

## ROADMAP

Title of the initiative: **Transport White Paper**

Expected date of adoption of the initiative: December 2010

### Initial IA screening & planning of further work

#### A. Context and problem definition

*What is the political context of the initiative? How does this initiative relate to past and possible future initiatives, and to other EU policies?*

Building on the 2001 Transport White Paper and its 2006 mid-term review, it is time to define a vision for the future of transport and a framework for policy action. The first 'milestone' in this exercise was reached with the Communication "A Sustainable Future for Transport", adopted by the Commission on 17th June 2009. The new White Paper will define a strategy and an action plan for transport policy over the next decade. It will contribute to the achievement of the EU 2020 strategy, in particular to the flagship actions "Innovation Union" and "Resource-efficient Europe".

The White Paper will be part of a wider reflection on how to reduce emissions in the 2050 horizon. It will be coordinated with a strategy to decarbonise the energy sector and with overall targets for the EU economy to determine in relation to international negotiations. The consistency of the three exercises is ensured by sharing common hypothesis (e.g. on macro-economic growth, ageing, international oil prices) and a common modelling framework (PRIMES).

*What are the main problems identified?*

- **Increasing environmental and GHG emissions:** Transport is a major source of local pollution and of GHG emissions. The overall increase in transport volumes has led to a continued increase in CO<sub>2</sub> emissions, and local pollution remains a source of major concern despite considerable improvement in recent years.
- **Insufficient completion of the internal transport market:** In the rail sector, market opening has only started, and competition in the open market segments remains limited. In road transport, cabotage is only allowed within strict limits, and national markets remain closed to competition. There is also ample scope for administrative simplification in terms of transport documentation and, in the maritime sector, customs formalities.
- **New threats for safety and security:** Despite significant improvement, road accidents, causing 39000 deaths per year, remain one of the great problems in transport. Legislation on safety and security needs to be constantly reviewed and updated.
- **Lack of coherent EU position in international negotiations and international organizations:** Despite an undisputed exclusive EU competence (*ERTA* and *Open Sky* jurisprudence), Member States still have many bilateral international agreements, and EU membership in specialised international organisations has not yet been achieved.

*Is EU action justified on grounds of subsidiarity?*

Transport is one of the EU's common policies since 1957. The internal transport market requires harmonized rules for market access, environmental and CO<sub>2</sub> emissions, safety,

security, and passenger rights. Divergent national rules or a different degree of enforcement on, for example, safety of vehicles, resting time of drivers, environmental standards could lead to a "race to the bottom" due to the high level of competition in the sector.

International coordination has a clear added value in respect to, for example, interoperability of equipment, management of international traffic flows, cross-border infrastructure links.

Finally, the EU intervention is required to arbitrate between the often diverging interests between central, peripheral and transit countries.

## **B. Objectives of EU initiative**

*What are the main policy objectives?*

The main objective is transport sustainability. This requires the progressive decarbonisation of the transport system, the removal of bottlenecks to competitiveness and the improvement of safety, security and working conditions.

In particular, the White Paper will tackle the following issues:

- The remaining obstacles to a fully open and integrated transport market (interoperability issues, single transport documents, market access for certain rail services, cabotage rules on the road, certification of equipment, ...)
- Lack of coherence in the design and funding of TEN-T networks (definition of a methodology to identify a core TEN network, revised funding strategy, funding of intermodal platforms, elimination of bottlenecks ...)
- Wrong economic incentives (incomplete internalisation of external costs, distortive taxation and subsidies)
- Market failures in the development of technologies for alternative fuels (setting of standards, funding of demonstration projects, creation of supportive infrastructure.
- Market failures in the development of traffic management technologies.
- Improvement of the safety of transport, particularly in roads (cross-border enforcement of infringements, training...)
- Improvement of the overall transport quality (passengers' rights, integrated ticketing, ...)
- Improvement of the transport workers' condition (working time Directive)

*Does the objective imply developing EU policy in new areas or of strategic importance?*

Transport policy can build on a broad existing *acquis*. The decarbonisation of transport is of strategic importance for the EU's credibility in climate action.

## **C. Options**

*What are the policy options? What legislative or 'soft law' instruments could be considered? Would any legislative initiatives go beyond routine up-date of existing legislation?*

Policy options will not be assessed with regard to specific measures; this will be done in the impact assessment of the individual initiatives.

The White Paper will rather assess the cumulated impact of the use of different policy instruments, such as market based instruments (internalisation of externalities, taxation); market-opening processes; infrastructure policy (TEN-T revision); funding and standards for technology.

*Does the action proposed in the options cut across several policy areas or impact on action taken/planned by other Commission departments?*

Yes. DGs concerned: ENER, CLIMA, ENV, ENTR, RTD, REGIO, EMPL, COMP, ECFIN, MARKT, TAXUD, BUDG, LS, SG.

*Explain how the options respect the proportionality principle*

The White paper will be limited in its content to defining EU-wide targets and identifying possible avenues for action. Targets will only be set for areas where common EU target is necessary, in particular for reducing CO2 emissions; roll-out of new technologies (in particular clean technologies and intelligent transport systems); degree of market opening. Common EU targets are needed to prevent distortions of competition.

#### **D. Initial assessment of impacts**

*What are the significant impacts likely to result from each policy option (cf. list of impacts in the impact assessment guidelines), even if these impacts would materialise only after subsequent Commission initiatives?*

A number of actions will have positive impacts on all aspects of sustainability. Improving mobility and fighting congestion calls for greater use of 'cleaner modes'. Better traffic management and lower speeds reduce congestion (economic problem), emissions (environmental problem) and accidents (social problem). Decarbonisation also means less dependence on increasingly expensive oil.

However, the more stringent are the objectives on decarbonisation, the more trade-offs will appear with regard to competitiveness, employment and cohesion.

*Could the options have impacts on the EU-Budget (above 5 Mio €) and/or should the IA also serve as the ex-ante evaluation, required by the Financial Regulation?*

Not directly. Specific actions will be further tested. Implications on the EU budget can be expected with the review of the TEN-T policy; however, the actual proposal will come at a later stage.

*Could the options have significant impacts on simplification/administrative burden or on relations with third countries?*

Not directly. Some of the measures proposed will have the purpose of simplifying the administrative requirements for transport companies, but this will again be further tested.

Indirectly, measures proposed in the White Paper might lead to greater cohesion between the EU and its neighbours.

Who is affected?

EU Member States, citizens and companies.

### **E. Planning of further impact assessment work**

*What information and data is already available? What further information needs to be gathered? How will this be done (e.g. internally or by an external contractor) and by when? What type and level of analysis will be carried out (cf. principle of proportionate analysis)?*

An internal interservice steering committee has been set up with the creation of four working subgroups looking at different (and complementary) aspects. All DGs concerned (see above) are participating in the discussion. A total of three meetings per subgroup is foreseen.

No additional external studies are planned at this stage. The initiative builds on the findings of previous steps in the exercise, notably the reflections carried out in preparation of the 2009 Communication on the Future of Transport.

Such a reflection has been articulated in four separate exercises: an evaluation study on the achievements of the Common Transport Policy with respect to the objectives of the White Paper and its mid-term review ([http://ec.europa.eu/transport/strategies/studies/doc/future\\_of\\_transport/20090908\\_common\\_transport\\_policy\\_final\\_report.pdf](http://ec.europa.eu/transport/strategies/studies/doc/future_of_transport/20090908_common_transport_policy_final_report.pdf)); the creation of three 'Focus Groups' on the determinants of transport activities and on the future challenges for the transport sector ([http://ec.europa.eu/transport/strategies/studies/doc/future\\_of\\_transport/2009\\_the\\_future\\_of\\_transport.pdf](http://ec.europa.eu/transport/strategies/studies/doc/future_of_transport/2009_the_future_of_transport.pdf)); a study – 'Transvisions' – aimed at identifying possible long-term scenarios for transport; and the consultation of stakeholders ([http://ec.europa.eu/transport/strategies/studies/doc/future\\_of\\_transport/2009\\_02\\_transvisions\\_report.pdf](http://ec.europa.eu/transport/strategies/studies/doc/future_of_transport/2009_02_transvisions_report.pdf)); and a study – 'Freightvision' (<http://www.freightvision.eu/>), developing a long-term vision and an action plan both for transport and technology policy in long-distance freight transport.

The modelling part of the exercise is currently ongoing.

*Which stakeholders & experts have been/will be consulted, how and at what stage?*

Two stakeholders' conferences took place in 2009, as well as an 8-week public consultation process on the 2009 Communication on the Future of Transport.

Another public consultation will run between mid June and mid August.