

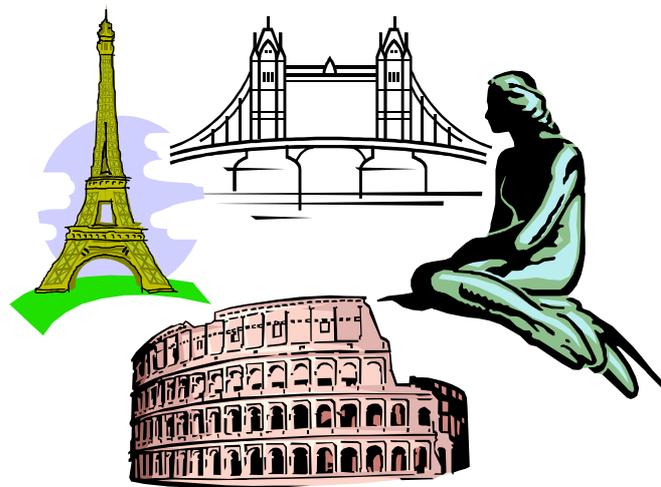
T&E

Europe's voice for sustainable transport

European Federation for Transport and Environment

Taking the bull by the horns

Urban transport in Europe



Seminar report

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Taking the bull by the horns: Urban transport in Europe

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This publication was compiled by Stephanos Anastasiadis on the basis of a T&E seminar on urban transport, held on 22 March 2002 in Brussels to coincide with the T&E members' Annual General Assembly.

Executive Summary

This is a report from the T&E seminar, "Taking the bull by the horns: What can Europe do about urban transport?"

The first section examines "The Problems." The damage which urban transport causes to the environment and society is well-known. For this reason the first section examines barriers to achieving sustainable urban transport, rather than making a traditional list of the problems. Lack of political commitment is singled out as the most important barrier.

Subsidiarity is one of the key issues facing European decision-making for urban transport. The second examines the basis of the subsidiarity principle, going into what subsidiarity means for urban transport in Europe, and looks at the political reality within which it is applied.

The "Realities across Europe" section looks briefly at three cities. In Tallinn EU money is being used to fund urban infrastructure; which, together with intensive marketing of the private car, is helping to cause a decline in public transport usage. Copenhagen and Vienna tried to emulate the other's success in promoting sustainable transport modes, but succeeded only in changing their relative share of cycling and public transport: nobody shifted out of their cars in either city, emphasising the importance of clarity on the end-goal.

The "Conclusion" talks of the need to mix measures. This mix must include:

- Transport pricing, with socially just use of revenues
- Investment in public transport
- Good land-use planning
- Shifting the focus from mobility provision to guaranteeing access
- Most importantly, a legislative framework is needed within which these changes can happen

The basic formula for sustainable urban transport in Europe is as follows: provide citizens with access to goods and services, while encouraging behaviour change by rewarding or punishing transport behaviour on the basis of its environmental, economic and social consequences. To implement this formula will take political will and good planning. The Commission cannot legislate on all of the above, but it cannot deny its responsibility to do more than simply promoting good practice.

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1. Introduction

Four out of five people in Europe live in cities. For them, urban transport systems are at once a source of opportunity – providing access to work and play – and a source of misery – affecting human health, damaging buildings and even splitting up communities. Urban transport features high on the list of subjects for debates in the local press and at dinner parties all across Europe. And yet, despite some significant steps forward in the recent past, notably in the field of air quality, urban transport continues to have significant problems¹. Why is this? What is preventing action? What can be done?

This short publication comes out of a seminar which T&E hosted on 22 March 2002 in Brussels: “Taking the bull by the horns: What should Europe do about urban transport?”. About 50 people from across Europe attended the seminar, which was designed to maximise discussion on the basis of a set of short expert presentations.

The seminar set out to provide participants with a good understanding of the issues in urban transport – particularly the complications in trying to make urban transport more sustainable – and to explore what initiatives would be possible at the European level to move urban transport towards sustainability.

The publication you are reading speaks to these questions. It is therefore unusual in being far shorter than most conference proceedings; the idea being to provide a reference document on urban transport rather than faithfully record the presentations and discussions. Similarly, it does not contain copies of speakers’ presentations: their key points are summed up in the text.

¹ Individual vehicles have become far less polluting since the 1970s. However, a medium size car built in 1970 used about 9l of petrol per 100km – about the same as today. CO2 emissions remain the largest unsolved problem.

2. The problems

Urban transport's problems are well-known. They include the impacts of air pollution on human health, and on the natural and built environments, the physical and mental effects of noise pollution, fragmenting of communities through their physical division, road deaths and injuries through crashes, economic problems caused by delays and congestion, and contributing to early deaths through promoting sedentary lifestyle².

It is also well-known that the present transport system is unsustainable, and that the urban transport framework, in particular, needs to change if transport is to operate on an environmentally sensible, economically sound and socially just basis. Decision-makers and politicians at the highest levels have been echoing this for some time³.

We even know more or less what the solutions should look like. Broadly speaking, we need packages of measures which combine structural changes and technical fixes – higher quality transport, and less of it. They need to encourage not only a switch away from the more polluting forms of transport; they also need to encourage a change in culture, where it becomes socially desirable to use less polluting transport modes.

We therefore already have a detailed analysis of the problems, good knowledge of what the solutions could look like and stated political will to make change. Yet change is happening slowly, and almost entirely in the field of technological improvements. There are significant barriers to change. The European Conference of Ministers of Transport (ECMT) spent three years investigating what they are and why they are difficult to overcome⁴.

Of all the barriers to change, the lack of political commitment received special attention throughout the seminar; particularly in the light of a

² The World Health Organisation reports that 20 minutes of active exercise to and from work each day halves lifetime risk of heart disease; the same risk reduction as not smoking (from research done for the transport section of the 3rd Ministerial Conference on Environment and Health, London 1999).

³ An example illustrates the strength of consensus at the highest political level: at their meeting in Luxembourg in October 1999, transport ministers adopted a strategy for integrating environmental concerns into EU transport policy, one of the first sectoral councils to do so. In June 2001, heads of government meeting in Gothenburg reviewed the strategy and strengthened it, calling for a significant decoupling of transport growth and economic growth.

⁴ See "Implementing sustainable urban travel policies," ECMT, Paris, 2002; ecmt.contact@oecd.org or www.oecd.org/cem.

presentation on behaviour (see below). It is related to many of the other problems. When the political will is lacking, the problems can be recognised, but are not deemed important enough – in practice – for there to be a real change in the systems in place. This is the situation in which we now find ourselves. But political will is, of course, not the only obstruction.

The ECMT research found ten barriers to creating sustainable urban transport systems. They are:

1. Lack of a national policy framework for sustainable urban travel
2. Poor policy integration and co-ordination
3. Inefficient or counterproductive institutional roles and procedures
4. Public, lobby and press resistance to policies
5. Unsupportive legal or regulatory framework
6. Weaknesses in the pricing/fiscal framework
7. Misguided financing and investment flows
8. Analytical obstacles
9. Poor data quality and quantity [this is a huge barrier to change, as often only poor data is available]
10. Wavering political commitment

Political commitment for change can arise only where there is clear perception of the need for change, and that it happen soon. This is not presently the case. While politicians have clearly adopted the correct language, they – and large parts of their electorate – have not yet internalised the pressing need for change towards a transport system which is more sustainable. Solving environmental problems is still seen as a luxury.

Research into transport behaviour indicates that people's perceptions of different forms of transport are a large part of the problem. For example, research at Lisbon university on the choice between car and public transport (primarily busses) shows that people see different modes differently. These perceptions of different modes of transport are often not consistent with observable fact, yet nevertheless influence people's actions vis-à-vis different transport modes. This reflects the situation in everyday life. For example, cigarettes are more threatening to individual human health than snakes or sharks, but they appear to be less dangerous as the effects are less immediate.

When evaluating public transport against the private car, an individual typically misjudges the experience of using a different mode of transport from what s/he uses. So for example, car-drivers tend to believe that commuters taking a bus find the experience far more stressful than they actually do (though it does tend to be more stressful than using a private

car); and those using the bus tend to think the car-driver is less stressed than s/he actually is. The perception of stress increases universally as congestion becomes worse, but private car-users consistently believe that public transport users are more stressed than they are, and public transport users that car-drivers are less stressed.

People use coping strategies to deal with stress. Unfortunately for those wishing to encourage more sustainable transport use, people find it easier to cope with stress when they are in a private car than in a bus. Public transport users therefore need to use comparatively more coping strategies to remain calm, though often they believe they do not need to cope with stress in congestion: coping strategies are often used at a pre-conscious level⁵. Coping takes up psychological energy, meaning that public transport users need to use more energy than private car users to maintain a similar level of calm.

Transport users who can afford to use either the private car or public transport find themselves on the horns of a dilemma when confronted with congestion: whether to take the private car and add to the congestion, but be less stressed, or to take public transport and be more stressed, but decrease congestion. People who can afford to choose typically opt for the private car. Given their perceptions, this is not surprising.

Other factors in choice of mode include

- Comfort: car-users see comfort as extremely important, public transport users less so
- Price: public transport users tend to be more sensitive to price than private car users
- Perception of time: those using collective transport over-estimate the amount of time they take to travel, feeling that their travel time is much higher than it actually is: this gives them a higher level of felt stress.
- Safety: most people think that public transport is less safe overall than private transport, though the reverse is actually true.

The most important factors in determining whether people will choose to use the bus are perceptions of stress and safety.

One other crucial factor is control. The quest for control, often equated with freedom, is one of the driving forces in contemporary society, and is a key component in people's attraction to the car. It is a pre-rational attraction, as public transport often in fact offers greater freedom in the city. This is

⁵ Meaning that people are not fully aware that they are employing coping strategies.

exploited by advertisers; for example by their placement of advertisements on bus-stop billboards, which specifically emphasise the sense of control that a private car gives.

Within the boundaries of their perceptions, people are typically acting entirely rationally in choosing to drive a private car instead of taking public transport. It is not surprising that people choose more polluting but apparently more hassle-free transport to get around the city. It is one of the factors which has undermined public transport specifically, and which prevents the build-up of enough political will to make real changes towards a system of sustainable transport. Politicians need to be brave to counteract received wisdom that a car is better.

This brings us back to the ECMT research that wavering political commitment is one of the hurdles to sustainable urban transport. Seen through the prism of transport psychological research, it is perhaps the most important barrier.

3. Subsidiarity and what's possible in EUrope

The European Commission has sole right of initiative in proposing legislation. When developing legislative proposals, it must do three things in addition to rooting the proposals in the Treaty:

- Identify the European interest
- Consult as widely as needed
- Respect subsidiarity

The commission defines subsidiarity as follows:

The subsidiarity principle is intended to ensure that decisions are taken as closely as possible to the citizen and that constant checks are made as to whether action at Community level is justified in the light of the possibilities available at national, regional or local level. Specifically, it is the principle whereby the Union does not take action (except in the areas which fall within its exclusive competence) unless it is more effective than action taken at national, regional or local level. It is closely bound up with the principles of proportionality and necessity, which require that any action by the Union should not go beyond what is necessary to achieve the objectives of the Treaty⁶.

Generally speaking, the Community has a clear competence to propose EU legislation on market-driven concerns and cross-border issues. For example, liberalisation of haulage companies; rail liberalisation; air quality standards; minimum standards for public service requirements and award of public service contracts in public transport; and driving hours. The Community also has competence on technical standards, as there would be chaos if the common market had 15 different sets of standards.

The Community does have the competence to provide frameworks for taxes and charges, but such decisions must be taken with unanimity in the Council, so progress is slow.

For obvious reasons, the Community has least scope to act in issues concerning only local people. These include, for example, decisions on

⁶ Glossary of EU terms on the Commission website:
<http://europa.eu.int/scadplus/leg/en/cig/g4000s.htm#s10>

specific urban spatial development; where to put bus lanes; and number of trips by foot. Local issues should clearly be decided locally.

Within these two extremes, the limits to Community competence under subsidiarity is up for debate, and subject to political discussion. In practice, the decision of whether or not to propose EU legislation or whether the principle of subsidiarity applies is a strongly political question. Some of the most heated discussions around EU legislation – in both its development and its modification stages – concern exactly this.

At present, the Community does not take a leading role in urban transport and there is a case for the argument that the Commission can and should do nothing other than fund good projects and support best practice. However, the Common Transport Policy White Paper⁷ does have a short section on urban transport, which Commission officials say means that the EU now considers urban transport as part of its transport policy; which could open a door for the Commission to become more involved in urban transport over time.

In addition, the Treaty provides for the Community to play a role in improving quality of life⁸. It therefore seems that the Commission does have the competence to use its right of initiative to propose frameworks for urban transport which would improve quality of life in urban areas through improving safety, much as the Community has acted on compulsory seatbelts and motorcycle helmets across the Union. An example would be to determine maximum urban speed limits, which would have the added advantage of reducing air pollution and congestion⁹.

The Community also has competence to provide legislative frameworks for urban transport when competition is at stake – particularly in border regions. For example, provision of parking spaces could easily be a competition issue: if one city does not provide free car parking for a business wishing to move there, the business can go to another city which does provide the

⁷ The Commission White Paper on the Future of the Common Transport Policy (CTP) was adopted in September 2001.

⁸ “The Community shall have as its task, by establishing a common market and an economic and monetary union and by implementing common policies or activities referred to in Articles 3 and 4, to promote throughout the Community ... the raising of the standard of living and quality of life.” (Treaty of European Union, as amended in Amsterdam, Article 2)

⁹ See “Lower urban speed limits: Better for citizens, better for the environment, better for all.” T&E 2001, <http://www.t-e.nu/Fact-sheets,%20responses,%20etc/11-00%20Lower%20%20urban%20speed%20limits.htm>

amenities¹⁰. There is thus an argument to justify the EU setting the framework: the details would then be up to the regions themselves.

On the other hand, it could be argued that cities should be free to decide the conditions under which they operate and that in a democratic process the will of the people affected by a decision is the highest arbiter and should be respected. This argument certainly has merit, and in a perfect world would be irrefutable. However, it ignores the very real pressures on decision-makers to provide short-term gains, particularly employment, possibly resulting in decisions which are not taken on the basis of full or even good knowledge. As a city representative pointed out, the desire to provide jobs will frequently override all other concerns.

While there is scope for argument over the principles behind subsidiarity, the present political reality speaks for itself.

Member-states are very nervous about allowing the Commission to set frameworks for urban transport; the reason they give is subsidiarity. It is already clear that general frameworks, such as the air quality daughter directives¹¹, will force cities and regions to take action; and that goes quite far enough for many member-states.

Subsidiarity is a complex issue, and it is no surprise that the Commission is typically hesitant to act, despite its obligations under the Treaty. Ultimately, the question of whether to take action at the European level, or whether subsidiarity is a reason for inaction, is a political one. As one Commission official put it, whether or not the Commission will take a particular action rather depends on the 'way the political wind is blowing.' As another

¹⁰ The point can be illustrated by referring to airport noise. The freight delivery company, TNT, used to be based at Cologne airport. When the authorities refused permission to TNT to expand its activities, the firm looked for another European base. Many airports competed to offer TNT the most favourable possible conditions. Monetary and legislative incentives were offered, the decisions being taken as quickly as possible to ensure attracting the putative benefits of TNT's business. The decisions were taken with short-term considerations in mind, and without a cost/benefit analysis. TNT moved to Liege airport in 1998. It was immediately evident that the noise costs were very high; and it has since emerged that the health costs from the extra noise pollution are far heavier for Liege than the economic gains. Regional authorities in Strasbourg resisted the temptation to jump at the short-term gains of allowing freight company DHL to operate at Strasbourg airport. Instead it commissioned a costs-benefits study, on the basis of which it refused access to DHL. (from: Noise in Europe (2000), an NGO community briefing: <http://www.t-e.nu/Fact-sheets,%20responses,%20etc/Noise%20briefing.pdf>)

¹¹ These come from the Framework directive on ambient air quality management and assessment (96/62/EC).

pointed out, subsidiarity is 'often used as a smokescreen,' a convenient way of avoiding politically difficult decisions.

This political reality makes the arguments about subsidiarity fade a little into the background. The Commission will not propose something for which the political will is lacking, meaning that it will not use its right of initiative to propose legislation which has direct bearing on urban transport. This is unlikely to change until the political wind changes.

No matter how desperately we need sustainable transport, and how much politicians acknowledge this, taking measures to reduce transport demand will take a degree of political courage.

4. Realities across Europe

There are some cities in Europe where public transport use is the norm, but this is unusual. In these cases, public transport has experienced strong investment and is of high quality. Elsewhere, public transport is in decline. Car-use is increasing across Europe and cycling and walking are receiving little attention.

For example, public transport in Tallinn has declined dramatically since the end of the Soviet regime, with decreasing investment into public transport services and intensive marketing of the private car¹². The heavy road-building, along the western European model, has not helped.

The EU is partly to blame in the way it provides infrastructure funding to candidate countries. For example, urban ring roads are included as part of the TINA network¹³. Yet up to 90% of traffic even on a bypass road is actually local traffic rather than bypass traffic, as private car owners prefer to use the ring road to cross the city. If funding is only directed to the TINA corridors, the likely result is that the funding of urban ring roads will help facilitate a process of automobile-dependent suburban sprawl and a decline in the modal share of urban public transit.

The picture is hardly better in existing EU member-states.

It is clear from all the evidence presented at the seminar that public transport is losing ground across Europe, except for where there has been a high degree of investment and the service is consequently perceived as simple, reliable, affordable, safe and comfortable. In fact, figures from the Commission indicate that the public perception of public transport's service is an all-or-nothing affair: market share is steadily decreasing in all places where there is not high investment and the people do not see it as a good service. Public transport tends to not regain customers who have moved over to the private car: once people have incorporated the car into their travel patterns, they tend to not change back to public transport.

Part of the problem lies in the approaches which cities take to move towards less polluting, more sustainable transport. For example, the cities of Copenhagen and Vienna have tried to learn from each other. Copenhagen

¹² Marketing has followed western European models, with the freedom and control of a car being emphasised. One advert cynically promotes a sports-utility vehicle as the best means to reach an uncrowded space to go walking. Public transport's modal share has collapsed from 60% to 10%.

¹³ TINA is the Transport Infrastructure Needs Assessment project.

saw that public transport had a high market share in Vienna, and wanted to learn from Vienna how to attract people to public transport. Vienna saw that cycling in Copenhagen had a high market share, and wanted to learn how Copenhagen had managed to attract cyclists.

Market share of transport modes in two European cities

	Bicycle	Public Transport	Private Car
Copenhagen	35%	20%	45%
Vienna	15%	40%	45%

The city authorities therefore sent fact-finding missions to each other's cities and set themselves targets. Copenhagen wanted to maintain the bicycle's modal share and increase public transport to 40%; while Vienna wanted to maintain public transport's modal share and increase cycling to 35%.

What happened in reality was that cyclists in Copenhagen started using public transport more and public transport users in Vienna started cycling more. People were not tempted out of their cars, so the number of people using their cars did not decrease in either city. The authorities' fixation on changing market share caused the end-goal, of less pollution, to be missed.

Despite tremendous improvements in vehicle technology, the problems caused by private car use in urban areas remains enormous. The solution therefore must lie with demand management approaches to encourage people out of their cars and into public transport and non-motorised transport modes; as well as reducing the need to travel through better land-use planning and greater provision of access.

There was general agreement at the seminar that unless authorities accept this and act accordingly, sustainable transport will remain a nice idea but fail to manifest in reality.

The role of the EU in promoting changes to patterns of transport behaviour is unclear. And yet the EU must have a role to play in at least some transport demand measures. This will be needed to set the framework within which cities and regions can make locally relevant transport policies which provide a high quality of life to all Europe's city-dwellers and do not run into competitiveness problems.

5. Conclusion: Mixing measures

Europe's cities are its lifeblood. They must be liveable and convivial if the 80% of Europeans who inhabit them are to flourish. We must be able to move around in our cities, to access the things we want and need. Unfortunately, the systems we developed in the course of the 20th century are now like a poison in our cities' veins.

The problems are well-known and the shape of the solutions is already coming into focus.

What can the EU do? The Common Transport Policy (CTP) white paper is the only current document which provides a frame for EU action in the field of urban transport¹⁴. The CTP stresses the importance of modal split; yet, as the example of Vienna and Copenhagen shows, targeting modal split will not lead to sustainable transport, and is unlikely to succeed, even on its own terms. Modal split is an indicator of sustainability, not an end in itself.

One likely part of the solution includes the application of pricing. Ken Livingstone, mayor of London, has announced plans for a congestion charge to enter London. It is due to start on 17 February 2003. While there are some reservations about such a simplistic system, it will be interesting to see what the scheme brings. Most importantly, he has shown the necessary political courage, balancing the perceived will of the people for inaction against their clearly expressed desire to inhabit more liveable cities.

Pricing is likely to be effective to some degree in changing people's behaviour. For example, it emerged after the seminar that the price of petrol has risen substantially in the Californian city of San Diego since the start of 2002. While T&E sees the price of petrol as a crude tool to control transport demand, preferring a more comprehensive pricing system, it is undeniable that more people there are now leaving their cars at home and taking the train to work; there is a direct correlation between the two¹⁵.

However, there is a real danger that pricing could prove to be socially unjust: the devil is in the details, and the weak point of pricing systems is the potential widening gap between the socially advantaged and the socially disadvantaged. The use to which pricing revenues is put is therefore of crucial importance, and care will be needed in the specific design of any pricing scheme. Livingstone's scheme will exclude certain persons from

¹⁴ Although the 6th Environmental Action Programme also contains references to urban transport.

¹⁵ BBC World Service news report, 13 May 2002, 8h00-9h00 news report (CET).

paying the charge and the estimated annual revenue of €300 million is likely to be used to improve public transport in London, as well as improving conditions for pedestrians and cyclists¹⁶.

Also, as indicated at the start, pricing alone will not unglue drivers from their private cars. It will take a wide-scale change in perceptions, encouraged by a real improvement in available options. Other solutions include good land-use planning, investment in public transport and infrastructure for cyclists and pedestrians, and a focus on providing access rather than mobility. These are all known. Most importantly, there needs to be a legislative framework within which all these changes are encouraged to happen. This can only happen across Europe, with at least some EU involvement.

Best practice is a powerful tool in convincing others to take the necessary steps. The Commission is involved in promoting best practice across Europe, and this is certainly to be encouraged. The Commission can, however, do more than it is presently doing to promote the development of sustainable transport systems.

Given the institutional barriers to change which local governments experience, and the temptation to delay action, the EU should provide the institutional framework across Europe. Challenging public perceptions is clearly something which has to be done at a local level, but it is well within the Commission's competence to set a broad framework which could aid this process. This will require the Commission to seize the nettle and act within its mandate.

This in turn requires groups working at the national level to pressurise their governments for change. Events until now have demonstrated that politicians will not take the brave steps necessary until they perceive public demand for it. It is an inescapable fact that Europe cannot dictate the change 'from above': though it has a crucial role to play, a greater amount of political will needs to be generated as well, and this has to happen at national level.

The Commission should in the meantime work towards the politically-agreed objective of integrating environmental concerns into transport policy. Much like the Strategic Environmental Assessment (SEA) Directive for infrastructure building, it could require that all transport-related policies should be evaluated against environmental outcome. Further, as the issue is sustainability broadly, investigating the likely social and economic impacts of transport decisions should also be mandated. This would reduce the

¹⁶ See the Mayor's website on the issue:
<http://www.london.gov.uk/approot/mayor/congest/congchg4.jsp>.

likelihood of decisions taken on narrow interest. The EU would be well within its rights to propose a quality of life evaluation, which would be perfectly in line with the SEA directive and the integration process.

The basic formula for providing sustainable urban transport is as follows: provide access to citizens while encouraging behaviour change by rewarding or punishing transport behaviour on the basis of its environmental, economic and social consequences. To implement it, however, will take political will and good planning.

General concluding remark: Why we held this seminar

Many of the health problems associated with vehicle emissions are declining. Yet transport's urban problems are far broader than simply vehicle emissions, and even emissions continue to be a problem. We are a long way from attaining sustainable transport. The reason for this is that the solutions which we have tried have been largely technical. The technological improvements have been real landmarks, but there is a ceiling to the effects which technological solutions can have.

Unfortunately, the framework for urban transport is working against sustainability and our efforts will be in vain unless the framework itself changes. How can we be sure that this is the case? The best scientific evidence available to us tells us that this is so – the European Environment Agency's TERM (Transport and Environment Reporting Mechanism) provides us with a series of high quality indicators which show that sustainability in transport is a long way off. Anecdotal evidence also provides a rich source of information¹⁷: it may not be scientifically rigorous, but together with the EEA research it provides a powerful picture.

The example of different approaches within psychology may illustrate the need for vision. Freud started his work by looking at an ill patient and devising a scheme of health from that; later, humanists like Carl Rogers started from a vision of a healthy person and worked backwards to see the problems. In transport and environment terms, it is worth remembering that our societies' transport patterns have been unsustainable for years. We therefore have difficulty in seeing a transport system from a healthy perspective. To find solutions we need to look beyond our present systems, to where we would like to be, rather than to where we think it is possible to be and be guided by that vision. It is of course imperative to be pragmatic, but the guiding vision needs to be a real vision, otherwise the exercise will never lift us out of our present unsustainable patterns.

Our systems and the level of pollution which we experience have become normalised: we get used to anything. This prevents us from seeing the problems which we need to overcome. It is all too easy to surrender to the

¹⁷ For example, it is common to hear people say how much they wish they could take public transport to work rather than drive, but that they have no choice, as there is either no public transport near where they live, or it is too unreliable or too expensive. This is partly a problem of perception, but also indicates a system presently working against the interests of public transport.

fallacy of restricted alternatives; it is the job of NGOs to play a prophetic role, trumpeting problems and suggesting new visions on the basis of good, scientific knowledge. It is precisely because the problems of urban transport are not going away, and precisely because conventional wisdom says that we cannot do anything about it, that we decided to hold an event on the topic of urban transport.

List of participants

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ANNEX 2: SEMINAR PROGRAMME

Taking the bull by the horns: what should Europe do about urban transport?

T&E Seminar, 22 March 2002

Citadines Hotel, 61-63 Ave de la Toison d'Or, BRUSSELS

9:30 Welcome address

Mr. Matthias Zimmermann (T&E)

Session 1

9:45 – 12:30 SETTING THE SCENE: POLICIES AND ACTIVITIES ON URBAN TRANSPORT IN EUROPE

Chair: Mr. Matthias Zimmermann

9.45 Why it's difficult to change: The unsustainable patterns of European urban transport

Ms. Mary Crass (European Conference of Ministers of Transport, ECMT)
Prof. José Palma (Quercus)

10.30 The thorny question of subsidiarity

Mr. Malcolm Fergusson (Institute for European Environmental Policy, IEEP)

10.50 What can Europe's regions learn from each other?

Ms. Mari Jüssi (Estonian Green Movement)
Ms. Ulla Rasmussen (Verkehrsclub Österreich)

11.10 Coffee

Session 1 continues

11.25 What does public transport mean for access?

Representative (International Public Transport Union, UITP)

11.55 What the Commission plans to do on urban transport

Mr. Marcel Rommerts (European Commission, DG TREN)
Dr. Günther Hörmandinger (Commission, DG Environment)

12.30 Buffet LUNCH

Session 2

13:30 – 16:00 HOW CAN URBAN TRANSPORT BECOME SUSTAINABLE: POSSIBLE SOLUTIONS

Chair: Prof. José Palma

13.30 Introduction: Sustainability requires a combination of approaches

Mr. Christoph Erdmenger, (Verkehrsclub Deutschland, VCD)
Representative, ACCESS, (Eurocities for a New Mobility Culture)

14.00 Prioritising non-motorised transport, public transport, car-sharing

Ms Marie-Caroline Coppieters (European Cyclists' Federation)
Mr. Matthias Zimmermann (T&E)

14.45 Legal and planning measures: safety, land-use planning

Ms Carla de Vries (European Commission, DG TREN)
Mr. Jörg Thiemann-Linden (VCD)

15.30 Financial tools: parking, pricing

Mr Frazer Goodwin (T&E)

16.15 Coffee

16.30 CONCLUDING SESSION: ACCESS IS THE KEY

Ms. Beatrice Schell (T&E)

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Since 1999

1999

- T&E 99/1 Memorandum to the German Presidency
- T&E 99/2 Road Fuel and Vehicles taxation in Light of EU Enlargement
- T&E 99/3 Response to the Commission report on the implementation of the Trans-European Transport Network Guidelines and Priorities for the Future
- T&E 99/4 Response to the European Commission White Paper on Fair Payment for Infrastructure Use
- T&E 99/5 Response to the Commission Report on the Common Transport Policy - Perspectives for the Future
- T&E 99/6 Electronic Kilometre Charging for Heavy Goods Vehicles in Europe (€15)
- T&E 99/7 Economic Instruments for Reducing Emissions from Sea Transport
- T&E 99/8 Controlling Traffic Pollution and the Auto-Oil Programme (€15)
- T&E 99/9 Getting more for less: An alternative assessment of the NEC Directive
- T&E 99/10 Aviation and its Impact on the Environment (€15)

2000

- T&E 00/1 The Drive for Less Fuel: Will the Motor Industry be able to Honour its Commitment to the European Union? (€5)
- T&E 00/2 Memorandum to the French Presidency
- T&E 00/3 Conference Proceedings: T&E conference on transport, enlargement and the environment
- T&E 00/4 Bringing the Eurovignette into the electronic age: The need to change Directive 1999/62/EC to allow kilometre charging for heavy goods vehicles
- T&E 00/5 Memorandum to the Swedish Presidency
- T&E 00/6 Transport, Infrastructure and the Economy: Why new roads can harm the economy, local employment, and offer bad value to European tax payers. (€20)
- T&E 00/7 Sustainable Freight Transport – Conference report

2001

- T&E 01/1 Transport *can* drive climate change reductions: Seminar report
- T&E 01/2 Memorandum to the Belgian Presidency
- T&E 01/3 Cleaner Fuels and Lower Sulphur: A position paper on the revision of Directive 98/70/EC.
- T&E 01/4 Conference Proceedings: European conference “Opportunities of the rail infrastructure package for a sustainable freight transport ”
- T&E 01/5 Response to the European Commission White Paper on the Common Transport Policy
- T&E 01/6 Memorandum to the Spanish Presidency

2002

- T&E 02/1 Transport and the economy: The myths and the facts
- T&E 02/2 Taking the bull by the horns: Urban transport in Europe

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About this paper

Four out of five people in Europe live in cities. For them, urban transport systems are at once a source of opportunity – providing access to work and play – and a source of misery – affecting human health, damaging buildings and even splitting up communities. Urban transport features high on the list of subjects for debates in the local press and at dinner parties all across Europe. And yet, despite some significant steps forward in the recent past, notably in the field of air quality, urban transport continues to have significant problems. Why is this? What is preventing action? What can be done?

This short publication comes out of a seminar which T&E hosted on 22 March 2002 in Brussels: “Taking the bull by the horns: What should Europe do about urban transport?”. The seminar set out to provide participants with a good understanding of the issues in urban transport – particularly the complications in trying to make urban transport more sustainable – and to explore what initiatives would be possible at the European level to move urban transport towards sustainability.

This publication speaks to these questions. It is therefore far shorter than most conference proceedings; the idea being to provide a reference document on urban transport rather than faithfully record the presentations and discussions: key points are summed up in the text.

About T&E

The European Federation for Transport and Environment (T&E) is Europe's principal non-governmental organisation campaigning on a Europe-wide level for an environmentally responsible approach to transport.

The Federation was founded in 1989 as a European umbrella for organisations working in this field. At present T&E has 41 member organisations covering 21 countries. The members are mostly national organisations, including public transport users' groups, environmental organisations and European environmental transport associations ('Verkehrsclubs'). These organisations in all have several million individual members. Several transnational organisations are associated members.

T&E closely monitors developments in European transport policy and submits responses on all major papers and proposals from the European Commission. T&E frequently publishes reports on important issues in the field of transport and the environment, and also carries out research projects.

The list of T&E publications in the annex provides a picture of recent T&E activities. More information about T&E can be found on the web-site: <http://www.t-e.nu>. This includes a comprehensive list of all publications and position papers, and free access to the T&E Bulletin and news releases.

A full list of T&E's members is available online, including links to their websites.