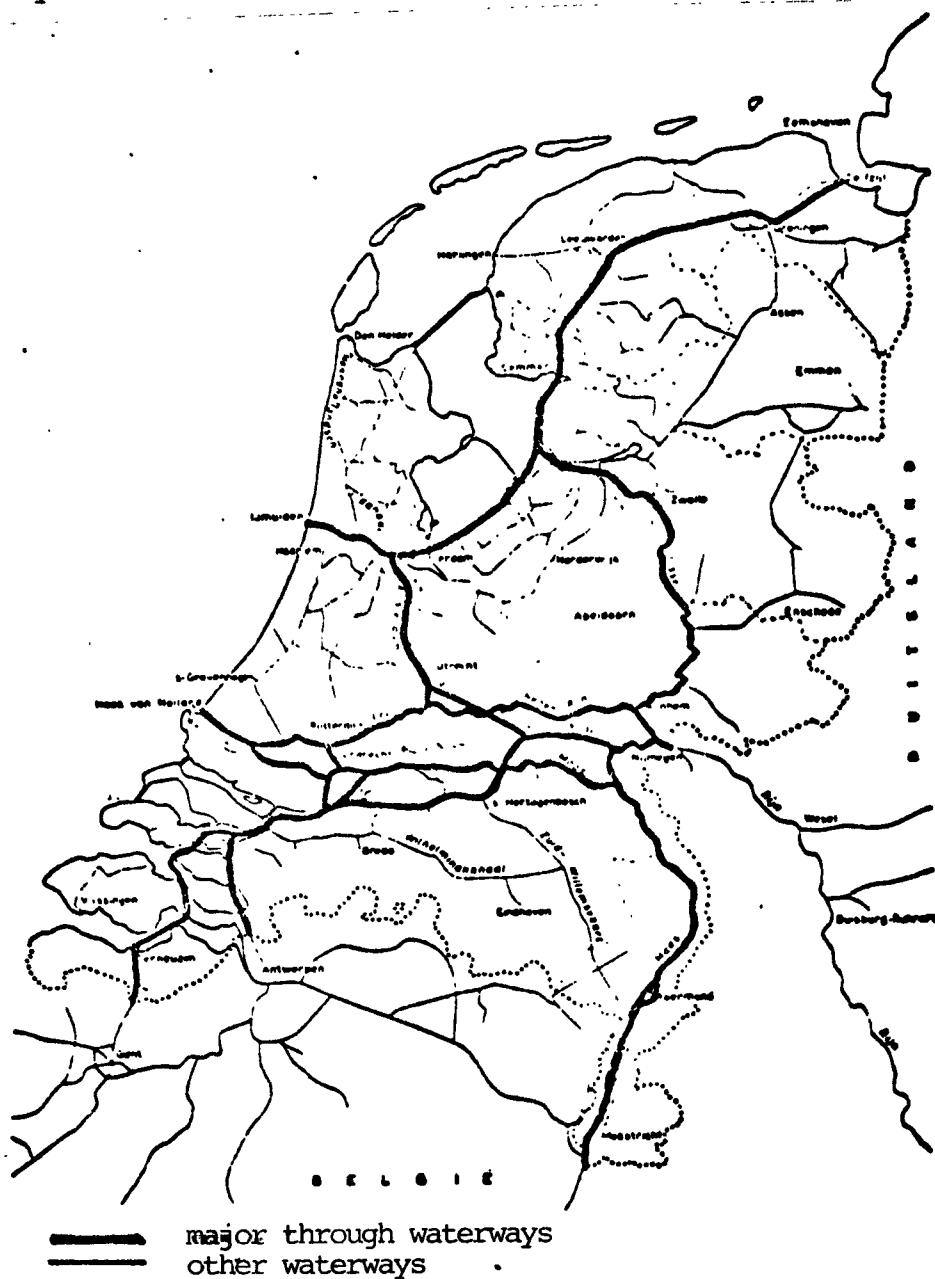
E. The Netherlands

56. In the Netherlands the inland waterways play a vital role in the country's transport. The growth in the volume of freight they carry can be seen from the table below:

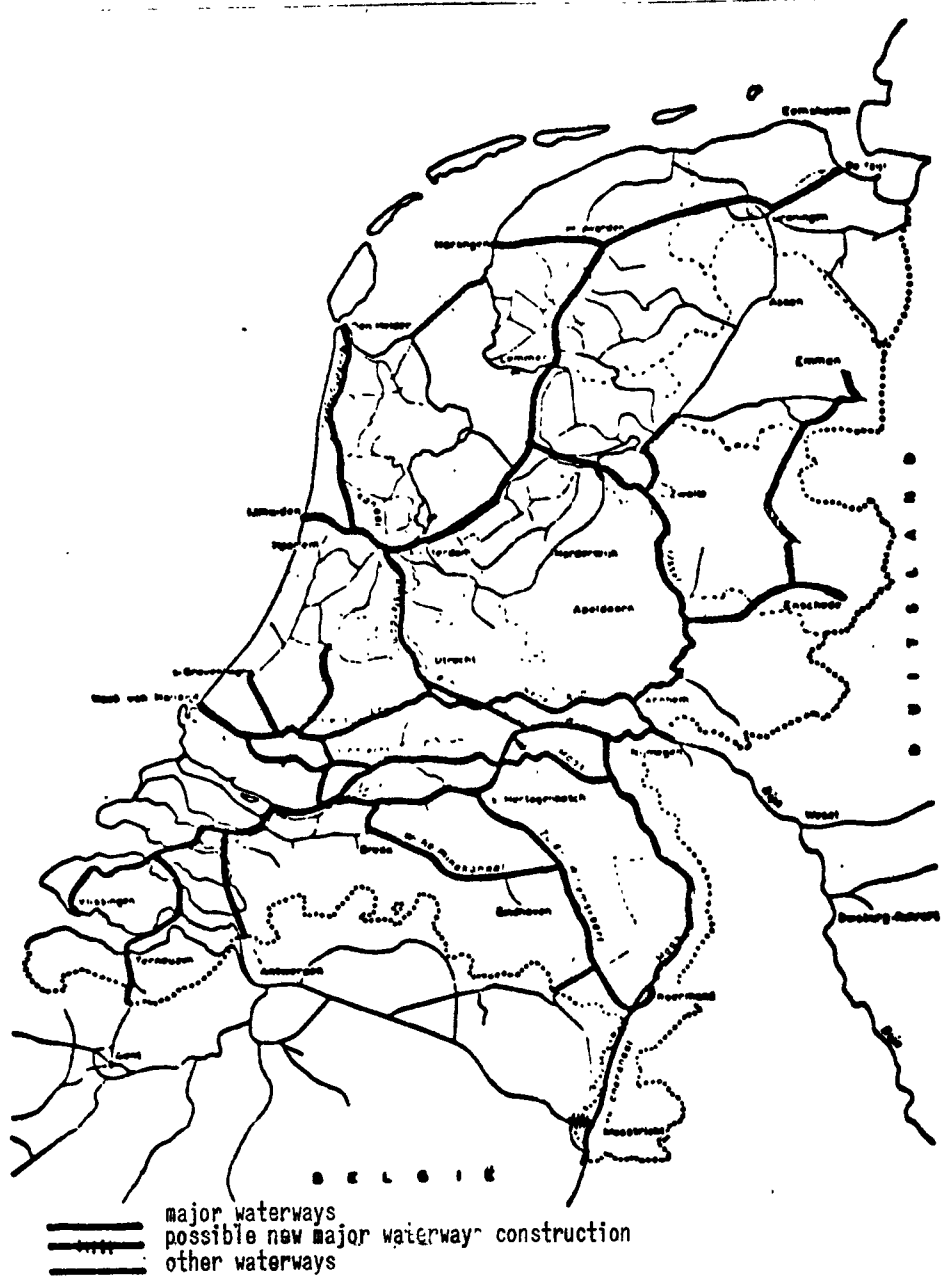
Year	Freight carried by inland waterways (in m tonnes)	of which: trans-frontier traffic (in m tonnes)	Total freight (in m tonnes)
1960	153.5	91.5	376
1967	219		
1970	241.8	148.8	
1972	247.1	144.4	633
1973	254.8	160.0	
1974	259.7	173.8	
1975	235.8	156.3	
1976	260.3	166.2	
1977	272.7	174.7	
1978	277.6	185.4	
1985 (estimate)	334	216.5	826

The volume of freight carried by Dutch inland waterways is increasing all the time (with the exception of 1975); as a proportion of the total freight carried by all modes of transport it has remained steady at about 40%.

57. As is appropriate to the importance of their inland shipping, the Netherlands have a dense network of inland waterways made up of the three major rivers, the Rhine, the Maas and the Scheldt, some smaller rivers and numerous canals. 1,940 kilometres of this network are navigable by at least Class IV vessels (as at 30 September 1975) and there are also approximately 2,400 kilometres of smaller waterways. The map below shows the network of major through waterways linking the Dutch seaports with their hinterland and the Belgian and German waterways. Each of the major waterways carries more than 10 million tonnes of freight annually.



58. As well as the major through waterways, the plans passed by the Dutch Government in 1981 designate a number of waterways as major waterways of national significance for regional development. The majority of these waterways are navigable by Class IV or larger vessels; where this is not already the case, suitable improvements are planned. The map below shows the whole network of major Dutch waterways.



59. The major Dutch waterways are:

Rhine estuary-Rhine waterway

The waterway comprises the Oude Maas - with the Nieuwe Maas and the Noord as an alternative - then the Lower Merwede, Upper Merwede, the Waal and the Upper Rhine.

The waterway is Class VI throughout.

IJ estuary-Rhine/Rhine estuary waterways

The North Sea Canal, the IJ, the Amsterdam-Rhine Canal, the Lek Canal, the Lek and the Lower Rhine up to the Rhine form these waterways. The Lek and the Lower Rhine also form part of the Rhine estuary-Rhine waterway.

The North Sea Canal and the IJ are up to Class VI standard and the remainder of the waterway is Class V.

Rhine estuary to Scheldt Basin waterways

These are the waterways to Antwerp, Ghent and Flushing. The waterway to Antwerp consists of the Oude Maas, followed by the Dordtsche Kil, the Hollandsch Diep, the Volkerak and the Scheldt-Rhine link. The Nieuwe Merwede is also considered part of this waterway as an important link between Antwerp and the Rhine.

The waterway is Class VI throughout.

The Ghent waterway, from the Hollandsch Diep, comprises the intervening waters, the canal through South Beveland, the Westerschelde and the Terneuzen-Ghent Canal. The canal through South Beveland, the Westerschelde and the Terneuzen-Ghent Canal. The canal through South Beveland is Class V and the rest of the waterway Class VI.

The link with Flushing is from the Oosterschelde through the Veerse Meer and the Canal through Walcheren. These are Class V waterways.

#### Maas waterway

This waterway is made up of the Amer, the Bergsche Maas, the Maas, the Linne-Buggenum Lateral Canal, the Juliana Canal and the Maas between the Juliana Canal and Ternaaien. The whole waterway is Class V.

The links with the Rhine estuary-Rhine waterway are also considered part of this waterway, i.e. the St.Andries Canal and the Maas-Waal Canal (Class V).

#### IJssel waterway and branch to Meppel

This waterway links the Rhine with the IJsselmeer. It consists of the Pannerdensch Canal, the IJssel and the Ketelmeer. The branch to Meppel comprises the Zwolle-IJssel Canal, the Zwarte Water up to the Zwart lock and the Meppelerdiep. The IJssel between the Lower Rhine and Zwolle is Class IV and the remainder of the waterway Class V.

#### Central Limburg-North Brabant waterway

This waterway comprises the Wessems-Nederweert Canal and the South Willemsvaart from the Belgian border to the Wilhelmina Canal. It has therefore been decided to include in the major waterway network both the Wilhelmina Canal and the Lower Donge and the South Willemsvaart from the Wilhelmina Canal and the Dieze. The whole waterway is now in Class II with the exception of the Lower Donge (Class III and V). The Wilhelmina Canal between Oosterhout and the Lower Donge and the Dieze are Class IV.

### IJ estuary-Delfzijl/Harlingen waterway

From Amsterdam this waterway comprises the IJ, Buiten-IJ, the IJmeer, the Oostvaardersdiep, the IJsselmeer, the Princess Margriet Canal, the Van harinxma Canal, the Van Starckenborgh Canal and the Eems Canal. On this waterway the IJ is Class VI and the Amsterdam-Lemmer section Class V. The Lemmer-Groningen section and the branch to Harlingen are Class IV and the Eems canal has been Class V since 1974/75.

### Waterways from the IJssel to Enschede and Emmen

The Twenthe Canal, the branch to Almelo, the Almelo de Haandrik Canal, the Coevorden-Vecht Canal, part of the Coevorden Town Canal, the Stieltjes Canal, the branch near New Amsterdam, part of the Verlengde Hoogeveensche Vaart, part of the Oranje Canal (Bladders Wijk) and the Bargermeer Canal, all form part of these waterways.

The Twenthe Canal and the branch to Almelo are Class IV and the remainder of the waterway Class I, with the exception of the Stieltjes Canal, which has recently been upgraded to Class II between Coevorden and the Stieltjes Canal lock, including the lock itself.

### IJ estuary-Den Helder waterway

This waterway from the North Sea Canal follows the G Branch Canal, the Zaan, the Tapsloot, the Marker Vaart, the Stierop, the Alkmaarder Meer and the Noordhollandsch Canal. To avoid the Alkmaarder Meer in adverse weather conditions, vessels can travel through the Marker Vaart and the Kogelpolder Canal to the Noordhollandsch Canal.



The waterway between the North Sea Canal and the Noordhollandsch Canal is Class V and the Noordhollandsch Canal itself Class IV.

Rotterdam-The Hague and Rotterdam-Gouda-Alphen/Rhine waterways

The Rotterdam-The Hague waterway consists of the channel through Parkhaven, Coolhaven and Delfshavensche Schie, the Delftsche Schie and the Rhine-Schie Canal up to the Haagsevlief. The waterway is Class II with the exception of Parkhaven and Coolhaven, which are Class V. The Rotterdam-Gouda-Alphen/Rhine waterway comprises the Hollandsche IJssel up to Gouda and the Gouwe from Gouda to the Old Rhine. The Hollandsche IJssel is Class V and the 'Gouwe' Class IV.

60. Improvements to the main waterway network

Improvements to the main waterway network are considered necessary if it is to remain capable of fulfilling its function.

As the capacity of a link is determined by the capacity of one or more bottlenecks, the effects of an improvement will in general not be restricted to a single location but will be felt along the whole waterway. The improvement of a waterway may therefore depend on work being carried out at several points. A brief summary is therefore given of the most important improvements proposed at present and when it is expected that these works will commence. The summary is thus not restrictive as a number of studies have not yet been started or completed and also because, if developments take place more quickly than is anticipated at present, more improvements could be necessary and certain works would have to be started more quickly. However, it is also possible that developments will be slower than anticipated at present so that some works will be started at a later date, if they are carried out at all.

Possible major improvement works on the main Dutch waterways

Waterway	Description of improvement	Commencement planned for the period	
		before 1990	after 1990
<u>Rhine Estuary-Rhine</u>			
Oude Maas	1. Improvement of Heerjansdam bend	x	
	2. Increasing capacity of the Dordrecht railway bridge	x	
Nieuwe Maas Noord	3. Improvement of bend at Esch		x
	4. Improvement of traffic flow at Noord/Nieuwe Maas/Lek junction	x	
	5. Improvement of the situation at Sophiapolder		x
	6. Improvement of the traffic flow at the Noord/Oude Maas/Lower Merwede junction	x	
Waal/Merwede Waal	7. Construction of overnight moorings	x	
	8. Link/improvement of bend at St. Andries	x	
	9. Construction of shipping information posts at Tiel and Weurt	x	
	10. Widening of middle pier of Nijmegen railway bridge	x	
Upper Rhine	11. Improvement of Zandbergen bend		x
	12. Improvement of Millingen bend		x
<u>IJ Estuary-Rhine/ Rhine Estuary</u>			
Amsterdam/Rhine Canal	13. Improvement of Zeeburg bottleneck		x
	14. Improvement of passage at Maarssen		x
Lek	15. Additional regulation of the summer channel	x	

Waterway	Description of improvement	Commencement planned for the period	
		before 1990	after 1990
<u>From Rhine estuary to the Scheldt Basin</u>			
Volkerak	16. Construction of fourth lock chamber at Volkerak lock		x
Scheldt-Rhine link	17. Increased capacity at Kreerak lock		x
Canal from Ghent to Terneuzen	18. Second large lock at Terneuzen		x
Canal through South Beveland	19. Replacement of Hansweert lock	x	
	20. Improvement from Class V to VI.	x	
<u>Maas</u>			
<u>Increased capacity between Maas and Waal</u>			
	21. 2nd Heumen lock and 3rd Weurt lock or		
	22. 2nd Lith lock and 2nd St. Andries lock or	x	
	23. a second Maas-Waal Canal		
Maas/Juliana Canal	24. Extra locks at Sambeek, Belfeld, Heel, Maasbracht and Born		x
	25. Improvement of water level management in the Juliana Canal		x
	26. Improvement of the bend at Elsloo		x
	27. Construction of Caberg Canal		
<u>IJssel waterway and the branch to Meppel</u>			
IJssel	28. Improvement of bend at Gorssel	x	
	29. Additional regulation of the summer channel		x

Waterway	Description of improvement	Commencement planned for the period	
		before 1990	after 1990
<u>Through Central Limburg and North Brabant</u>			
Wessem-Nederweert Canal	30. Improvement from Class II to Class IV	x	
South Willemsvaart and Dieze	31. Section south of the junction with the Wilhelmina Canal: Improvement from Class II to IV.	x	
	32. Section north of Wilhelmina Canal junction: Improvement from Class II to IV (see 34).		x
Wilhelmina Canal and Lower Donge	33. Construction of a new branch canal to the Amer		x
	34. Improvement of the section from Tilburg to the South Willemsvaart from Class II to Class IV (see 32)		x
<u>IJ estuary-Delfzijl/Harlingen</u>			
Amsterdam	35. Replacement of Oranje locks and improvement of capacity	x	
Princess Margriet Canal	36. Second lock at Lemmer	x	
	37. Removal of bridge bottleneck at Grouw	x	
Van Starckenborgh Canal	38. Second Gaarkeuken lock		x
	39. Second Ooster lock		x

Waterway	Description of improvement	Commencement planned for the period	
		before 1990	after 1990
<u>From the IJssel to Enschede and Emmen</u>			
Almelo-Emmen section	40. Improvement of intersection at De Haandrik	x	
	41. Improvement to Class II	x	
<u>IJ Estuary-Den Helder</u>			
<u>Rotterdam-The Hague and Rotterdam-Gouda-Alphen/Rhine</u>			
Delfshavensche Schie	42. Raising of railway bridge		
Hollandsche IJssel	43. Improvements to bends		x
Gouwe	44. Raising of Gouda railway bridge	x	
	45. Removal of narrow passage at Boskoop	x	

61. Construction of new links

The possibility of constructing new short links between two main waterways is under consideration at two locations:

- In view of the increased capacity of the links between the Maas and the Waal, a new link between the Maas (upstream from Lith) and the Waal (near Heerewaarden) is being considered. There are the following alternatives: the construction of extra lock capacity at Heuman and Weurt and/or at St. Andries and Lith. These alternatives should also be considered.

- The construction of the Caberg Canal between the Maas north of Maastricht and the Albert Canal. In planning terms land has been earmarked for the construction of this canal by virtue of an agreement with the Kingdom of Belgium.

An alternative to this canal is the construction of a fourth lift lock at Ternaaien. The main responsibility for both the lift lock at Ternaaien and the construction of the Caberg Canal lies with the Belgian Government.

62. Groningen-Drente-Twenthe link

Extension of the Twenthe Canal

Cost-benefit analyses have been made for both a Groningen-Drente-Twenthe link and an extension of the Twenthe Canal to the Mittelland Canal in Germany. Not only the economic but also other social advantages were considered. In both cases it proved that the benefits of constructing the canal links certainly did not outweigh the costs. The Netherlands Government therefore considers the construction of these canal links undesirable, and does not think it realistic to earmark land for this purpose.

63. Maas-Rhine link

At a European Conference of Ministers of Transport (ECMT) in 1953 a resolution was adopted in which it was agreed that the possibilities of constructing or improving twelve trans-frontier links of European interest should be considered more closely. The Maas-Rhine link is one of these. The Netherlands Government considers that for this waterway too the social advantages would certainly not outweigh the disadvantages. The question of whether land should continue to be reserved for this link was recently discussed in the Netherlands-German Committee for

Regional Planning. The committee adopted the position that plans for the construction of the canal were so tentative that no land should be reserved. However, the project is not to be deleted from the ECMT list of waterway links of European interest. This means that the project can be reconsidered if the ECMT decides to do so.

64. Research

Further research is to take place into the planned waterways, their dimensions, improvement projects, waterway vessels and traffic volume. The research will also cover the possible results of improvements to waterways. The following studies are very significant with regard to the possible consequences of such work:

- research into the effects of the work on ecosystems and the processes involved;
- research to provide greater knowledge of these systems and processes, with regard to the creation of environments (in conjunction with implementation of these works) which will make it possible for ecosystems with special characteristics to develop.

65. This survey of the Netherlands Government's planning decisions shows that in the Netherlands, as in the Federal Republic of Germany, the emphasis in waterway planning is on investments for replacements and improvements and that the construction of new waterways is only being considered to a very small degree. Viable links exist with the inland waterways of other Member States via the Rhine, the Maas, the Scheldt and the Terneuzen-Ghent Canal; however, in terms of a European waterway network, there is no link from the North-East Netherlands to the Mittelland Canal in the Federal Republic, and no link in the South-East between the Maas and the Rhine south of Duisburg; the latter would also considerably shorten the route from the Federal Republic to Belgium. Both projects have, however, been shelved because of unfavourable cost-benefit analyses.

F. United Kingdom

66. Inland navigation has for a long time been considered outmoded in the United Kingdom, partly because its infrastructure was build many years ago and until very recently there had been no investment to improve or modernize it for over half a century and partly because it has only a small share of the total national volume of freight traffic. However, the decline in the freight carried by British inland waterways now seems to have been arrested and the waterways are in a position to cope with a growing volume of freight. For the waterways managed by the British Waterways Board, the total volume of freight in the first nine months of 1980 was 124,091 tonnes, a traffic performance of 4.35 m tonne-kilometres. This declined again in 1981; in the first nine months only 99,350 tonnes of freight were carried, a traffic performance of 3.566 m tonne-kilometres.
67. The waterways for which the British Waterways Board is responsible give access to the hinterland of some ports through the natural river systems and some artificial waterways, but they do not form a comprehensive network. As there is no link with the continental inland waterway network, their development can only be assessed on the basis of regional requirements. The Waterways Board considers that extensive replacement and modernization investment is needed for existing waterways, in particular to make them navigable by large vessels in the interest of competitiveness.

As well as the waterways managed by the British Waterways Board (Aire, Calder, Hebble, Sheffield and South Yorkshire, Weare, Trent, Gloucester and Sharpness, Severn, Lee, Caledonian, Crinan) there are some other inland waterways in the United Kingdom about which the rapporteur has no detailed information. Shipping in the large river estuaries (Thames, Humber, Severn) is not considered to form part of the inland waterways system.



68. At present the following investments are being made:

South Yorkshire Canal

In 1979 the appropriate authorities approved the upgrading of this waterway to accommodate vessels of up to 700 tonnes in order to improve waterways in Sheffield and South Yorkshire. Completion of this work is expected in 1982. This is the first major investment to improve waterways in the United Kingdom since 1905.

Assistance is being given through a European Regional Development Fund loan. The British Government views this as a test case, with future investment in this field depending on its success.

Severn Corridor

This waterway links the towns of Stourport and Worcester in the Midlands with the Severn estuary at Sharpness through the Gloucester-Sharpness Canal and the river Severn. At present it is navigable as far as Gloucester by vessels of 1,000 tonnes and as far as Worcester by vessels of 450 tonnes. The British Waterways Board project, which is still at the planning stage, proposes that, on completion of the work, this waterway should be navigable as far as Gloucester by vessels of 2,000 tonnes and as far as Worcester by vessels of 1,250 tonnes.

69. Some other projects are being considered by the British Waterways Board for the future:

- Development of the Trent from its confluence with the Humber at Trent Falls upstream to Nottingham; a study which will provide the basis for further discussions was completed recently on this project, which should create a low-cost transport option for the central Midlands.
- A large inland port for vessels of 1,500 to 2,000 tonnes is to be constructed at Keadby, the junction of the Sheffield and South Yorkshire waterways.
- Further improvement of the Sheffield and South Yorkshire waterways system by the construction of a canal linking the Trent at Keadby with the Bramwith junction.

- Development of the Grand Union Canal between the Thames at London and the river Lee; the relevant studies have been completed and the project is currently being considered by the Greater London Council.

70. As there is no transfrontier inland navigation, in Community terms it can only be observed that the improvement of the United Kingdom's inland waterways is desirable insofar as it is in the interests of the regions concerned and insofar as it will promote fair competition among the different modes of transport. It should be noted that, by comparison with road transport, British inland waterways are at a competitive disadvantage in that, through the payment of dues, they have to bear the burden of their own infrastructure costs (see point 7 of this report on the need for a uniform system of infrastructure charges in the Community).

G. Other Member States

71. Greece

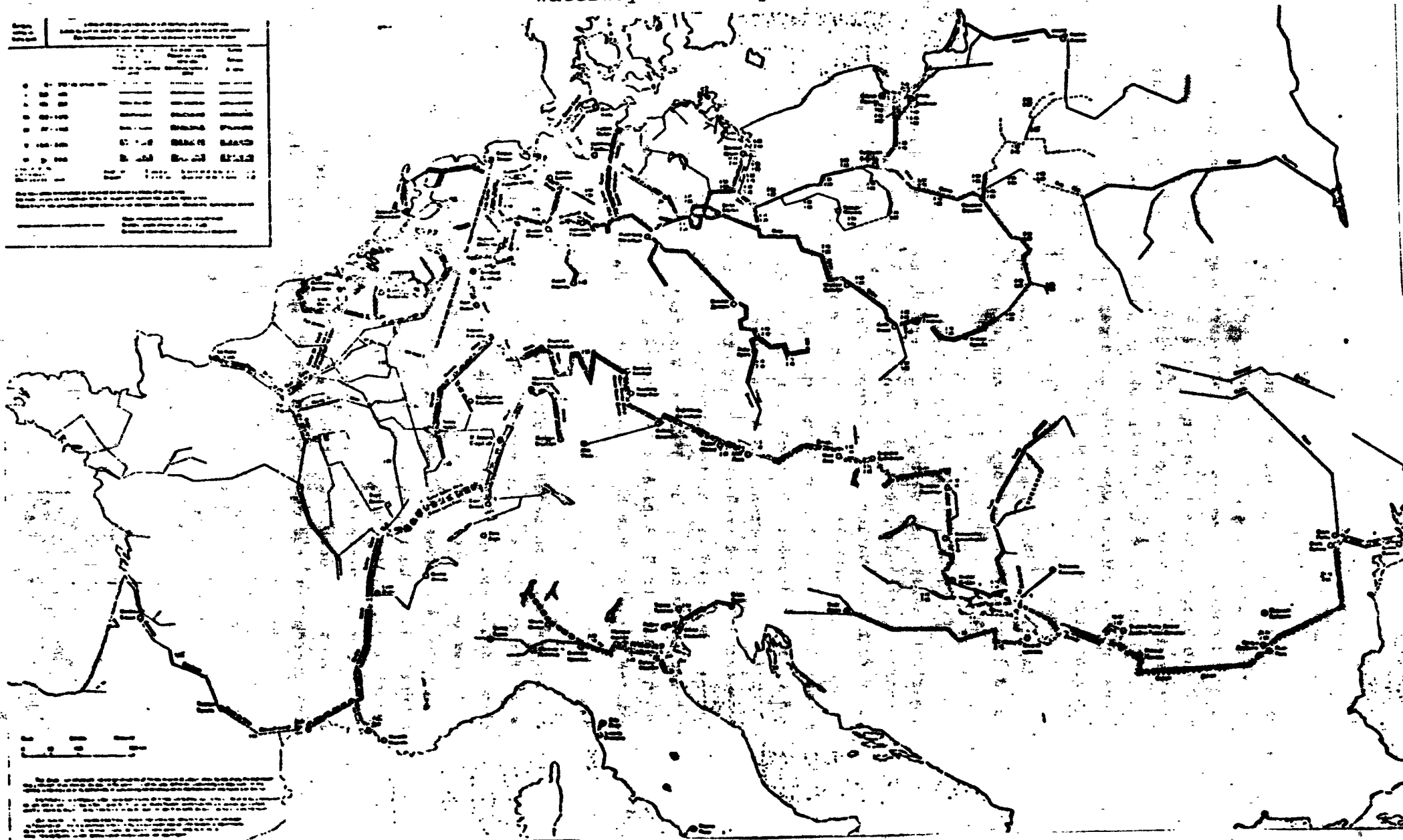
For geographical reasons Greece has virtually no inland waterways. The only artificial waterway of any importance is the canal through the Corinth Isthmus linking the Aegean and the Adriatic.

72. Luxembourg

With the improvement of the Moselle Luxembourg has acquired a valuable link with the Rhine and the North Sea ports. The importance of this link may increase considerably on completion of the Seine-Est and Rhine-Rhône Canals in France and the Rhine-Main-Danube Canal in the Federal Republic.

ECE GENERAL MAP showing the phases of development of the inland waterways in Europe

Phase	Symbol	Description
1	—	Existing waterways
2	—	Waterways under construction
3	—	Waterways to be constructed
4	—	Waterways to be abandoned
5	—	Waterways to be improved
6	—	Waterways to be modernized
7	—	Waterways to be upgraded
8	—	Waterways to be expanded
9	—	Waterways to be integrated
10	—	Waterways to be developed



73. Denmark and Ireland

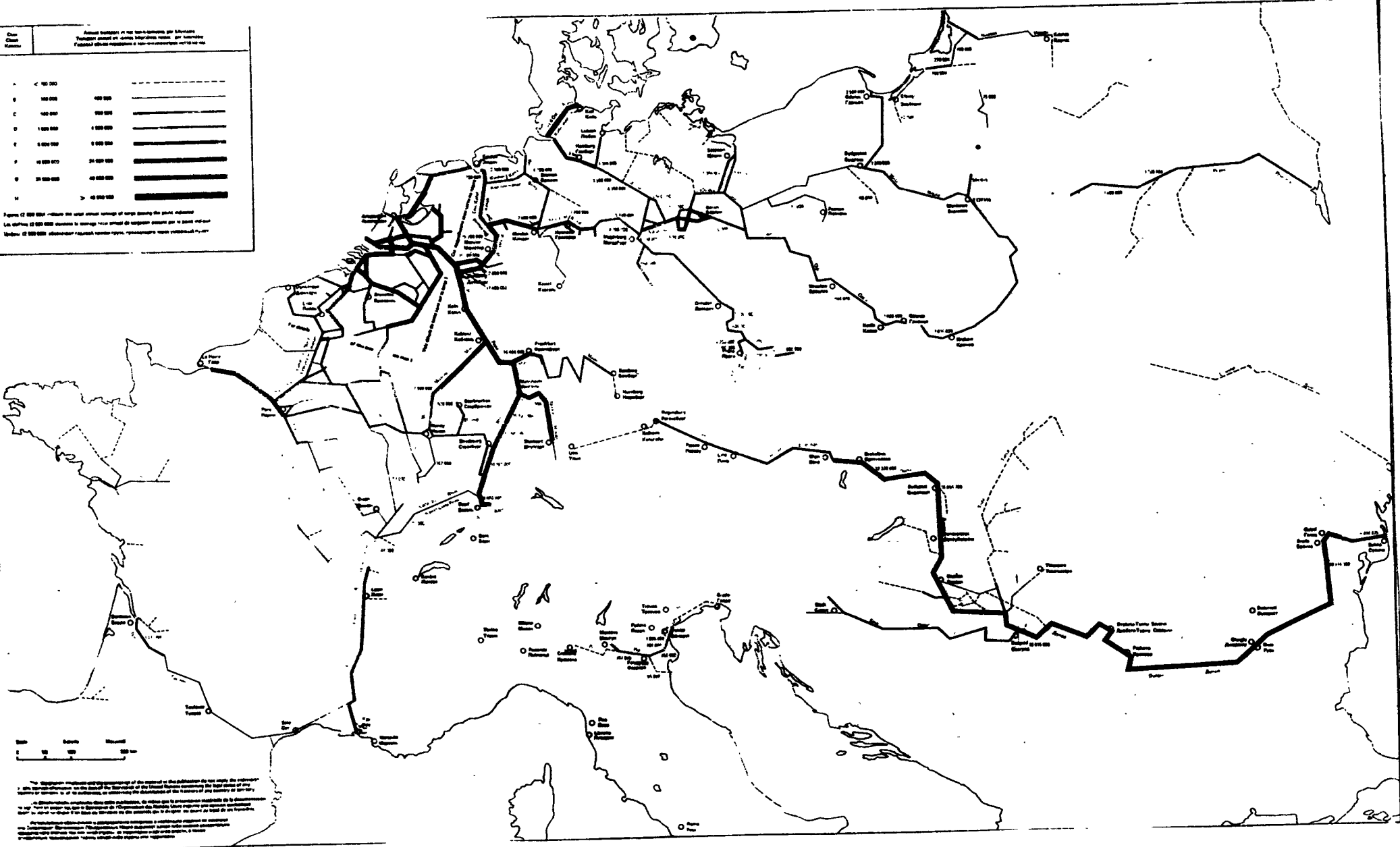
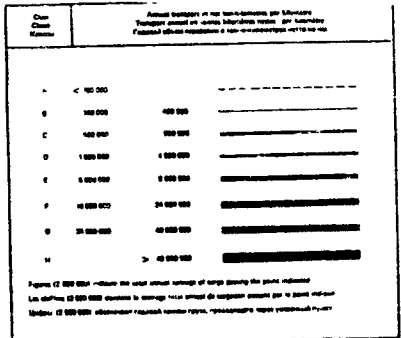
There is no information from these Member States on any important inland waterways.

H. Conclusions

74. The survey of existing and planned inland waterways in the European Community demonstrates that at present only fragments of a European network of major waterways exist. Moreover, the planning proposals for the improvement of inland waterways in the Member States vary enormously; some countries have ambitious projects whilst in others the emphasis is on investment for maintenance purposes. Even between Member States with a well-developed waterway network only a few major waterways cross national frontiers, which is associated with the fact that the construction of waterways is based on national planning considerations.
75. In view of this situation it must be considered a success that in the 1950s, following initiatives by the Economic Commission for Europe, a resolution was adopted by the European Conference of Ministers of Transport on a uniform classification (I-V) of inland waterway vessels and the minimum requirements for major European waterways were established, these being that they must be navigable by at least Class IV vessels (Rhine-Herne Canal, 1,350 tonnes). The European Conference of Ministers of Transport also drew up a register of the most important European waterways, of which some (e.g. Rhine-Main-Danube Canal, Rhine-Rhône Canal, Rhine-Maas Canal) have still not been completed.
76. There are no uniform criteria by which such projects are assessed in the Member States. Cost-benefit analyses are often completed. These provide only very dubious aids to decision-making, partly because of the possibility of cost overruns, but in particular because of the very uncertain nature of estimates of the future volume of traffic. Thus, in the majority of Member States decisions are based not only on general economic, regional and development policy, but also on water and energy policy and recently, and increasingly, on ecological aspects.

77. All these aspects must be taken into account when the Community's priorities for the development of European waterways are formulated. The basic criterion must, however, be the anticipated traffic flows; it is of course impossible to extrapolate this statistically on the basis of present traffic flows. The Community's aim is, by elimination of the divisive effect of internal frontiers, to increase trade within the Community and also the Community's trade with third countries. This also means creating the possibilities for new transport flows by providing new waterways. The distribution of freight traffic through Europe's inland waterways is shown in the following diagram, in which existing waterways are indicated by a darker or lighter line depending on the volume of freight carried.

A contrast becomes apparent between the concentration of freight on the Rhine, Danube, Seine and Rhône in central Europe and the reduced volume of traffic elsewhere, especially in the approaches to the missing links between these waterways. In transport terms, therefore, this latent potential could, if these links were completed, eventually give rise to a considerable volume of traffic.



La densité de population est le rapport de la population sur la superficie du territoire. Elle est exprimée en milliers d'habitants par km<sup>2</sup>. Elle est calculée à partir des données du recensement de la population de 1980. Elle est représentée sur la carte par des zones de densité de population. Les zones de densité de population sont classées en dix classes (A à J) en fonction de leur densité de population. Les zones de densité de population les plus denses sont les zones de densité de population les plus élevées (I et J). Les zones de densité de population les moins denses sont les zones de densité de population les plus basses (A et B). Les zones de densité de population les plus élevées sont les zones de densité de population les plus élevées (I et J). Les zones de densité de population les plus basses sont les zones de densité de population les plus basses (A et B).

78. In terms of European transport policy it would therefore seem logical to develop the European network of inland waterways into two main intersecting arteries from the North Sea to the Mediterranean and from the Atlantic to the Black Sea. The need for branches of and links to these main axes should, however, be judged according to the needs of individual regions.

79. In its 1979 Memorandum on the Development of Transport Infrastructure the Commission proposed an outline of the major European waterway links.

Its task now, on the basis of the criteria laid down by the European Parliament, is to draw up a general plan setting out actual priorities for the Community. This plan would have to be forwarded to the national planning authorities, which at present have sole responsibility for decision-making, in an effort to persuade them to see things from the point of view of the Community's interest, with particular reference to future assistance for infrastructure projects from Community resources.

### III. Detailed examination of two projects of particular importance for the European inland waterway network

#### A. The Rhine-Main-Danube Canal

##### (a) Background

(80) The building of an inland waterway linking the Rhine to the Danube is an old European dream which has occupied the attention of people such as Charlemagne, Napoleon and Goethe. Inland navigation, where possible, was a superior means of transport for medieval trade and industry and one which was more efficient, safer and just as quick as transport by small vehicles or on animal back on the ill-developed road network with the continual threat of hold-ups. The improvement in the road network and vehicles in the seventeenth and eighteenth centuries did not pave the way for a fundamental change in this situation; on the contrary, precisely at that time the first real network of inland waterways was built, for example in France, by artificial means. Only in the nineteenth century did a change occur with the introduction of steam as a means of propulsion and the growth of the railways; transport by inland navigation could only continue to be competitive if larger steam-driven units were used. This competitive situation was made more critical by the growth in road and air traffic in the twentieth century.

(81) In this economic and historical context the failure of the first attempt to make that European dream come true is understandable. Between 1836 and 1845 King Ludwig I of Bavaria had a canal built between the Main and the Danube which was designed only for ships of up to 120 tonnes because of the size of the bridge entrances in the Stone Bridge in Regensburg, which dates from 1146. The building work on this canal had just been completed when competition from the railways began and its capacity was thus no longer sufficient to allow competitive inland navigation; it was therefore completed at least 100 years too late. In 1945 this canal was finally closed to shipping.



(b) Legal bases

(82) On 13 June 1921 an international treaty was concluded between the German Reich and the Free State of Bavaria under which it was agreed to build the Rhine-Main-Danube inland waterway between Aschaffenburg and the Austrian border. On the basis of this Treaty the Rhein-Main-Donau-Aktiengesellschaft (RMD) was founded on 30 December 1921 and entrusted with the building task; at the same time the RMD was given the right to develop the water power of the section of the Main from Aschaffenburg to Bamberg, and of the Bavarian Danube, the Altmühl, the Regnitz and the Lower Lech, and to use it for the production of energy until the year 2050; after this date, all assets are to be transferred to the Federal Republic of Germany without valuable consideration. The share-holders of the RMD are the Federal Republic of Germany (as the legal successor of the German Reich) with 64%, the Free State of Bavaria with 33% and the City of Nuremberg and others with 3%. Under the international treaty of 1921 the construction of the inland waterway is to be financed from the following sources:

- the RMD's own resources (especially revenue from its hydro-electric power plants);
- funds borrowed by the RMD and guaranteed by the Federal Republic of Germany or the Free State of Bavaria;
- interest-free loans from the Federal Republic of Germany and the Free State of Bavaria ( in the ratio of 2:1).

By 1980 a total of 1120.6 million DM had been invested from the RMD's own resources, 863.4 million DM from borrowed funds guaranteed by third parties and 1872.9 million DM from funds made available by the State.

(83) In a Treaty concluded on 16 September 1966 in Duisburg between the Federal Republic of Germany and the Free State of Bavaria further agreements were reached as to the construction and financing of the section from Nuremberg to Regensburg. In addition, it was agreed 'that the construction of the section from Nuremberg to Vilshofen shall be expedited so that the section from Nuremberg to Straubing is completed by 1981 at the latest and the section from Straubing to Vilsfohen by 1989 at the latest'. In what is known as the Danube Canalization Treaty of 1976 the RMD was entrusted with the

improvement of the Danube between Regensburg and Vilshofen; this is being carried out on behalf of the Federal Republic of Germany with the financial participation of the Free State of Bavaria.

- (84) In connection with the function of the projected Main-Danube Canal as a connecting link between the international inland waterways of the Rhine and Danube, the question has been raised as to the status under international law of this inland waterway which is to be newly built. The Government of the Federal Republic of Germany has however placed on record, in connection with the revision of the Convention of Mannheim on Navigation on the Rhine initiated on 17 October 1979 by agreement of the States which were signatories thereof, that it regarded the prospective Main-Danube Canal as a national inland waterway. On this basis the German legislature could adopt effective measures against competition from dumping which is feared from the inland fishing fleets of the COMECON countries. Freedom of navigation for the inland shipping fleets of the other Member States of the European Community is guaranteed by the EEC Treaty. Bilateral agreements with other states are planned or have already been concluded (Austria).

(c) State of the work and problems

- (85) The Rhine-Main-Danube inland waterway begins at the Port of Rotterdam at the mouth of the Rhine in the North Sea and ends at Sulina on the Black Sea. It is approximately 3500 km long and crosses or touches the following nine countries: the Netherlands, the Federal Republic of Germany, Austria, Czechoslovakia, Hungary, Yugoslavia, Rumania, Bulgaria and the USSR. In addition, the following countries form part of the Rhine region: Belgium, France, Luxembourg and Switzerland. 13 European countries are therefore directly interested in the construction of this transcontinental inland waterway link. The project includes the improvement of the Main and the Danube and the construction of the actual Main-Danube canal on the 171 km-long section between Bamberg and Kelheim. This canal uses the Regnitz valley as far as Hausen. From Hausen to Dietfurt it consists of a slack water canal with the Heuberg-Bachhausen summit at a height of 406 metres above sea level.

Below Dietfurt it runs to the Danube at Kelheim along the valley of the Altmühl. The canal is intended to contain 14 steps along its whole length by means of which it negotiates a difference in altitude of 175.2 metres north of the summit and 67.8 metres south of it. The figure below shows the cross-section of the inland waterway from the Rhine to the Danube (Fig. 1).

(86) The following sections of the 677 km-long inland waterway between Aschaffenburg and the Land boundary have been completed and opened, to date:

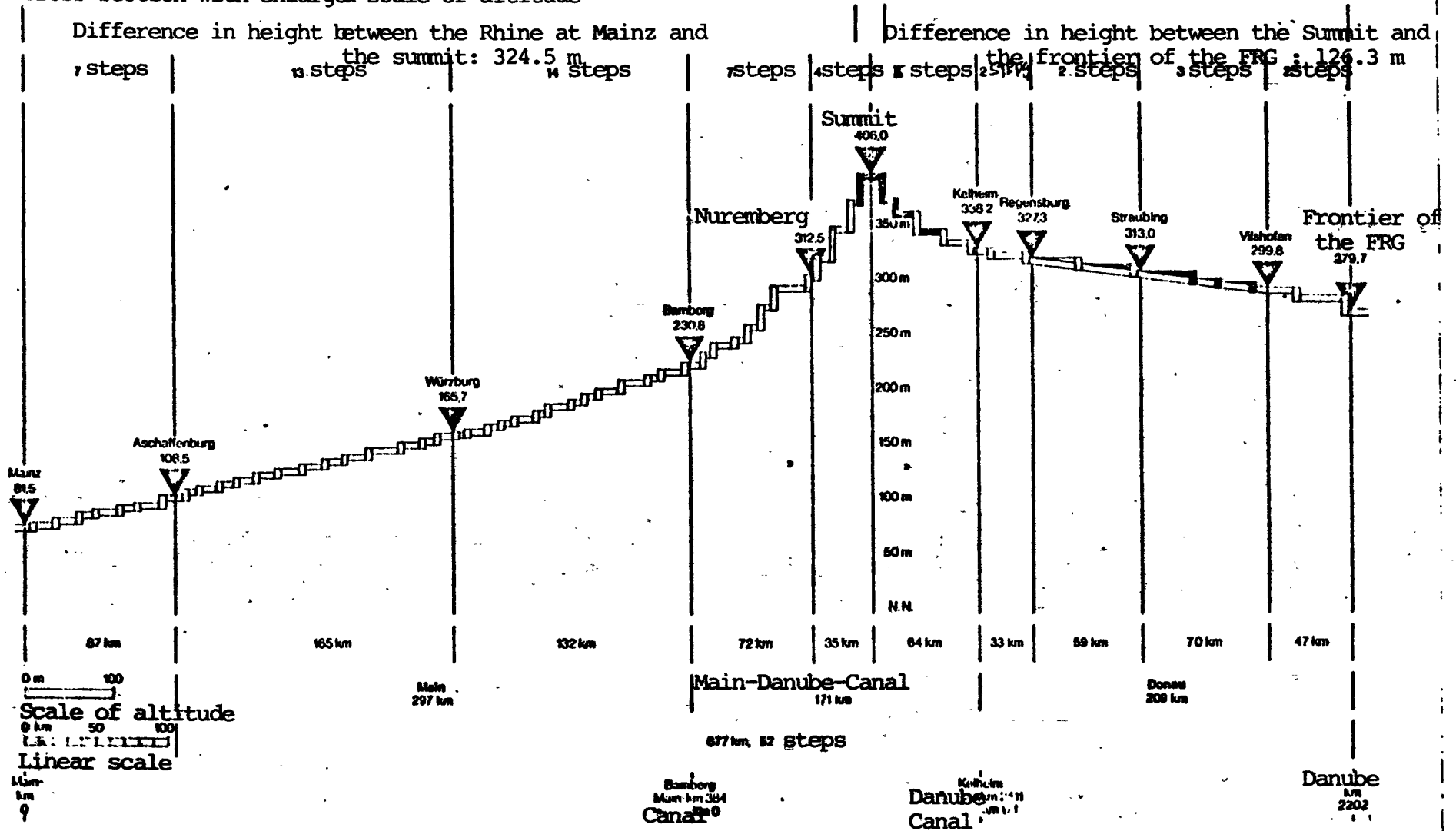
- the improvement of the Main from Aschaffenburg to Bamberg, 297 km (1962);
- the Main-Danube-Canal from Bamberg to Nuremberg, 72 km (1972);
- the improvement of the Danube from Vilshofen to the Land boundary, 47 km (1957);
- the regulation of low water from Regensburg to Vilshofen, 130 km (1969); and
- the improvement of the Danube from Kelheim to Regensburg, 32 km (1978).

In order to create a continuous navigable waterway link the 99 km-long section from Nuremberg to Kelheim, which has been under construction since 1971, must be completed. In addition, the improvement work on the section of the Danube between Regensburg and Straubing, which is already navigable, must be finished (see Fig. 2 below).

Fig. 1

Main-Danube-Waterway

Cross-section with enlarged scale of altitude

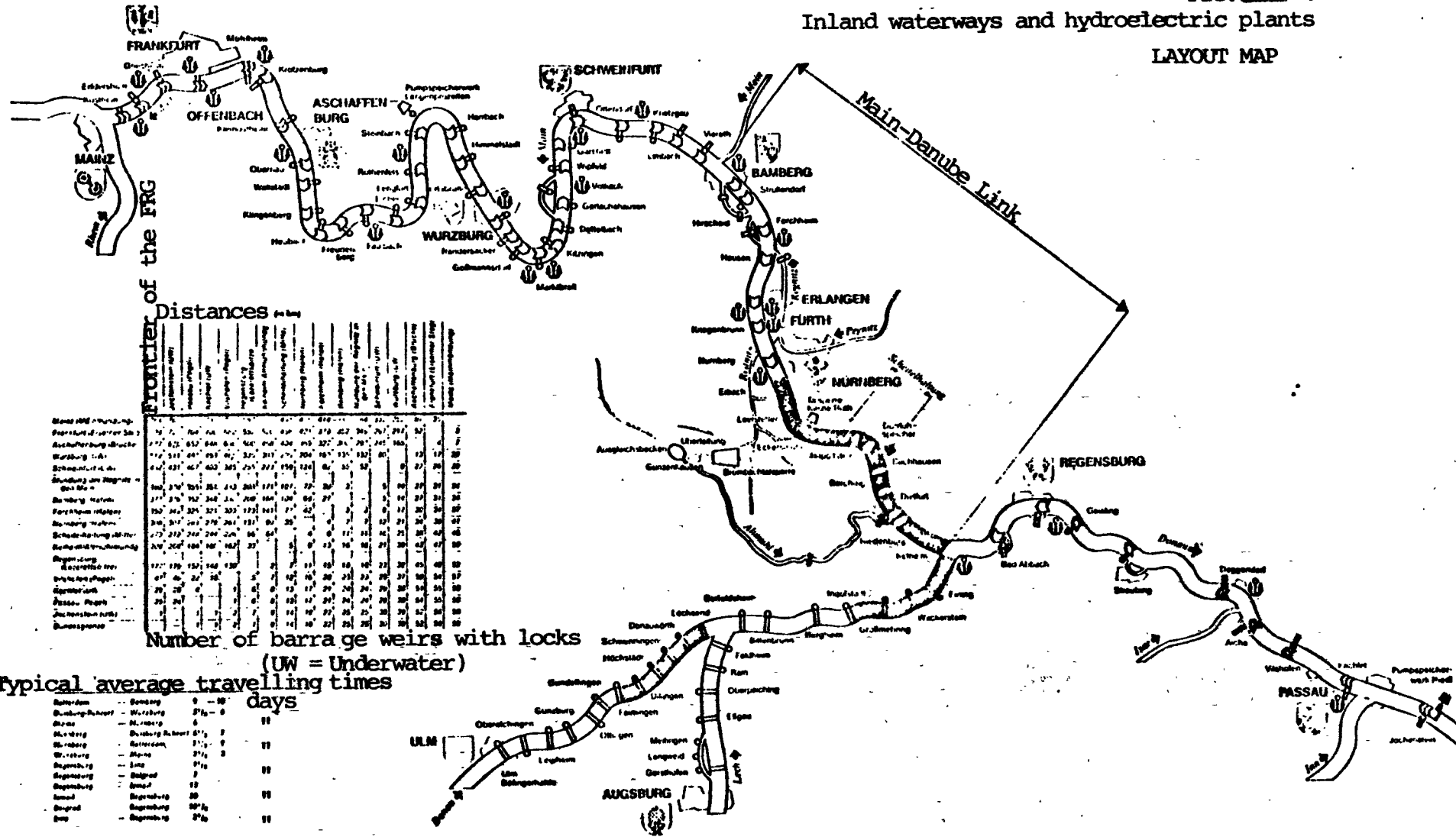


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As in Spring 1981

Inland waterways and hydroelectric plants

LAYOUT MAP



Distances (in km)

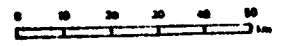
From	Frankfurt	Offenbach	Aschaffenburg	Würzburg	Wurzburg	Schweinfurt	Bamberg	Erlangen	Fürth	Hof	Regensburg	Passau
Frankfurt	0	15	35	100	115	180	240	260	275	310	410	480
Offenbach	15	0	20	85	100	165	225	245	260	300	400	470
Aschaffenburg	35	20	0	70	85	150	210	230	245	285	385	455
Würzburg	100	85	70	0	15	80	140	160	175	215	315	385
Wurzburg	115	100	85	15	0	65	125	145	160	200	300	370
Schweinfurt	180	165	150	80	65	0	60	80	95	135	235	305
Bamberg	240	225	210	140	125	60	0	20	35	75	175	245
Erlangen	260	245	230	160	145	80	20	0	15	55	155	225
Fürth	275	260	245	175	160	95	35	15	0	40	140	210
Hof	310	300	285	215	200	135	75	55	40	0	100	170
Regensburg	410	400	385	315	300	235	175	155	140	100	0	70
Passau	480	470	455	385	370	305	245	225	210	170	70	0

Number of barrage weirs with locks (UW = Underwater)

Typical average travelling times days

From	To	Days
Bamberg	Regensburg	10-15
Bamberg/Schweinfurt	Würzburg	2 1/2 - 3
Hof	Hof	1
München	Bamberg/Schweinfurt	2 1/2 - 3
Schweinfurt	Bamberg	2 1/2 - 3
Würzburg	Hof	2 1/2 - 3
Regensburg	Regensburg	1
Regensburg	Bamberg	10
Regensburg	Schweinfurt	10
Regensburg	Würzburg	10
Regensburg	Regensburg	10
Regensburg	Regensburg	10
Regensburg	Regensburg	10

- completed
- under construction
- planned
- hydroelectric development completed
- hydroelectric development planned
- weir and locks
- lock
- lock with two channels
- weir
- hydroelectric power plant
- barrage or reservoir
- part or large place of transshipment



As in Spring 1981

(87) The total cost of the section from Nuremberg to Straubing is estimated at 2769 million DM; 1454 million DM of this had been spent by the end of 1981; at that time binding agreements had been entered into for a further 493 million DM. In addition, as from 1982, if there are no increases in prices, approximately 808 million DM will be required in finance, in other words 437 million DM for the section of canal from Nuremberg to Dietfurt, 232 million DM for the improvement of the Altmühl from Dietfurt to Kelheim and 139 million DM for the improvement of the Danube from Regensburg to Straubing. The Government of the Land of Bavaria considers that it is technically possible to complete the project by the end of the decade if the funds made available amount to at least 260 million DM in 1982 and 280 million DM in 1983.

(88) The financial contributions of the Federal Republic of Germany to the construction of the Main-Danube Canal are, on the other hand, continually falling; they amounted to 156 million DM in 1979, 142 million DM in 1980 and 120 million DM in 1981; further reductions are expected in 1982 and subsequent years. This development must be viewed within the context of political controversy in the Federal Republic of Germany over the Main-Danube canal in which the following points have been put forward in particular:

- the unfavourable budget situation in general has led to a shortage of funds in the transport field which necessitates restricting them to capital expenditure on replacement;
- more recent cost-benefit analyses have shown that the economic benefits of the Main-Danube canal amount to less than half the costs of construction;
- one of the most beautiful and ecologically most valuable river valleys in the Federal Republic of Germany would be destroyed by the construction of the Main-Danube canal.

In connection with this discussion the Government of the Federal Republic of Germany decided recently to invite the Free State of Bavaria to negotiations on the further progress of the work on this project. The Government of the Federal Republic seems to envisage as a possible goal for the negotiations the 'modified completion' of the construction work; on the other hand, the Bavarian Land Government wishes to continue to adhere to the agreements which have been concluded.

(89) When forming an opinion as to these problems from the view point of the European Community the existing distribution of powers must of course be respected. In examining the question whether a specific project deserves to be supported by the Community having regard to one of the Community policies provided for in the EEC Treaty, particularly the common transport policy and the regional policy, those factors which primarily concern the national authorities must also however be evaluated since it would be absurd to advocate a project from the Community view-point which revealed more disadvantages than advantages upon detailed examination.

(d) Benefits of the Rhine-Main-Danube inland waterway from the point of view of transport economics

(90) As regards a European network of important inland waterways, as explained in points 77 and 78 of this report, there seems to be no doubt as to the benefits of the Main-Danube canal from the point of view of transport economics. In the 1960's the forecasts of the volume of traffic for the section of canal from Nuremberg to Regensburg, which are now of particular interest, were correspondingly optimistic: thus the ECE anticipated in its study concluded on 25 April 1969 a volume of freight of 14 million tonnes for this section in 1989, 5.6 million tonnes of this in domestic traffic, 6.5 million tonnes in international traffic and 1.9 million tonnes in transit traffic. In an inquiry completed in July 1969 the Munich Institute for Economic Research estimated the volume of freight for traffic on the canal in 1986 at 20 million tonnes. In 1976 the German Institute for Economic Research in Kiel forecast for 1990 a volume of freight of 3.7 million tonnes on this section of canal. Now the Bavarian Land Government expects, in view of the change in the economic situation, a volume of freight of 10 to 12 million tonnes per year.

(91) Even if the altered estimates of the economic prospects for growth are taken into consideration, the disparity of these estimates made over a period of seven years leads to the conclusion that it is impossible to make any fairly reliable predictions as to the volume of traffic to be expected.

Community trade with the COMECON countries and thus the volume of traffic to and from those countries is dependent on political developments which cannot be quantified. It is difficult to surmise to what extent this means of transport for bulk goods will be of interest to the economy of Greece. The wide time-scale and what may be a long introductory period after the completion of the link make estimates completely unreliable.

- (92) As there are insufficient quantitative criteria the advantages of the project to the Community from the point of view of transport economics must therefore be affirmed for qualitative reasons.

(e) Other benefits

- (93) From the Community viewpoint an advantage as regards regional policy and also, in view of the general economic situation, an advantage as regards labour policy might be borne in mind. In order to assess the Community's interest in the development of the Rhine-Main-Danube waterway from the point of view of regional policy, reference may be made to the opinion of the Committee on Regional Policy and Regional Planning annexed to this report. As regards the effects on the labour market, according to the RMD just under 4.000 jobs are at present guaranteed by the construction measures through work-performance contracts and supply contracts with 79 firms. If the funds were further reduced 300 jobs would be lost with the RMD alone. In the long term the Bavarian Land Government anticipates positive effects on the labour market with the resettlement of businesses in the canal zone.
- (94) The benefits of the improvement of the Rhine-Main-Danube waterway from the point of view of the energy industry may already be quantified. The capacity when completed of the RMD's 49 hydroelectric plants in operation is a total of 414 megawatts and they produce on average 2442 million kilowatt hours annually. A further 10 hydroelectric plants which are under construction or are planned should, in addition, have a capacity when completed of a total of 119.1 megawatts and produce on average 768.5 million kilowatt hours annually. These capacities



may be assessed in financial terms in cost-benefit calculations. In addition imports of oil, which are damaging to the Community's balance of goods and services, are hereby reduced.

- (95) The construction of the Main-Danube waterway also has important objectives in terms of the economics of water supply and distribution, chiefly protection against flooding and the prevention of the tendency of rivers to deepen, particularly the Danube. The waterway is intended in addition to enable water to be conveyed on a large scale from the Danube catchment area to the Regnitz and Main area so as to increase the discharge of water in times when there are shortages. The channelling of water from the Danube-Altmühl area is considered to be an essential condition for further industrial development, particularly for the construction of further power plants on the Regnitz and the Main.

(f) Adverse factors

- 96) In addition to the cost of construction of the waterway losses suffered by the railway undertakings owing to the shift of traffic from one means of transport to another or competing freight rates are in particular regarded as cost factors. As already described in detail in Part One of this report, these losses are based on the absence of a system of charging for infrastructure costs. They should not therefore, in the view of the Committee on Transport, form an obstacle to the construction of a waterway.
- 97) Objections to the completion of the Main-Danube canal have been raised by interest groups in the Federal Republic of Germany on the ground that one of the most attractive of Germany's river valleys would thereby be robbed of its natural beauty. This may be true in spite of the numerous efforts as regards country planning made by the RMD as the building sponsor. On the other hand these views have already been discussed during the planning procedure, which was concluded with the agreement of all parties concerned.
- 98) More recently, environmentalists and conservationists have pointed out emphatically that ecologically valuable wetlands would be destroyed by the construction of the Rhine-Main-Danube waterway. They claim that, in addition, the effects of an impervious concrete channel on the groundwater level have in any case not yet been clarified. Two dam bursts (on the Elbe lateral canal and on the Main-Danube canal near Nuremberg) have prompted the waterways authorities to further research in this field.
- 99) Naturally these considerations broach the problem of how serious new findings must be in order to review planning decisions once they have been taken. In this context the problem however chiefly concerns the national authorities responsible in this field. As regards the assessment of the Community's interest in this project on the basis of a cost-benefit estimate, it should merely be borne in mind in this connection that problems have arisen in these areas.

(g) Consequences of delays in or completion of the work

- 100) In view of the fact that, as regards the final missing section of the waterway, the Main-Danube canal, more than half of the estimated funds have already been spent and that the local authorities in respect of the land along the section of the canal have adapted their long-term infrastructure measures to the construction of the canal, termination of the construction work would have serious economic effects, either the costs of making the remains of the building work safe or clearing them away, or shortages in energy supplies and insufficient protection from floods or crippling damage to trade and industry in this area, which has also adjusted itself to this project. According to the estimates of the Bavarian Land Government the costs of completing the canal should not be higher than the costs resulting from discontinuation of the building work.
- 101) Heavy losses might well also be produced by delays in the building work caused by reductions in funds. Many building sites would have to be closed down and there would necessarily be repercussions for the RMD's employees. The estimated costs would be considerably exceeded as a result of loss of interest and anticipated price increases. Finally, there would then be a risk that in delaying the completion of the Main-Danube canal for too long it would suffer the same fate as the King Ludwig Canal (see point 81), in other words it would already be technically obsolete when opened and would not offer a competitive means of transport.

(h) Conclusions

- 102) The most conservative estimate of the volume of freight on the Main-Danube canal is 3.7 million tonnes a year. A cost-benefit estimate based on this figure which dates from 1976 and does not take into consideration the benefits to regional and development policy but does take into account the reduced revenue of the Deutsche Bundesbahn (German State railway) showed a cost-benefit ratio of 2:1. This ratio would be considerably improved both if there were greater growth in the volume of freight, which is not improbable, and if the cost or benefit factors mentioned above were differently assessed, as envisaged in this report. Thus there might well be no serious disproportion between the anticipated cost of constructing the canal

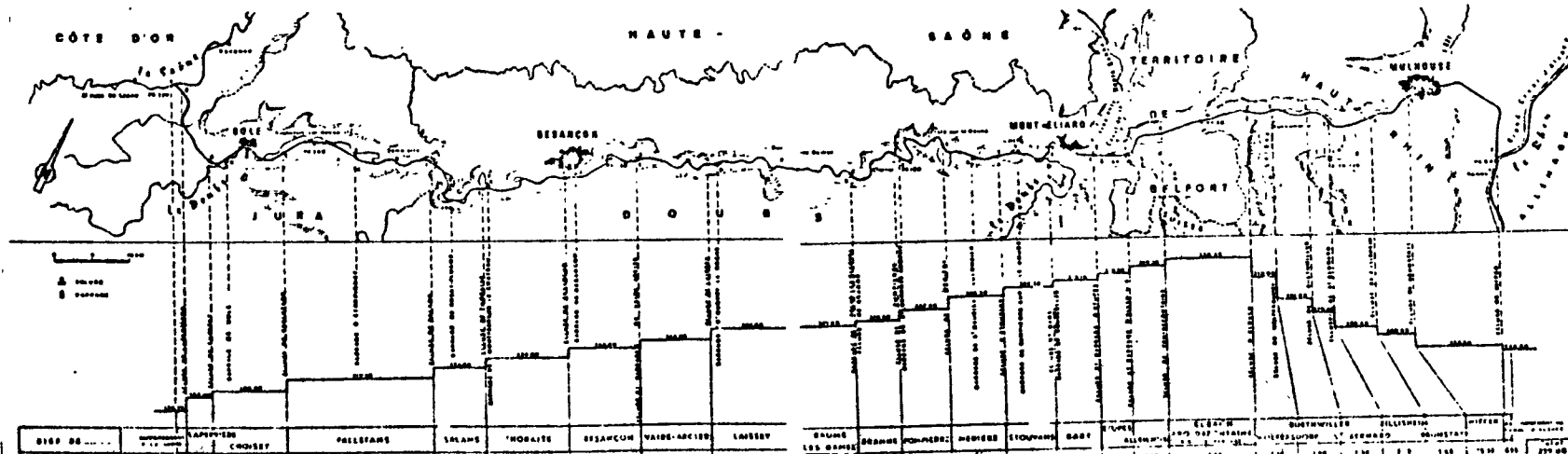
and the cautious estimates of the benefit, in accordance with the principle developed in point 12 of this report, the qualitative criterion should therefore be the decisive factor. Having regard to its importance in terms of transport economics speedy completion of the Main-Danube canal should be advocated from the point of view of the common transport policy. As regards the ecological problems which have been raised this can, however, only apply if the German authorities responsible in this connection do not review their plans having regard thereto. If this does not happen and only financial difficulties therefore stand in the way of the rapid completion of the canal link, your rapporteur advocates, because of the importance of the project to the Community in terms of transport policy, that the Community institutions should use their influence to press for the speedy completion of the work and also if possible to support it in practical terms by a financial contribution.

## B. Rhine-Rhône Canal

### (a) Background

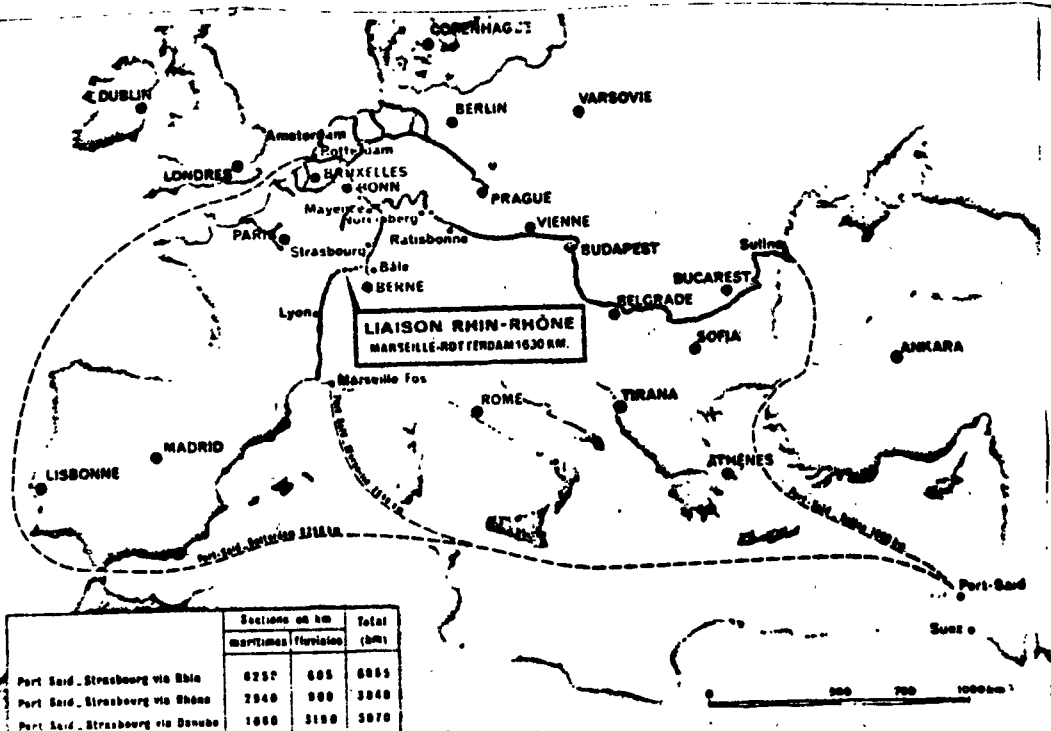
- (103) The North Sea-Mediterranean route has always been of great importance to Europe. Even in the thirteenth and fourteenth centuries there was already a relatively important flow of trade between Flanders and Italy along this route. In the eighteenth century the canal from the Rhine to the Rhône was finally constructed according to plans by La Chiche and still exists today; the project for the reconstruction of a large inland waterway also follows its route.
- (104) By two agreements of 1 June 1973 and 3 September 1975 the Campagne Nationale du Rhône (CCNR), which was already responsible for the improvement of the Rhône and Saône and the operation of the hydroelectric plants on those rivers, was entrusted with the task of completing two studies on the reconstruction of a large Rhine-Rhône inland waterway. On the basis of these studies consultations were held in 1974 and 1976 between the C.N.R., which was expected to be the builder, and the regional and local authorities concerned as well as the relevant chambers of commerce. By order of the Conseil d'Etat of 29 June 1978 the project was declared to be of public utility. On 10 December 1979 it was approved by the National Assembly and on 18 December of the same year discussed by the Senate. Following the conclusion by the C.N.R. of the improvement of the Rhône as far as Lyon in 1980 and now that the work on the Saône will be completed before long, there is only one remaining gap in the great inland waterway between the North Sea and the Mediterranean between St. Symphorien and Mulhouse. The building work has of course yet to be started.

105. The new inland waterway should follow a route which is quite similar to that of the present canal from the Rhône to the Rhine and was adopted by the navigation departments in Lyon and Strasbourg in their studies from 1965 to 1972. However, in contrast to the previous canal, the project has the benefit of the experience of modern techniques to overcome differences in altitude of between 10 and 20 metres by means of locks of any height. Starting from the Rhine at Niffer, the waterway reaches Mulhouse following the modernized route of the Huningue canal. Then it follows the valley of the Ill to Illfurth, then the valley of the Largue to Wolfersdorf. It crosses the watershed between Valdieu-Lutran and Froidefontaine. The Alsation slope is ascended by six successive pounds of the canal with a difference in altitude of 105.9 metres and length of 44.4 kilometres. After the summit level 12.2 kilometres long, the canal goes down the valleys of the Bourbeuse, Allan and finally Doubs by a series of 15 pounds 159.6 kilometres long whose total fall is 143.5 metres. With the exception of the three upper pounds, they are not artificial canals but have been obtained by canalization of the Doubs. On this section, the canal crosses the urban centres of Montbeliard, Baume-les-Dames, Besançon and Dôle. Finally, the last pound, which is 12.8 kilometres long, joins the Saône at Laperrière, crossing the plateaux separating it from the Doubs. The corresponding fall is 14.2 metres. In all, the canal link is 229 kilometres long and formed by 23 pounds separated by 24 locks enabling a total difference in altitude of 263.6 metres to be overcome. More than half of the length, in other words 123 kilometres, is formed by an artificial canal. The length of the canalized river is 100.5 kilometres. The total length of the locks is 5.5 kilometres.



(c) Estimate of costs/benefits/adverse factors

- (106) In 1978 the French Government estimated the anticipated costs of the construction of the Rhine/Rhône canal without value-added tax at 6.5 million French francs, of which 20% were to be supplied by State funds and the rest from other sources of finance. It is, however, possible that the State will contribute a higher sum than this. According to statements made by the former French Minister of Transport Mr Le Theule in the debate in the National Assembly the costs are thus lower than those spent on the construction of the new line for the high-speed train (TGV), Simply taking into account transport benefits the French Government expected in 1979 a domestic return of 2 - 3% on the funds provided for carrying out the project. Thus this section of the inland waterway is not as profitable as the whole inland waterway from the North Sea to the Mediterranean; however, in estimating profitability calculations must be based on this inland waterway link as a whole.
- (107) The estimates of the future traffic on this new inland waterway may assume that approximately 350,000 tonnes of freight each year is transported on the already existing canal on ships of the 'Freycinet' class. According to a study made by the C.E.R.L.I.C. the break-even point in connection with the canal is a volume of freight of 5 million tonnes annually, which might presumably be achieved five years after the canal is put into operation. After a further five years the institute calculates that the volume of freight will be 18 million tonnes annually. An example may further demonstrate the benefits of this canal to transport. The institute states that the transport route for oil from the Middle East to Strasbourg is 6855 kilometres from Port Said via Rotterdam and the Rhine, 5070 kilometres via the Rhine-Main-Danube link and 3840 kilometres via the Rhine-Rhône link (see figure below).





(108) In opposition to the construction of the Rhine-Rhône canal claims were made in the National Assembly, in particular by the Communist Party, that it serves the interests of the developed industrial areas of North Western Europe rather than the interests of the regions concerned, that it could lead to unbalanced development in the regions of France owing to the required concentration of funds and that it involves in addition considerable ecological risks; finally, it was claimed, the construction of the less costly Seine-Nord and Seine-Est links could achieve greater profits in a shorter time.

(d) Conclusions

(109) From the point of view of a common transport policy for the European community and a network of large European inland waterways based on two main arteries there should be no doubt as to the benefits of the Rhine-Rhône canal in terms of transport economics. Even if appropriate caution is exercised in relation to optimistic estimates of the future volume of traffic, in view of the continually increasing importance of the Mediterranean area to the Community it will be necessary to agree that there is a need for the construction of this waterway from the point of view of transport policy and to give this inland waterway precedence over the Seine-Nord and Seine-Est links as far as the Community is concerned.

(110) Since the completion of this project is of interest to the whole Community, your rapporteur advocates that the Community should provide a contribution towards it by urging the relevant French authorities through the Community institutions to commence the work soon and to accelerate the work, if possible by means of a financial contribution.

MOTION FOR A RESOLUTION (Doc. 1-907/80)

tabled by Mr LOO, Mr ALBERS, Mr SEEFELD, Mr KEY, Mr GABERT, Mr GATTO and Mr KLINKENBORG

pursuant to Rule 25 of the Rules of Procedure

on waterways in Europe

The European Parliament

- whereas the importance of the Mediterranean Basin for the European Economic Community has grown since Greek accession on 1 January 1981 and with the prospect of accession by the countries on the Iberian Peninsula; whereas this will inevitably lead to greater trade between the countries in the North and South of Europe,
- whereas under these circumstances, the new Mediterranean dimension which the European Economic Community will eventually acquire must inevitably strengthen trade and international cooperation between the countries around the Mediterranean, which in turn is bound to enhance the importance of the various agreements concluded between the Community and the Asian and African countries concerned (EEC/MAGHREB, EEC/MASHREQ, EEC/ACP),
- whereas new lines of communication should therefore be provided between the North Sea and the Mediterranean to link up these two geographic sectors of the Community in the most economical manner possible,
- whereas the use of waterways offers considerable fuel savings, particularly for the transport of heavy materials in bulk, and this type of product, primarily coal, will need to be distributed more widely in future as part of the Community objective of diversifying sources of energy,  
  
as the scope for a water traffic network in Europe therefore needs to be extended as part of a waterways policy formulated in the interests of the Community; whereas there should therefore be an unbroken network of navigable waterways, particularly in France; whereas to this end the Community objective should be to encourage to the full the development of this type of infrastructure.
- having regard to the fact that a North Sea-Mediterranean link via the Rhine and the Rhône with a total length of 1,500 kilometres, of which 1,300 kilometres already exist, would create the necessary basis for this, as yet incomplete network in Europe,
- having regard to the fact that this link between Northern and Southern Europe would complement that planned between the countries of Central Europe and the Italian ports of Trieste and Monfalcone as it would create a waterway leading to the Western Mediterranean Basin,

- having regard to the fact that this link would also complement the Rhine-Main-Danube link currently under construction, since North-West and Central Europe would be connected by the central Rhine artery with both the Western and Eastern Mediterranean,

1. Calls on the Commission and Council to examine the possibility of a Rhine-Rhône link and to recognize its value to the Community since this would constitute both an element of Community transport policy as provided for in the Treaty of Rome and an instrument of Community regional policy and further the Community policy of diversification and conservation of energy;
2. Calls on the Commission to examine, in particular the various forms of Community financial participation in this project including the creation of a separate budget heading;
3. Instructs its President to forward this resolution to the Council and the Commission of the European Communities.

## ANNEX II

Motion for a resolution (Doc. 1-315/81)

tabled by Mr GOPPEL, Mr HOFFMAN, Mr AIGNER, Mr KLEPSCH, Mr PFLIMLIN, Mr JANSSEN van RAAY, Mr DALSSASS, Mr DE KEERSMAEKER, Mr TINDEMANS, Mr FISCHBACH, Mr FUCHS, Mr BOCKLET, Mr Ingo FRIEDRICH, Mr NOTENBOOM, Mr HABSBURG, Mrs LENTZ-CORNETTE, Mr MICHEL, Mr Konrad SCHÖN, Mr ALBER, Mr SÄLZER, Mrs SCHLEICHER, Mr WAWRZIK, Mr von WOGAU, Mr MÜLLER-HERMANN, Mr MERTENS and Mr PÖTTERING

on behalf of the Group of the European People's Party (Christian-Democratic Group) pursuant to Rule 47 of the Rules of Procedure on the Rhein-Main-Danube waterway

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### The European Parliament,

- deeply concerned that, although originally scheduled for completion in 1981, the Rhein-Main-Danube link - the 'Europa Canal' - will still not be in operation by 1988 and indeed not until the year 2000 if the Federal Republic of Germany fails to meet its contractual obligations to contribute to the financing or to provide the full agreed contribution or to meet acceptable deadlines,
- fully aware that the Rhine-Danube link is a vital component of the European waterways system as a whole,
- being of the considered opinion that any additional delay in the construction of the Europa Canal will not only restrict or halt further development of the transport and economic structures of South-East Europe but will also create a major obstacle to the integration of transport in Europe, since the Rhein-Main-Danube Canal connects the industrial regions of Belgium and the Netherlands via the Rhein-Maas link, and those of North Germany via the German canal network, joining the industrial centres of the Rhein, Ruhr and Rhein-Main area, the mining and steel centres of Luxembourg and Lorraine with the economic centres of the Upper Rhein area and the industrial centres of South Germany, in addition to forging a link with the industrial region on the Danube in Austria and thus with the Danube area as a whole,
- considering that this Rhein-Main-Danube link must be seen in the context of the Rhein-Rhône link to Marseilles,

1. Instructs the Commission,

- (a) to draw up, as soon as possible, a detailed report for the Council and Parliament on the importance of the project, the need for its rapid completion and its utility in terms of the economy, transport policy and European policy in general,
- (b) to ascertain the role and effectiveness of this project from the angles of regional and development policy with a view to providing finance and subsidies,
- (c) to examine and implement the possibilities for temporary, or better still definitive, financing arrangements through the Community and its own or associated agencies,
- (d) to call on the Federal Republic of Germany, either directly or through the Council of Ministers, to continue its financial contribution to this project, in view of the importance of the waterway for the whole of Europe;

2. Instructs its President to forward this resolution to the Council of Ministers for an early decision.

OPINION OF THE COMMITTEE ON REGIONAL POLICY AND REGIONAL PLANNING

Draftsman: Mr Karl SCHÖN

On 24 September 1981, the Committee on Regional Policy and Regional Planning appointed Mr Karl SCHÖN draftsman.

It considered the opinion on 28 April 1982 and adopted it unanimously.

Present:

Mr De Pasquale, chairman, Mrs Fullet, vice-chairman, Mr Karl Schön, draftsman, Mr Früh (deputizing for Mrs Boot), Mr Cardia (deputizing for Mrs De March), Mr Harris, Mrs Kellett-Bowman, Mr Nikolaou, Mr Wedekind (deputizing for Mr Pöttering), Mr J. D. Taylor, Mr von Bismarck (deputizing for Mr Travaglini) and Mr I. Friedrich (deputizing for Mr Vandewiele).

## I. Introduction

1. This opinion will be confined to essentials as the report by the Committee on Transport describes in detail the present situation and history of the Rhine-Main-Danube-Canal.
2. Over the last few years the provision of finance for further work on the canal has been a major bone of contention between the Federal German Government and the Free State of Bavaria. Between 1921 and 1980 578 out of the 677 kilometre stretch between the Main and the Danube were completed, at a total cost of about 3,000 million RM/DM.
3. The overall cost of the stretch at present under construction between Nuremberg and Straubing is estimated at DM 2,769 million, of which DM 1,454 million (sufficient to complete 53% of the work) had been spent by the end of 1981.
4. Disregarding existing commitments, 533 million of the DM 800 million outstanding would be borne by the Federal authorities and 266 million by the Free State of Bavaria. However, this calculation assumes the prompt completion of programme. But in 1980 the Federal Government embarked on an economy drive, reducing its financial contributions from DM 156 million in 1979 to DM 142 million in 1980 and DM 120 in 1981. The Federal Government's latest decision is to set aside a mere DM 80 and 60 million for 1982 and 1983, reducing to DM 55 million for 1984 and 1985.
5. These cuts will substantially prolong the project, perhaps beyond the year 2000. They can be ascribed both to current problems with the Federal budget and to the increasingly vociferous criticism in recent years of the economics of the project.
6. This has so far been a primarily national dispute<sup>1</sup>; the canal's supporters are now attempting, via the motion for a resolution tabled by Mr GOPPEL and others<sup>2</sup>, to have the Community intervene. We therefore have to consider whether such an intervention, in what ever form, could be justified under the common regional policy.

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<sup>1</sup> Several COMECON countries have stated their views on the inland waterway aspects of the affair.

<sup>2</sup> Doc. 1-315/81

## II. Regional policy considerations

7. Before discussing the possible forms of action, we have to consider whether the area directly and indirectly affected by the construction of the canal qualifies for Community action under present and probable future regional policy selection criteria.
8. According to the present Fund Regulation, currently under review, large parts of Bavaria, and especially Upper Palatinate and Lower Bavaria are accepted as assisted areas. Between 1975 and 1980 Bavaria received a total of 49.04 m EUA from the Regional Fund. Of the Federal Länder only Lower Saxony has received more, almost 60 m EUA over the same period. At the moment there is therefore no obstacle in principle to aid from the Regional Fund for transport infrastructure projects in the Bavarian assisted areas and, in this specific case, for the Rhine-Main-Danube canal.
9. As many will know, the present Fund Regulation is to undergo what is likely to be a comprehensive review. For example, according to Article 4 of the Commission proposal<sup>1</sup>, the Federal Republic of Germany and other relatively highly developed areas in the Community would no longer qualify for allocations from the quota section of the Fund. Nor would, according to the proposals, north-east Bavaria be likely to qualify for specific Community measures (where an area has to be particularly affected by serious industrial decline or the consequences of certain Community policies).
10. The Committee on Regional Policy and Regional Planning favours this concentration of fund aid and the proposed strict criteria for specific Community measures. As the new Fund Regulation, in the form the committee hopes to see, would not permit aid from the European Regional Development Fund for the Rhine-Main-Danube canal, the committee is at present unable to agree that such measures should be considered.
11. If, under the new Fund Regulation, despite the wishes of the committee, aid is still possible as it is in principle at present, the committee would maintain its reservations over aid from the Regional Fund for the reasons mentioned above.
12. The annual allocations to Bavaria (less than 5 m EUA in 1980) would in fact have to be greatly increased if aid from the Regional Fund were not to rule out any other projects in Bavaria. Without such an increase, there could be no more than token aid, which would therefore be unacceptable to the committee.

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<sup>1</sup> COM(81) 589 final



### III. The need for a Commission report

13. As the committee, having regard to the economic indicators available for Bavaria, considers action by the Regional Fund in the present circumstances to be inappropriate, and to be ruled out if the new fund regulation takes the form it recommends, a report by the Commission with a view to such specific action under the regional policy would be pointless.
14. However, that does not mean that a report, whether by the Commission or by any other body<sup>1</sup>, would not be desirable, but it would have to be based rather on the project's interest to the Community on the grounds of transport policy. If the Committee on Transport were to find that such an interest existed, and therefore recommend that a report should be drawn up on behalf of the Community, that report, although primarily concerned with transport policy, should also consider regional policy aspects, both on the grounds of the committee's often-repeated view that regional policy considerations should help shape all Community policies, and in view of the need for coordination of national regional policy measures, even where no direct financial aid from the Regional Fund is granted.

### IV. Possible financial aid from the Community

15. The motion for a resolution tabled by Mr GOPPEL and others also raises the possibility of Community finance. The committee has absolutely no objection to this, but insists that it should not be based on primarily regional considerations, and cannot be allowed to take any resources from the Regional Fund.

### V. Conclusions

16. The committee's opinion has been determined by the fact that practically all economic indicators for Bavaria are better than the Community average. In Community terms, Bavaria can therefore hardly be regarded as a problem area, and a decision to devote massive amounts of Regional Fund aid to a huge transport infrastructure project such as the Rhine-Main-Danube canal would be difficult to justify, especially as the money would not then be available for other specifically regional projects in the Federal Republic, let alone in other structurally far weaker parts of the Community.

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<sup>1</sup> In November 1981 the Federal Ministry of Transport asked the Deutsche Institut für Wirtschaftsforschung (German Economic Research Institute) to draw up a report on the implications of the Rhine-Main-Danube canal for transport, the economy and the environment.

17. That is not to say that a project of this nature could not help to remove regional disparities at national level, which would be of interest to the Community, although not a matter of priority. Any report drawn up for the Community, while concentrating on the transport aspects, should therefore also cover the regional implications of the project.
18. The conclusion to be drawn from the above is that there could be no justification on regional policy grounds for any approach by the Commission to the Federal German Government.
19. Finally, the committee would like to emphasize that no conclusions regarding the value in economic and regional terms of the Rhine-Main-Danube canal to the Federal Republic of Germany and the Free State of Bavaria should be drawn from this opinion, as the committee has not dealt with that aspect of the matter.