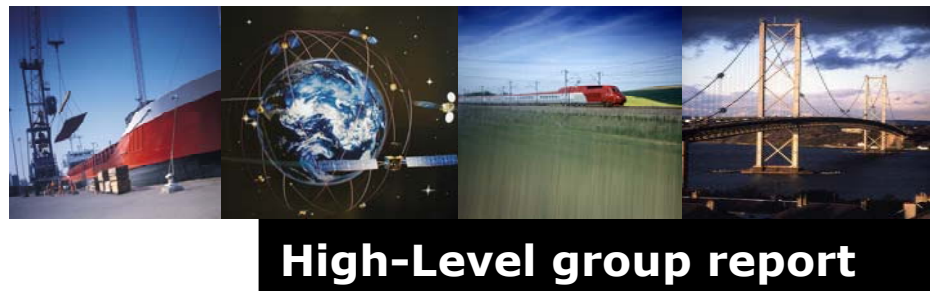




# Priority projects for the trans-European transport network up to 2020



On 30 June 2003, the High-Level Group on the trans-European transport (TEN-T) network published a report for the Vice-President of the Commission in charge of Transport and Energy, Loyola de Palacio. The Group was mandated by the Commission to identify by the summer of 2003 the priority projects of the trans-European transport network up to 2020 on the basis of proposals from the Member States and the acceding countries. The report identifies these priority infrastructure projects and issues a set of recommendations aimed at finding the necessary funding for their construction and co-ordinating investments in the TEN-T. As part of the TEN-T network, the new priority projects are essential for the competitiveness of the enlarged Union, the functioning of the internal market and to reinforce economic and social cohesion in the expanded Union.

## 1. What is the trans-European transport network?

The **trans-European transport network** (TEN-T) has a crucial role in securing the free movement of goods in the European Union. It carries about half of all freight and passengers. The **guidelines for the TEN-T** define the Union's priorities by attaching the network "label" to certain routes, so channelling EU financial support to projects with greater Community added value. While EU financial support from the TEN budget is somewhat limited -less than 10% in principle-, Cohesion Fund, ERDF plays an important role, as well as EIB and to some extent RTD funds-. The network serves as a reference framework for other Community legislation and promotes the economic, social and territorial cohesion of the Union. Some major projects are included in a list of **priority projects**. They only represent a part of the numerous projects of the TEN-T, however their selection from a wide-range of projects gives them a high profile making it possible to concentrate, attract and co-ordinate financial resources.

### The current TEN-T network in figures

- 75200 km of roads
- 78000 km of railtracks
- 330 airports
- 270 international sea ports
- 210 inland ports
- Traffic management systems, navigation and user information systems are also part of the TEN-T network

## 2. What is the High-Level Group on the trans-European transport network?

The last **guidelines for the TEN-T** network were established in 1996<sup>1</sup>. They need to be reviewed. As underlined in the 2001 White Paper on transport<sup>2</sup> they should be adapted to take into account a worrying increase in congestion due to the persistence of bottlenecks, missing links, a lack of interoperability, and the pressing need to promote a modal rebalancing. The prospect of enlargement to include 12 new countries accentuates the need for a new approach to preserve the competitiveness of the European economy and to guarantee a balanced and sustainable development of transport. Since then, the European Councils of Göteborg, Barcelona and Brussels have repeatedly called on the Community institutions to adopt revised guidelines by 2003 and new priority projects.

A first limited revision was proposed by the Commission in October 2001 and accepted, in its broad lines, by the European Parliament but is still pending an agreement within the Transport Council. Without waiting the final adoption of this first proposal, the Vice-President of the Commission in charge of Transport and Energy, **Loyola de Palacio**, decided to initiate a second step for a more profound revision of the guidelines for the TEN-T. In order to involve the States from the outset of this extensive exercise, given the important territorial and financial impacts of major infrastructure projects, a **High-Level Group on the TEN-T** has been set up by the Commission under the chairmanship of **Karel Van Miert**, former Commission Vice-President, previously responsible, in particular for transport policy. The Group was mandated to identify by the summer of 2003 the priority projects and horizontal issues key for the trans-European transport network up to 2020 on the basis of proposals from the Member States and the acceding countries.

The Group consisted of one representative from each Member State, one observer from each acceding country and an observer from the European Investment Bank. The Group met on 10 occasions between December 2002 and June 2003.

### List of members

Chairman	Mr. Karel <b>VAN MIERT</b> Former Vice-President of the Commission and Commissioner for transport
Austria	Mr. Gerold <b>ESTERMANN</b> Director of « Gesamtverkehrsmanagement, Logistik und Telematik », Bundesministerium für Verkehr, Innovation und Technologie
Belgium	Mr. Luc <b>MARECHAL</b> Chef de cabinet du Ministre de la mobilité et des transports
Denmark	Mr. Thomas <b>EGBEO</b> Permanent Secretary, Ministry of Transport
Germany	Deputy : Mr. Jörn <b>HOLDT</b> Mr. Ulrich <b>SCHÜLLER</b> Director of Grundsatzabteilung, Bundesministerium für Verkehr, Bau- und Wohnungswesen
Spain	Deputy : Mr. Jürgen <b>PAPAJEWSKI</b> D. Antonio <b>LOPEZ –CORRAL</b> Director General de Programación Económica
Finland	Ministerio de Fomento Mr. Juhani <b>TERVALA</b> Director of infrastructures, Ministry of Transport and Communication
France	Deputy : Mr. Juha <b>PARANTAINEN</b> Mr. Claude <b>MARTINAND</b> Vice Président du Conseil Général des Ponts et Chaussées, Ministère de l'équipement, des transports, du logement, du tourisme et de la mer
Greece	Mr. Yiannis <b>ROUBATIS</b> Former spokesman of government and former Member of European Parliament
Ireland	Deputy : Mr Christos <b>DIONELIS</b> Mr. Andrew <b>CULLEN</b> Director General Public Transport Planning and Investments, Department of Transport
Italy	Mr. Ercole <b>INCALZA</b> , Cabinet advisor to M. Lunardi Ministero delle Infrastrutture e dei Trasporti
Luxembourg	Mr. Paul <b>SCHMIT</b> Commissaire du gouvernement
Netherlands	Secrétaire général du Ministère des Transports Mrs. Dr. Neelie <b>KROES</b> Former Minister of Transport
Portugal	Deputy : Mr <b>GANS</b> Exmo Senhor Dr Romeu <b>REIS</b> Director do Gabinete para os Assuntos Europeus e Relações Externas-GAERE
Sweden	Mr. Jonas <b>BJELFVENSTAM</b> State Secretary, Ministry of Industry, Employment and Communications
United Kingdom	Deputy :Mr. Ulf <b>LUNDIN</b> Mr. Willy <b>RICKETT</b> Director General of Transport Strategy, Roads and Local Transport Deputy :David <b>Mc MILLAN</b> , John <b>STEVENS</b>

### Observers appointed by acceding countries and EIB

Bulgaria	Mr. Dimitar <b>ZOEV</b> Director Transport Policy, Infrastructure and Construction Directorate of the Ministry of Transport and Communications.
Czech Republic	Mr. Antonin <b>TESARIK</b> Ministry of Transport and Communications of the Czech Republic
Cyprus	Deputy : Mr Karel <b>STEINER</b> Mr. Symeon <b>MATSIS</b> Permanent Secretary, Ministry of Communication and Works
Estonia	Deputy : Mr. Iacovos <b>PAPADOPOULOS</b> Mr. Anti <b>MOPPEL</b> Head of Department of Development & Logistics
Hungary	Ministry of Economic Affairs and Communication Mr. Zoltan <b>KAZATSAY</b> Deputy State Secretary, Ministry of Economy and Transport.
Latvia	Mr. Vigo <b>LEGZDINS</b> State Secretary, Ministry of Transport of Latvia
Lithuania	Mr. Alminas <b>MACIULIS</b> State Secretary of the Lithuanian Ministry of Transport and Communications
Malta	Deputy :Mr. Albertas <b>ARUNA</b> Dr. Marc <b>BONELLO</b> Chairman Malta Maritime Authority
Poland	Ministry of Transport and Communication Mr. Sergiusz <b>NAJAR</b> Undersecretary of State, Ministry of Infrastructure
Romania	Mr. Sergiu <b>SECHELARIU</b> State Secretary Ministry of Transport
Slovakia	Deputy: Mrs. Virginia <b>TANASE</b> Mr. Branislav <b>OPATERNY</b> State Secretary of Ministry of Transport, Posts & Telecommunication
Slovenia	Deputy : Mr Rudolf <b>KORONTHALY</b> Mr. Boris <b>ZIVEC</b> State Secretary for Transport Policy, Ministry of Transport
EIB	M. Ewald <b>NOWOTNY</b> , Vice-President

<sup>1</sup> Decision 1692/96

<sup>2</sup> Published on 12 Sept 2001 and available for consultation at [http://europa.eu.int/comm/energy\\_transport/en/lb\\_en.html](http://europa.eu.int/comm/energy_transport/en/lb_en.html)



### 3. The Group's report

After having considered 100 projects submitted by Member States and acceding countries, the Group developed its own methodology and selected a restricted number of priority projects on the transport network of the expanded Union. The Group also studied the obstacles of a financial, legal and administrative nature to the implementation of these priority projects. Finally, the Group issued recommendations relating to the preparation of the next stages of the construction of the network.

#### 1. Implement new priority projects and better manage transport

##### Priority projects

The Group identified a set of new priorities and other important projects considered as crucial to facilitate transnational exchanges in a single internal market and to promote intermodality leading to a rebalancing of the territory of the enlarged Union.

It is important to underline the distinction between these priorities and eligibility for Community funding. Eligibility is specific to each financial instrument and will be considered on a case- by case basis. Numerous other projects not included in the Group's report are not less important and will be eligible for funding. Choices had to be made however.

The Group recommends that the Commission concentrates **on two main objectives** regarding priority projects: finishing by 2010 five of the fourteen priority projects identified by the Christophersen Group in 1994 and confirmed by the European Councils of Essen and Dublin and starting 22 new priority projects with a time horizon of 2020.

##### The selection method

All selected projects had to:

- be on a main trans-European axis of the enlarged Europe, taking in particular into account natural barriers, congestion problems or missing links
- have a European dimension and meeting a threshold of €500 million
- show potential economic viability, other socio-economic benefits and firm commitments from the concerned Member States to complete the project within an agreed timeframe.

Additional qualitative criteria were the following:

- the European value added of the project, in terms of importance for facilitating exchanges between Member States
- the strengthening of cohesion
- the contribution to the sustainable development of transport while tackling the problems of safety and of environmental protection and by promoting modal transfer.

##### The proposed lists of priority projects

The proposed priority projects are organised in a set of **4 lists**:

**List 0:** takes stock of the progress made as regards the current Essen projects. Lists projects which will be completed **before 2010**. The Group also agreed new timetables for remaining projects and integrated them together with their extensions in the territory of future Member States in new priority projects with a time horizon of 2020 (list 1).

**List 1: new priorities** which are clearly defined, have a high European value added, and are realistic as concerns financing and the possibility to start work on time. Important sections of six of the Essen projects have been integrated in these new priority projects. Countries gave firm commitments to begin work on all the sections of each one of these projects at the latest in 2010 to make them operational at the latest in 2020.

**List 2:** features projects with a particularly high European added value and which although for a **longer-term time horizon**, deserve special attention.

**List 3:** important projects for territorial **cohesion** contributing to the aims of economic and social cohesion.



**Finishing 5 of the Essen projects by 2010.** Certain priority projects are in the process of completion, their implementation is envisaged before 2007 in the majority of the cases. The Group recommends continuation of work on these priority projects according to the agreed timetables. These projects are listed in **list 0**.

**Starting 22 new priority projects in an expanded Union with a time horizon of 2020.** The lessons of the past and of the delays to the Essen projects have to be learnt. After having considered 100 projects, all but three delegations<sup>3</sup> agreed on new priority projects.

Some 18 of these projects can be expected to be operational by 2020, given commitments made by the States concerned. They can be found under **list 1**.

Some 4 less mature projects also present a high European value added. However the Group was not able to obtain from all countries concerned a commitment that construction would begin before 2010. These projects are included in **list 2**.

The Group finally considered a range of projects contributing to the aim of economic and social cohesion. The economic catching-up of numerous regions, in particular in the future new Member States, will depend on good access to the major European axes, efficient interconnections, and in particular good cross-border connections. Without prejudging the scope of Community financial instruments in the future, after 2006, only the most important projects could be selected from projects initially thought to be possibly priority projects. These projects are included in **list 3**.

### List 0

- 3 finished projects (Rail line Cork-Dublin-Belfast-Stranraer, Malpensa airport, Öresund fixed link)
- 5 projects to be completely finished by 2010 (Betuwe line, High-Speed train Paris-Brussels-Cologne-Amsterdam-London, Greek Motorways, UK/IRL/Benelux road link, West Coast Main Line)
- important sections of 6 projects which will be completed before 2010 (Berlin-Verona, Southern TGV, TGV East, Lyon-Torino-Trieste, Multimodal link Portugal/Spain/rest of Europe, Nordic triangle)

### List 1

1. Galileo
2. Eliminating bottlenecks on the Rhine-Main-Danube
3. Motorways of the Sea
4. Mixed railway line Lyon-Trieste/Koper-Ljubljana-Budapest
5. Mixed railway line Berlin-Verona-Napoli/Milan-Bologna
6. Mixed railway line Greek/Bulgarian border-Sofia-Budapest-Wien-Praha-Nürnberg
7. High Speed Railway lines, South-West
8. Mixed railway line Gdansk-Warszawa-Brno/Zilina
9. Mixed railway line Lyon/Genova-Basel-Duisburg-Rotterdam/Antwerp
10. Mixed railway line Paris-Strasbourg-Stuttgart-Wien-Bratislava
11. Interoperability of the high-speed rail network of the Iberian Peninsula
12. Multimodal links Ireland/UK/Continental Europe
13. Rail Road Bridge over the strait of Messina
14. Fixed link rail/road across the Fehmarn Belt
15. The Nordic Triangle
16. Multimodal connection Portugal/Spain with the rest of Europe
17. Motorway Greek/Bulgarian border -Sofia - Nadlac(Budapest)/(Constanta)
18. Motorway Gdansk -Katowice -Brno / Zilina -Wien

### List 2

1. New high-capacity railway crossing of the Pyrenees
2. Rail Baltica: Helsinki-Tallinn-Riga-Kaunas-Warszawa
3. Dedicated freight railway line Gdansk-Bydgoszcz-Katowice-Zwardon
4. Inland waterway Seine-Scheldt

### List 3

#### 1. Accessibility and interconnections of networks

- Multimodal logistic centres in Slawkow (Poland) with connections to the Russian gauge rail network
- Railway line Bari-Durres-Sofia-Varna/Bourgas (Black Sea)
- Railway line Napoli-Reggio Calabria - Palermo
- Road/Railway Corridor linking the West and Dublin
- Limassol port and road access
- Larnaka port and road access
- Ports of Valletta and Marsaxlokk
- Ionian/Adriatic intermodal Corridor
- Road Dover-Fishguard, (except M25)

#### 2. Cross-border connections

- Motorway Dresden/Nürnberg-Praha-Linz
- Railway line Praha/Linz
- Motorway Zilina - Bratislava- (Wien)
- Railway line Maribor-Graz
- Motorway (Ljubljana)-Maribor-Pince-Zamardi-(Budapest)
- Road permeability through the Pyrenees

<sup>3</sup> Belgium and Luxembourg wanted to add the High Speed Line between Brussels and Luxembourg in List 1 and Greece wanted to add the Ionian/Adriatic intermodal corridor in List 1 instead of List 3.

The Group also identified a number of connections with **third countries** which are of interest for the development of the European Union's external trade and in order to improve the transit conditions of some new Member States. Consequently, the Group recommends that they be developed, particularly with the help of structural financial instruments - in the case of sections within Union territory - or in the framework of transit or association agreements between the Community and the third countries concerned in the case of sections outside the Union.

### Priority measures to better manage transport

Apart from the selection of a restricted number of priority projects which will be outlined below, the Group identified horizontal priority measures that contribute to improving the organisation and the management of traffic. These include:

- **motorways of the sea** (priority project n° 3): motorway of the Baltic Sea, of Western Europe, of South-East Europe and of South-West Europe. To launch projects in practice, the Group suggests that current and future Member States submit to the Commission proposals for transnational projects before 2007.

- **transport management systems**: building an European rail network (making rail networks interoperable, dedicating part of the rail network to freight), integrating air traffic management, managing river traffic, watching maritime traffic and removing airport capacity constraints.

## 2. Facilitating the creation of the trans-European network

The priority projects selected by the Group represent funding estimated at around **235 billion €** between now and 2020, more than a 110 billion € of which for the Essen/Dublin projects still to be carried out. The total cost of the network (priority projects and other projects) is estimated at more than **600 billion €**. Investments needed to carry out the recommended priority projects represent on average **0.16% of GDP**, they are however key productive investments that will improve the potential for economic growth. Decision makers' attention needs in this context to be drawn to the incongruity in the long term between what is at stake in carrying out these projects and the constraints curbing public funding. This triggers some recommendations of the Group in terms of funding.

**Guaranteeing funding for priority projects.** The Community share in funding the construction of the TEN-T will be about 20 billion € between 2000 and 2006. The realisation of the TEN-T network risk remaining a dead letter if the European Community does not release new financial resources. Recommendations are the following:

- Budgetary authorities should set aside an appropriate allocation of funds for the period **2007-2013**. Funds will be incitative enough and concentrated on priority projects.
- **Increase the share of Community funding for cross-border projects.** The Group considers that a system permitting a greater modulation of the intervention rate depending on the benefits for other countries should be considered, in priority to increase support for cross-border projects. The Commission proposal to raise the share of the TEN budget for certain vital cross-border sections from 10% to **20%** is a minimum and should for instance be reexamined.
- The financing capacity of the **European Investment Bank** could be developed through various financial engineering techniques in particular by the creation of the new TEN investment facility up to a volume of 50 billion for cross-border projects allowing the granting of long term loans.
- **Public-private partnerships** should be promoted. An appropriate legal framework, particularly as regards concession rights and charging for infrastructure use, must be introduced at Community level. New guarantee mechanisms ought to be set up, such as in the context of a mutual risk fund, in order to cover, inter alia, the risks of delays or failures to complete certain sections which could jeopardise the viability of a project.

**Better co-ordination of projects.** Recommendations are the following:

- **Operational co-ordination** - not just financial - between the States concerned by projects needs to be strengthened and institutionalised. A **co-ordination team** under the auspices of the Community, headed by a **personality** recognised and accepted by all the States concerned, should be set up to spur on the achievement of projects on the major axes and to canvass private and institutional investors.
- **Common evaluation methods and joint procedures** for trans-national enquiries ought to be developed to avoid superimposing national procedures assessing the environmental and socio-economic impacts of a project. There should be the possibility for a given project of resorting to a **single enquiry** in the different States concerned.

### 3. Preparing the next stages in the construction of the network

The priority projects selected by the Group are those which contribute most to promoting transnational traffic on the major **trans-European axes** characterised by major flows unavoidable for geographical or economic reasons. The identification of these axes facilitates the ordering of priorities and consistency between the national plans. This initial identification should be completed by a **more detailed analysis of traffic flows in a Union of 27 countries** together with the definition of a **core network comprising these axes**. It will constitute an indispensable working tool for the follow-up of the recommended priority projects and the future revision of the list.

A **similar High Level group should be set up regularly**, taking care to synchronise this exercise with the periodic revision of the Community's financial perspectives, in order to assess the progress made with the priority projects and to consider the inclusion of new projects on the list or, where necessary, the removal from the list of some projects which have been held up for too long. The Group suggests that this exercise could be launched in **2010**.

This MEMO is prepared by the Information and Communication Unit of DG Energy and Transport. Do not hesitate to contact us for further information (tel +32 2 2968 042)

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