

Memorandum to the Swedish Presidency



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1. Introduction – A chance to redirect transport and the environment

In the first half of the year 2001 the EU agenda offers the Swedish Presidency a unique opportunity to redirect EU transport policy into line with other EU policy areas.

In particular the revision of the programme implementing the Common Transport Policy, the review of the Trans-European Transport Networks (TEN-T) guidelines, and ongoing efforts to make transport pricing fairer and more efficient. The end of the Swedish presidency will also be the first occasion Heads of Government and State to review the progress achieved in integrating environmental considerations into sectoral policies, including transport.

Historically there has been tension between different elements of EU policy, in particular with respect to transport and environment, tensions that the Court has had to resolve on occasion. The mutually supportive nature of the issues due to be considered next year, however, offers the Swedish government the opportunity to establish a new EU transport policy framework free of any such tensions.

This paper will begin by outlining the general principles within which the Presidency should work in order to achieve this new transport framework. These principles will come from the Treaty, international declarations and standing commitments of the Swedish government and so should present a coherent framework acceptable to the Presidency.

It is important that a strong consensus among experts has emerged on the need to alter transport policy to support sustainable development. The paper outlines an approach that will allow consistency with the principles of sustainable development for the numerous individual transport related dossiers. This report also outlines how this approach is relevant to the Swedish government's priorities including examples of the kinds of events that the Presidency could consider hosting.

2. Key Principles

2.1 Introduction

In our memorandum to the French Presidency we outlined the principles of sustainable development and how transport policy needs to reflect these principles. Whilst the principles themselves have remained unchanged, there has in the intervening period been progress on how they may be applied to the transport sector.

This memorandum to the Swedish presidency will, therefore, reiterate the principles of sustainable development from the last memorandum, detail the recent progress on their application to the transport sector, and then elaborate how this work can be applied to the Swedish presidency's contribution to transport policy. The reason why this repetition is necessary is that the consensus that has developed among experts is now so strong, altering transport policy to aid sustainable development is no longer the preserve of environmental activists, it is the mainstream. Policy makers need to realise that those who seek to maintain the status quo are rather extreme compared to this consensus. In short the time for concerted action has arrived.

2.2 The emergence of Sustainable Development

The general principles of sustainable development derive from the realisation that increasing human welfare need not lead to environmental degradation. Indeed the twin goals of increased welfare and development on the one hand and environmental protection on the other can be mutually supportive. **However, for this synergy to be realised the three pillars of sustainable development, economic, social and environmental, need to have equal weight.**

A series of principles allied to the principle of equity within and between generations underpin sustainable development. The polluter pays principle, the precautionary principle are the two most important of these.

The polluter pays principle is merely an extension to the accepted legal principle that anyone causing damage is liable for reparations. The polluter pays principle is an application of this principle of liability from law. The precautionary principle ensures that the burden of proof regarding the safety of any process or product lies with its advocates.

Sustainable development as a concept has thus evolved into the understanding that social, economic and environmental policies form three pillars that together target the objectives of sustainable development. These objectives are equity within and between generations and the application of the polluter pays and precautionary principles.

However, it has proven more difficult to apply, in terms of practical policies, the principles of sustainable development than achieve agreement on the principles themselves. Gaining future political agreement on policies will depend on elaborating policies that respect each of the pillars of sustainable development: the social, economic and environmental.

2.3 Applying Sustainable Development to transport – a growing consensus

Applying sustainable development to various sectoral policies has been a great challenge. At Rio this challenge was confronted by the production of Agenda 21. However, despite the wide coverage of the forty chapters of agenda 21, there was no chapter on transport. The principles of sustainable transport have to a great extent, therefore emerged in the period since the 1992 UNCED.

At a meeting in Vancouver in 1996 Transport minister of the OECD first attempted to apply the principles of sustainable development to transport. They noted that the

current transportation system is not on a sustainable path. Our admirable achievements in terms of mobility have come at some considerable environmental as well as social and economic cost. The challenge now is to find ways of meeting our transportation needs that are environmentally sound, socially equitable and economically viable. Accessibility, not mobility, is the issue.

The minister outlined a series of nine principles which would be required for sustainable transport. These principles addressed: Access, Equity, Individual and Community Responsibility, Health and Safety, Education and Public Participation, Integrated Planning, Land and Resource Use, Pollution Prevention, and Economic well-being.

These principles were a foundation upon which two important declarations were built that re-affirmed European Transport Ministers commitment to sustainable development in general and sustainable transport in particular. In 1997 in Helsinki, transport ministers agreed at the 3rd Pan-European Transport Conference to a set of principles for sustainable transport. A key development in this agreement was the primacy given to the need to make the polluter pay alongside the recognition that for transport this requires that the current external costs of transport be internalised into its prices.

Taking a step further, later in 1997 Transport Ministers met at the United Nations Regional Conference on Transport and Environment in Vienna where they not only agreed to a declaration re-affirming their commitment to sustainable transport, but also to a programme of joint action. This programme of joint action, whilst non-binding, is an indication of the importance which transport ministers attached to redirecting transport policies towards sustainability.

One of the actions in the Vienna programme of joint action related to the importance of health impacts of transport and the role that integration with health as well as environmental policies played in defining sustainable transport. The lead actor identified to advance this aspect was the World Health Organisation (WHO); and this mandate allowed the WHO to include transport in their 3rd Regional Conference on Environment and Health in London in 1999.

The Charter on Transport, Environment and Health that was agreed at this meeting marks a watershed in the understanding of transport's contribution to sustainable development. Not only can transport policies be altered so that the negative impacts of transport on health can be avoided (lower pollution or accident levels for example), but that transport could have a positive health benefit. Walking and cycling as opposed to car dependency increased life chances by increasing general fitness.

Recently the OECD has detailed how the principles of sustainable development can be coherently applied to transport. The environmentally sustainable transport (EST) project, envisioned and quantified it in terms of six internationally agreed standards for ecosystem and human health. They focused on ensuring dramatic reductions in the impacts of transport over a 30 year (one generation) time frame whilst achieving the same amount of access that transport would provide on a business as usual approach.

At the EST conference in Vienna in October 2000 guidelines for EST were agreed and the results of the EST project presented. Sweden was one of the nine countries that assisted this project with the elaboration of six case studies. To accompany the guidelines a synthesis report was produced by the project alongside a compilation of best practice for EST. The EST guidelines agreed are:

- Guideline 1. Develop a long-term vision of a desirable transport future** that is sustainable for environment and health and provides the benefits of mobility and access.
- Guideline 2. Assess long-term transport trends, considering all aspects of transport**, their health and environmental impacts, and the economic and social implications of continuing with 'business as usual'.
- Guideline 3. Define health and environmental quality objectives** based on health and environmental criteria, standards, and sustainability requirements.
- Guideline 4. Set quantified, sector-specific targets** derived from the environmental and health quality objectives, and set target dates and milestones.
- Guideline 5. Identify strategies to achieve EST** and combinations of measures to ensure technological enhancement and changes in transport activity.
- Guideline 6. Assess the social and economic implications of the vision**, and ensure that they are consistent with social and economic sustainability.
- Guideline 7. Construct packages of measures and instruments** for reaching the milestones and targets of EST. Highlight 'win-win' strategies incorporating, in particular, technology policy, infrastructure investment, pricing, transport demand and traffic management, improvement of public transport, and encouragement of walking and cycling; capture synergies (e.g., those contributing to improved road safety) and avoid counteracting effects among instruments.
- Guideline 8. Develop an implementation plan** that involves the well-phased application of packages of instruments capable of achieving EST taking into account local, regional, and national circumstances. Set a clear timetable and assign responsibilities for implementation. Assess whether proposed policies, plans, and programmes contribute to or counteract EST in transport and associated sectors using tools such as Strategic Environmental Assessment (SEA).
- Guideline 9. Set provisions for monitoring implementation and for public reporting on the EST strategy**; use consistent, well-defined sustainable transport indicators to communicate the results; ensure follow-up action to adapt the strategy according to inputs received and new scientific evidence.
- Guideline 10. Build broad support and co-operation for implementing EST**; involve concerned parties, ensure their active support and commitment, and enable broad public participation; raise public awareness and provide education programmes. Ensure that all actions are consistent with global responsibility for sustainable development.

There is indeed now a widespread consensus among both transport and environment experts over the nature of sustainable development and the resulting need for transport policy to change. The focus should be on access to goods and services not mobility, and there needs to be a large reduction in the impacts transport has on human and ecosystem health.

2.4 Applying the consensus to EU transport policy

By the time the Amsterdam Treaty was negotiated the principles of sustainable development were sufficiently developed to allow its inclusion in the Treaty: "environmental protection requirements must be integrated into the definition and implementation of Community policies and activities"... "in particular with a view to promoting sustainable development" (Article 6).

The Swedish Government were instrumental in establishing a Community process to ensure that this environmental integration may be achieved. At the Luxembourg summit in December 1997 the Swedish delegation queried what was being undertaken to ensure application of the integration requirements of the Amsterdam Treaty. This led the Heads of Government and Heads of State to request the Commission to examine how this question could best be resolved.

In April 1998 the Commission adopted a Communication on?. This enabled the Heads of State and Heads of Government at Cardiff in June 1998 to launch a process of integrating environmental considerations into sectoral Community policies. This has been known as the "Cardiff process" as a result.

To-date an assessment of nine sectoral policy areas has taken place. The transport councils integration strategy was adopted in Luxembourg on the 10th of October 1999. At their summit in Helsinki the Heads of Government and State welcomed this strategy. In order to enable an evaluation of the success of this strategy the Helsinki conclusions also elaborated a timetable for further action; the Gothenburg summit will be the end of the first assessment period.

The adoption of the transport integration strategy was aided by input from a Joint Expert Working group of the Commission. This is an advisory body jointly chaired by DG Environment and DG TREN and composed of experts from the transport and environment ministries of the Member States. In September this group submitted a series of reports re-affirming the expert consensus on the sustainable development priorities for transport.

Of key significance from the work of this group is their call for the establishment of sectoral targets to achieve environmental objectives. They point out that such sectoral targets have been at least implied in the past within policy processes such as the Auto Oil Programme. Thus they call for decisive political action from both the Council and the Parliament so as to establish such sectoral targets for transport.

This call for sectoral target comes from the very experts that should advise the Council when it makes such decisions. The fact that these experts call on the politicians to undertake this step highlights the degree to which the political decision makers are out of line with expert opinion.

With the review of the Common Transport Policy and the first evaluation of the integration strategy the Swedish presidency has the opportunity to grant the political mandate for action the experts are seeking. As initiators of the integration process, the Swedes are therefore in the position of viewing in their first presidency some of the fruits of the approach they have brought to EU membership. They should ensure that the revision of the framework for Community transport policy under their presidency builds upon this initial success and delivers a coherent and sustainable transport policy.

3. Specific Dossiers

As the Swedish Government establishes the priority issues for the agenda during its Presidency there are two distinct kinds of dossiers: those which are currently part way through the legislative adoptive procedures and those for which such discussions are yet to commence, including those due to emerge from the Commission during the presidency.

It used to be the case that there was little pressure or incentive for presidencies to complete the work initiated by their predecessors. This led to legislative delays in the EU. Since the Amsterdam entry into force, the situation has somewhat changed. The troika system ensures a degree of continuity between successive presidencies and the legislative timetable laid down in the Amsterdam Treaty demands much more efficiency in the later stages of the process. Where the presidency has an opportunity to make its mark is, therefore, more and more in connection with the choice of *new* issues it brings to discussions, as well as its success in *completing* those for which discussions were underway as it took up the EU reigns. Each presidency also benefits more and more from co-operating actively with the other institutions of the European Union, i.e. the Parliament and the Commission.

The emerging issues can thus make the difference for any presidency. It is therefore a big opportunity for the Swedish Government that a number of key initiatives are due to be presented to the French under their presidency have been delayed until their presidency.

This Memorandum will address first these emerging issues. Thereafter, the paper will make a review of the ongoing dossiers and the opportunities therein for the presidency to take the lead.

3.1 Emerging Issues

3.1.1. The Common Transport Policy

During the Swedish Presidency there are a few new transport policy initiatives due to be adopted by the Commission that could contribute to a new more sustainable set of European transport policies.

The most important of these is the Commission review of the programmes necessary to apply the **Common Transport Policy**. This review will need to reflect the changes to the Treaty that have occurred since the programme implementing the Common Transport Policy was last reviewed.

In particular the Treaty now requires *as an objective of the Union* a high degree of protection for the environment and human health. It also requires that environmental considerations be integrated into all policy areas with a view to sustainable development. Indeed this particular revision to the Treaty has required that the EU develop specific strategies for sectoral policy areas, such as transport, to ensure that these new Treaty requirements are met. The strategy for the transport sector was adopted by the transport Council on the 6th of October 1999 and welcomed by the EU heads of government at their summit in Helsinki in December 1999.

The Swedish presidency must work with the Commission to ensure that the

communication adopted by the Commission outlines a framework for the common transport policy contributing to the implementation of the transport integration strategy. This would require that the initiatives the Council invited the Commission to adopt in the strategy (Paragraph 20) be included within the new framework proposed for the CTP.

Moreover it would also require that the review of the CTP recognise that “*an indefinite continuation of current trends in the growth of private and commercial road transport and aviation is unsustainable in relation to environmental impacts at local, regional and global level*” (paragraph 6 of the Transport Councils integration strategy).

Moreover, the Presidency should ensure that its response to this Communication further promotes the adoption of policies necessary for sustainable transport in the EU. This is vital because the approach that has been adopted thus far has been one that merely mitigates against transports negative impacts, rather than one that aims to transform the social, economic and environmental performance of the sector. Concerns over the need to address the fundamental driving forces for transport were stated in the Integration Strategy adopted by the Transport Council in 1999. The objectives that were agreed in this integration strategy should form the basis for the objectives of the new programme to implement the common transport policy:

10. With the overall aim of promoting sustainable development of transport, the Council basically believes that long term environmental concerns such as climate change, decrease in biodiversity, use of energy and other resources as well as the degradation of the quality of our living environment, including human health impacts, should play a role equal to other concerns, such as economic and social factors, when formulating future transport policy.

11. It is necessary to ensure that economic growth can continue without necessarily entailing traffic growth with an increase in the negative effects of transport. At the same time, it is also necessary to facilitate the efficient functioning of the transport system as a whole and to provide equitable access to transport services.

The Council also went on to recognise the targets and objectives that already exist on a Community level and that give guidance to the different strategies on transport growth and on the environment.

This point was highlighted as important by the Joint Expert Group in their report on Transport and Environment. Establishing sectoral targets within the context of the revision of the CTP was one of their key recommendations. This group, it must be recalled are the same experts that would advise the decision making process in the Council. The fact that they feel it necessary to highlight the need for greater political leadership is significant indeed. It is not just environmental activists that wish to see sectoral targets, but the mainstream of expert opinion.

We recommend to the Swedish presidency that the revision of the Common transport policy defines sustainable development as the principle objective of transport policy and that this is supported by clear sectoral targets to achieve agreed social, economic and environmental objectives.

3.1.2 Integrating environment into sectoral EU policies

Since the adoption of the transport integration strategy a clear consensus has emerged among experts on the need to advance the process. The OECDs project on Environmentally Sustainable Transport (EST) and the Joint Expert Group's reports are the most tangible evidence of this consensus. What is notable is that there is disconnect between the experts views, the political direction given to the integration process, and the political progress made thus far.

The need for a shift in transport policy to reflect the priorities of sustainable development including sectoral targets is accepted by the expert community within the EU and beyond. At the same time the integration process itself is the product of political commitment towards sustainable development and environmental protection at the highest level. Heads of State and Government have been the driving political force behind the process from Luxembourg in 1997 to Helsinki in 1999 via Cardiff in 1998.

With such political weight behind the process and the opinions of experts within the issue, one would have expected rather more from the Transport Ministers themselves. The Swedish presidency must ensure that the integration report from the transport Council to the Gothenburg summit reflects the need for additional efforts from the transport sector

However, transport ministers have consistently been rather good at learning the words of integration and environmental protection but rather poor at implementation. The Gothenburg summit should therefore send a strong political message from the highest political level to all the under-performing sectors, transport included, on the need for action.

The leaders must INSTRUCT their Ministers to:

- **adopt sectoral targets as recommended by the OECD EST and the Joint Expert Group;**
- **strongly support the TERM report work of the EEA, and measure progress to their targets with it;**
- **recognise the need to de-couple transport growth from economic growth;**
- **implement the strategy in their decision making.**

3.1.3 The Sixth Environmental Action Programme

The 6th Environmental Action Programme will be proposed by the Commission during the Swedish Presidency. In response to this communication the Swedish Presidency should ensure that the Sixth Environmental Action Programme (6th EAP) is one based on striving to attain environmental objectives and targets for the next ten years and beyond. This will require that the 6th EAP specifies not only broad and long term objectives, but relates these targets to the individual actions likely to secure their attainment.

Since adoption of the current fifth Environmental Action Programme (5th EAP), the Treaty has been significantly strengthened with regard to Community environmental objectives. The targets and objectives of the 5th EAP are, therefore, minimum standards upon which to base the targets and objectives of the 6th EAP. However, many of the 5th EAP targets and objectives are long term in their outlook, and so the Swedish Presidency must ensure that the targets and objectives of the 6th EAP

establish some challenging but realist milestones towards the long-term objectives of the 5th EAP.

Moreover the Swedish Presidency should also ensure that each of the sections defining actions in the 5th EAP also stipulate objectives and targets the Community will have for these actions under the 6th EAP.

Evidently there is a possible synergy for the Swedish Presidency to strongly link discussions on the 6th EAP with the entire review of the integration strategy at the Gothenburg Summit. The Swedish Presidency thus has an opportunity to invigorate Community environmental policy with a strong mandate from the highest political level.

3.1.4. Clean and Safe Urban Transport

Urban transport is another new dossier in the transport arena of the Commission initiatives due during the Swedish presidency. The Swedish presidency will see the adoption of a Green Paper on the topic of **Clean Urban Transport**. Indications are that this Green Paper will outline the actions that need to be taken by various tiers of decision makers to clean up Europe's urban transport. This means that the Green Paper will address all relevant actors from local authorities through national administrations to European institutions. The Swedish Presidency should ensure that all of these relevant actors are brought into the debate so as to ensure that the Green paper produces effective results.

During 2001 the Commission should also adopt a Communication on a third action programme on road transport. This is because the current Programme only covers the period until the end of 2001. The communication - *Promoting road safety in the European Union* - outlined a three pronged approach to road safety; information, accident prevention, and damage limitation. The Swedish Presidency could aid the Commissions preparation of the third programme if it used the discussions on the Clean Urban Transport Green Paper to highlight what the major obstacles to progress now are.

At the same time the Commission is also due to adopt a series of specific proposals addressing improvements to road safety. These include amendments to Directives on driving licences, driver training, and speed limiters for heavy vehicles.

This coincides with the Swedish presidential priority for transport safety improvements. Sweden is the only Member State to have accepted the zero vision for road traffic deaths. So far progress to this admirable goal has been patchy. Nevertheless Sweden has a far better record than most other Member States. Sweden should use the opportunity of the discussion on the clean urban transport to highlight the area that has proved of real assistance across the EU in lowering road traffic accidents and deaths – speed limits. This measure has multiple benefits, not just reductions in traffic accident and deaths. Lower emissions result in lowered maximum speeds – even in urban areas. Lower speeds mean lower noise, an important issue across the EU. Lower maximum speeds also mean improved traffic flow and improved fuel economy leading to lower CO2 emissions.

We recommend that the Swedish presidency should facilitate the future adoption of EU wide mandatory 30 km/hour urban speed limits as well as reductions in speed limits in general and an improved enforcement of existing limits.

We further recommend that new and costly research programmes not be brought forward. The Swedish Presidency should focus on applying the research results we have at our disposal, rather than embarking on further time consuming work. For example as more than 50% of motorised trips are less than 5 km the Presidency should urge strong political commitment to favour cycling.

3.1.5. Trans-European Transport Networks

One further initiative due from the Commission is a proposal to revise the guidelines for implementing the **Trans-European Transport Networks** (TEN-Ts). When these guidelines were first elaborated strategic environmental assessment was in its infancy, especially as related to corridor assessments needed for TEN-Ts. The guidelines called on the Commission to develop the necessary methodologies and over the intervening time progress has been made. It is expected that the Commission will therefore revise the section on the guidelines on the Strategic Environmental Assessment (SEA, Article 8) in light of the research results it has at its disposal. The TEN-T guidelines also need to be revised in such a way that the provisions of public participation in the Aarhus Convention are incorporated.

Furthermore, during the same period, an extensive review has been undertaken by the UK government Scientific Advisory Committee on Trunk Road Assessment (SACTRA). The conclusions of this report (*Transport and the Economy*- UK-DETR August 1999) have large-scale implications for the way in which transport infrastructure projects, such as TEN-Ts, are assessed.

The SACTRA report calls for a far more comprehensive approach to assessment, one that has the ability to determine the true benefits and costs of initiatives such as TEN-Ts. As far as possible, the Swedish Presidency must ensure that these conclusions, are applied to the assessment of TEN-Ts. Indeed, given the large amount of funds due to be committed to these initiatives, it would be a derogation of financial responsibility if the EU institutions ignored them.

For example one conclusion of the SACTRA report was the need for a standard economic appraisal to be developed and applied to transport infrastructure decision making. At present there is no agreed methodology to apply such an assessment to the TENs. The Swedish Presidency should ensure that the work it undertakes towards common position on the TEN guidelines includes provision for the development of such a methodology - in the same way that the existing guidelines facilitated development of Strategic Environmental Assessment of the TENs.

More details on the SACTRA report and its potential application to European policies is available in a new T&E report (T&E 00/06).

The Swedish presidency should ensure that the TEN guidelines include provision for a methodology to be developed for a standard comprehensive economic appraisal of the TENs to be developed.

The Swedish Presidency could also ensure that this redirection of priorities towards greater cost effectiveness should also be taken up by those financing large transport infrastructure projects. Multi-lateral development banks such as the European Investment Bank and the European Bank for Reconstruction and Development need to be brought into line with **all** the policies of their member governments, more effectively than has been the case in the past.

3.2 Ongoing Dossiers

Of the ongoing dossiers, the two that are of greatest importance are the continuation of CoP6 of the climate convention and the enlargement negotiations. Other important ongoing issues include: the fuel price and taxation rate debate, the national emissions ceilings directive/ozone daughter directive, auto-oil / fuel quality. Lastly, this paper will mention two other on-going dossiers, aviation and freight traffic.

3.2.1. Climate Change and COP6

The sixth conference of the parties to the UNFCCC was due to be completed during the French Presidency. The failure to reach agreement at The Hague is potentially serious in the ongoing fight against climate change. The Swedish presidency must ensure that the EU resist the undermining of the Kyoto protocol sought by others, notably the USA. However, the EU also need to reflect on how best a truly global consensus can be built rather than only focussing on negotiations with the US. The ongoing CoP6 negotiations should, under the Swedish presidency seek to find this consensus with openly stated medium and long-term objectives, and clearly identified policies and measures – especially if a more globally representative alliance is able to further isolate the US negotiating position.

The European Commission has initiated the European Climate Change Programme, which identifies policies and measures to deal with CO₂ from the transport sector.

The approach taken in the working group for transport is very disappointing. Transport has failed to decouple from economic growth; this is the reason why transport GHG emissions are set to be so problematic. Transport policy has continuously ignored this driving force of un-sustainability. To highlight this, the growth in CO₂ just from 1990 from road transport is 24% by 2010.

The Swedish Presidency should ensure that the Community approach to climate change and the related emissions from transport reflect the Joint Expert Group report, rather than the timid political commitment shown by transport ministers and the Commission ECCP programme thus far.

We recommend that the Swedish Presidency should urge the Commission and the Member States to envisage additional areas for common or co-ordinated action, to pursue sectoral targets, and decide on competence, and to move ahead with implementation following the European climate change programme.

3.2.2. Enlargement

Enlargement of the EU to the East is now seen as a central and urgent priority for the EU and the Swedish Presidency, to ensure both economic prosperity and political stability. This process is having, and will continue to have, important repercussions for future transport and environment policy in an enlarged EU.

In the integration adopted by transport ministers, the development of less damaging transport modes for accession states was seen to be particularly important, and the Council noted that 'the allocation of funds to applicant countries could be linked, where

possible, to the development of such modes.' This is an important proposal, but the use of the word 'could' rather than 'should' indicates a significant degree of uncertainty on the Council's part.

The Council strategy also called upon the Commission to report on the SEA of TEN-T in 2001, and on the Transport Investment Needs Assessment (TINA) network in the year 2000. It is significant that the latter requirement did not refer specifically to SEA, reflecting a lack of progress on environmental evaluation of TINA.

In spite of general policy statements, then, there are still clearly deficiencies in the ways in which environmental issues are being addressed in CEE, and on the priority given to environment generally in the EU enlargement process. This is clearly inconsistent with Council of Ministers' requirement that environmental considerations should be integrated 'from the outset' in transport policy in CEE, and urgent action is needed to redress this deficiency.

Equally, it should be stressed that national governments in CEE tend to favour highly visible prestige projects such as new motorways over cheaper and potentially more productive local measures. All accession countries already show a similar pattern of priority given to road construction to that which can be seen historically in the EU, while existing public transport systems fall into decline.

It is also important that the Swedish Presidency works with all funding agencies in order to co-ordinate and review their activities, so as to reconsider whether large scale transport infrastructure constitutes the most productive and cost-effective means available to encourage economic development. It is also necessary to ensure that funding for new infrastructure of this sort does not 'crowd out' other more sustainable expenditure, either in transport provision or elsewhere.

In spite of the remaining difficulties, the current situation in terms of transport provision in CEE still gives the EU an unrivalled opportunity to promote more sustainable development in the future - but not unless current priorities are reviewed and transformed across the board rather than in a piecemeal way, and as a matter of urgency.

The European Spatial Development Perspective (ESDP) objectives are to bring EU spatial development in line with the social, economic and environmental principles of the EU. "This means... reconciling the social and economic claims for spatial development with the area's ecological and cultural functions and hence contributing to a sustainable, and at larger scale, balanced territorial development". This is particularly relevant for the transport sector as projects such as the Trans-European Networks develop.

Spatial development policies and urban development measures have a role to play in influencing the behaviour of local business and the population in order to improve the possibilities for a shift from road traffic to the environmentally friendly transport modes, local public transport, cycling and walking. A multitude of different initiatives are also required in long-distance traffic, in particular by increasing the shift to rail, inland waterways and coastal and maritime transport. (ESDP European Spatial Development Perspective, Towards Balanced and Sustainable Development of the Territory of the European Union, agreed at the Informal Council of Ministers responsible for Spatial Planning in Potsdam, May 1999, published by the European Commission).

When revising the TENs and applying the ISPA funds to the TINA processes it is therefore important to involve the actors who play a role in the ESDP.

[More detailed information on enlargement issues can be found in the T&E Background Paper for the Conference on Transport and EU Enlargement. See <http://www.t-e.nu>.]

3.2.3 Transport Pricing

According to the Council Integration Strategy the Commission should continue its “**work on transport pricing in order to elaborate proposals for the next steps by the middle of year 2000**”. Such an item was, however, not part of the Commission’s work programme in 2000. Moreover the events surrounding the protests against fuel prices rises in general and taxes in particular have been held as strong reasons not to progress with the internalisation agenda. Furthermore the IGC conclusions in Nice included a block on any move away from unanimity on any tax proposals.

Progress on developing a pricing system that would be fairer for all, more economically efficient and result in lower environmental and social damage thus appear to have been momentarily halted. Yet many of the fuel price protests were motivated by anger arising from the unfair competition produced by the current patchwork of transport and fuel taxes, not just their level.

The Swedish Government have, meanwhile been at the forefront of using fiscal approaches to improving sectoral environmental performance, including in transport and fuel taxes. The Swedish presidency needs to make sure that the internalisation agenda of the Community is set back on track and the lessons they have learnt disseminated.

It is important that the Swedish Presidency remind the Commission of the timetable for internalising external costs elaborated in the White Paper on Fair Payment for Infrastructure Use (1998). They also need to be reminded of the central importance this will play in integrating environmental considerations into transport policies.

Given the current climate against Community-wide instruments establishing rates for taxation, the focus should be on framework instruments that enable Member States to set rates, but that offer the opportunity of providing level competitive playing fields within a fair and efficient overall structure. An example of such an instrument is an amendment to the Eurovignette Directive, to allow for electronic km charges. This would enable Member States to set their own km charge rates, but within a Community framework; a km charge in place of a portion of fuel taxes and circulation taxes also has the advantage of applying the principle of territoriality – the charge would be levied where the vehicle is driven and not where it or the driver is registered nor where it filled up with fuel.

The first such scheme in Europe will commence with the start of the Swedish Presidency – outside the EU, in Switzerland.

The Swedish Presidency need to ensure that the EU takes a more proactive role in this issue so that it does not continue to only respond to fuel price protestors or policy events outside its borders. This they can best achieve within the context of the discussions on the CTP and / or the integration strategy.

3.2.4. Noise

More than half the Union's citizens are regularly exposed to an unacceptable level of noise, and WHO reports that more than 30% of EU citizens are exposed to levels of noise which disturb sleep. Noise has three important effects: increased risk of mental health problems; affected performance in cognitive tasks; and decreased ability in children to comprehend, concentrate and assimilate, with young children in the process of acquiring language particularly at risk. The two factors together result in the problem not being dealt with ambitiously enough.

Product standards are important but are insufficient to tackle the problem. The logical next step is for the Commission to propose ambient noise limits across the EU. Setting good ambient limits to protect Europe's citizens equally, along the lines of the successful air quality framework Directive, is in this case, therefore, the correct approach. Member-States have shown themselves unable to take appropriate steps on noise reduction, as the case of airport noise shows. Sweden therefore has the chance to take the leadership on an issue which is highly relevant for Europe's citizens.

Sweden should invite the Commission to develop as soon as possible a framework Directive on ambient noise limits which has adequate scope and which sets appropriate limits, informed by both WHO guidelines and the Commission's expert noise working group. This should be complemented with individual Daughter Directives.

3.2.5. Auto Oil/Fuel Quality

The Commission should adopt a Proposal at the start of the Swedish Presidency following completion of the Auto Oil II Programme and fuel sulphur review. It is unclear at this stage how comprehensive this proposal will be, but at a minimum it will contain a completion of the fuel quality standards applicable in 2005. Currently only the benzene and sulphur content of fuels have been set in the 2005 fuel quality standards. The other fuel quality parameters will have to be set on the basis of the results of the Auto Oil Programme. Indeed, the current Directive (1998/70/EC) **requires** the Commission to adopt such a proposal¹.

However, since the adoption of the first Auto Oil Directives, there has been an increasing awareness among Member States of the importance of fuels with sulphur levels lower than that specified by the Directive. This has resulted in the Commission undertaking a review of sulphur levels that has included all stakeholders.

Sweden has promoted the uptake of low sulphur fuels with the use of fiscal incentives. As other Member States will be unwilling to follow this approach, and Sweden is one of the delegations against moving to QMV on such measures, the Swedish Presidency should following adoption of the proposal by the Commission work towards high mandatory standards for the EU. This will help to ensure that the quality of motor fuels is high enough to meet the Member States legal requirements under the Air Quality Directives, and contribute to the marketing of more fuel efficient vehicle technologies.

¹ Article 9 of the Directive stipulates the Review process - Directive 98/70/EC of the European Parliament and of the Council of 13 October 1998 relating to the quality of petrol and diesel fuels and amending Council Directive 93/12/EEC. *Official Journal L 350*, 28/12/1998 p. 0058 – 0068.

At the same time the Swedish Presidency should take time to re-examine the entire results of the Auto Oil Programme, especially within the context of the 6th Environmental Action Programme. The multi-stakeholder approach that has been taken to this comprehensive review of how best to reduce the environmental and health impact of the road transport sector could form a particularly important input to the debates on urban transport. An important result of the Auto Oil Programme are the analytical tools it developed and neither these nor the results should be jettisoned following adoption of Commission proposals. For if they are a great deal of Member State expertise, stakeholder resources and tax payers money will have been wasted.

3.2.6. National Emissions Ceilings (NECs) / Ozone Daughter Directive

A first reading of this dossier in the European Parliament has supported the proposal of the European Commission. The Council has however backed away from measures that go further than the Gothenburg Protocol to the Geneva Convention on Long Range Trans Boundary Air Pollution.

However the lack of ambition for real improvements in this Protocol was so great that Environment Commissioner Margot Wallström refused to attend this signing ceremony in her home Member State. We believe that even the Commission proposal is rather unambitious, particularly when the effects of compliance with the Kyoto Protocol are taken into account.

Here is a situation where the EU Member States are substantially at odds with their stance on climate change for two reasons. Firstly some of the pollutant emission ceilings Member States wish to see established are actually higher than “business as usual”. They are unwilling to make small concessions in order to achieve an improvement in the region’s environment, in the same way they castigate the US for not making similar concessions for the global environment. Secondly the emissions of pollution covered by the NEC directive (nitrogen oxides, ammonia, sulphur dioxide, and volatile organic compounds) are largely related to the overall energy used in the economy, and thus the emissions of the green house gas CO₂. Indeed many of the measures mooted to be necessary to stem the emissions of green house gases will have the effect of reducing the NEC pollutants as well.

T&E, along with the European Environmental Bureau and the Swedish NGO Secretariat on Acid Rain, has commissioned independent research into how much further pollutants could be reduced under energy scenarios that respect climate change goals.

The paper published, “Getting More for Less” (available on <http://www.t-e.nu>) utilised the same models that both the Commission and the UN-ECE use to assess costs, effects, and emissions reductions. It found that by using the same policies Member States will largely implement to achieve their Kyoto commitments – a mixture of energy efficiency improvements, better technology, and fuel switching – the ambition levels of NECs could be increased whilst the costs associated with implementation could fall.

T&E urges the Swedish Presidency to press for resolution of this dossier that accounts for compliance with the Kyoto Protocol, and that places due consideration on human health.

Given the current trends in greenhouse gas emissions, the credibility of the EU at large, and its Member State governments, are being questioned by the wider international community as regards compliance to the Kyoto Protocol. To base a regional measure on emissions of other pollutants assuming non-compliance with the Kyoto Protocol can thus do great harm to EU credibility on the international stage.

More worryingly, doing so little makes no sense either for environmental objectives nor health protection concerns. Indeed, the Gothenburg Protocol sends a worrying message to EU citizens on the value their governments attach to their health. The high mortality levels associated with ozone pollution episodes should not merely be of concern to governments during summer months. Strong policy action is required, which includes going beyond the Commission proposals for NECs and Ozone Daughter Directives.

Fortunately the Swedish Presidency will finalise this dossier. This should harness Sweden's emotional attachment to the fight against acidification and regional pollution to ensure that the first Swedish Presidency of the EU goes further than the UN-ECE protocol concluded in Sweden.

We urge the Swedish presidency to attempt to stimulate the other Member States to enhance commitments under this dossier and go substantially beyond the Gothenburg Protocol.

3.2.7. Aviation

Aviation has multiple effects on the environment, be it locally, through noise and air pollution, or globally, through its climate change effects. As a global industry, the sector of aviation is regulated globally, and so are its environmental effects. In many cases this means, however, that much lower environmental standards and almost no regulatory measures are being put in place. The environment is in this context being sacrificed for the sake of a faster and more globalised industry.

Throughout the centuries and in its most recent past, Europe has shown that it thinks differently from other parts of the world. While the accepted rule outside of Europe is that of globalisation, Europe - and its regions - is trying to hang onto its cultural, social and environmental differences. Europe, therefore, needs policies that take into account these differences; and needs therefore its own environmental standards and policies for aviation.

In light of the principles mentioned in the introduction to this paper, it is unacceptable that an industry with such a high impact on the environment (noise, air pollution, climate change) should not pay its share for the environmental damage it causes: the price of which is currently borne by the whole society.

Global measures, such as market-based instrument that are currently under discussion in the International Civil Aviation Organisation (ICAO) would constitute one good first step. However, since there is no global appropriate political leadership, the solution has to be found within the EU itself. The EU member states and the community as a whole will attend the tri-annual meeting of the environmental Committee of the International Civil Aviation Organisation (ICAO) during the Swedish presidency. Important decisions will come out of this meeting, which will lead to more or less effective recommendations for the ICAO assembly - due to take place towards the end

of the year. At this meeting, the EU as a whole, and Sweden in particular, have a chance to put forward effective proposals for dealing with aviation's environmental effects. If the EU member states do not have firm positions at this meeting, it will be even more difficult to achieve substantial steps during the assembly, which will be attended by some 180 world-states.

We recommend to the Swedish presidency to take strong leadership in CAEP5 on behalf of the European Union and to propose as a near term measure the introduction of an aviation charge, for developed countries in the first instance.

On noise, bearing in mind that the European Union's citizens have special needs given the density of our continent, Sweden should recommend that chapter 4 stringency should be strongly reinforced and chapter 5 standards should already start to be developed. More generally, the EU under the Swedish presidency should request from CAEP the development of a long-term environmental strategy.

3.2.8. Road to rail – towards sustainable freight

The Transport Council integration strategy demands the promotion of inter-modal and combined transport, and of environmentally less harmful modes like railways, inland waterways and maritime transport (Paragraph 16b). T&E is currently undertaking a multi-year project on this issue of modal shift in the freight sector.

This project stems from the realisation that despite an agreement in principle to shift European freight transport from road to rail, practical realisation of this has proven difficult to achieve. Railways have consistently lost market share in goods transport since the 1970s, a trend that has not significantly changed despite good intentions from governments. Nevertheless, an increase in the environmental and economic efficiency of freight transport is needed more than ever, an improvement that could be promoted by modal shift, from road to rail for example.

Following the adoption of the "rail package" the Swedish Presidency should actively pursue completion of a policy framework that will give the rail sector a level playing field with other modes to allow rail to apply its new competitive structure. For example, with regard to the revision of the TEN guidelines, the emphasis should be put on rail infrastructure including terminals and facilities for inter-modal transport road/rail (including bicycle transport facilities) but also port/rail. The importance of a sound balance of road and rail infrastructure investments is even more important in the framework of the enlargement discussion, which is covered by TINA. The improvement of railways infrastructure from and to the accession countries must be treated with high priority in order to stop the continuous decline of goods railways transport from and to these countries.

Quite early in the Swedish Presidency, the Parliament is expected to adopt their second reading on the directive on the interoperability of the trans-European conventional rail system. If the Parliaments decision does not correspond with the Councils position, the Swedish Presidency could be confronted with a conciliation procedure. **In that case, T&E urges the Swedish Presidency to lead the conciliation procedure as soon as possible and to ensure the momentum for a efficient railway sector is maintained.**

Finally, initiatives towards fair and efficient pricing should allow for higher charge levels in sensitive areas and should be applicable to all roads and not only on motorways and high class roads. **T&E recommends that the Swedish Presidency should proactively propose an amendment of the Eurovignette directive (EC 1999/62) to allow the introduction of sensible kilometre charging schemes for heavy goods vehicles in Europe. The timing is especially reasonable early 2001 after the adoption of the Costa report on transport infrastructure charging by the European Parliament**

4. Conclusion

T&E has tried with this Memorandum to tackle some of the most important issues in EU transport and environment policies; and to point out where it thinks that the Swedish Presidency can make a difference.

In this context, it is however, very important for the Swedish Presidency to develop a vision and apply sustainable development systematically to its first Presidency. It was the Swedes that began the process of integrating environmental considerations into all EU policies with a view to sustainable development with their initiative at the Luxembourg summit. They now have the opportunity to build on this success by ensuring implementation of the strategies developed.

We have tried to outline very briefly in this Memorandum where we think that the Swedish Presidency can ally with the Commission and its President, and the other institutions and develop the vision that is clearly needed in the EU.

T&E PUBLICATIONS

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- T&E 92/6 Making Fuel Go Further - a critical evaluation of different political instruments for improving the fuel efficiency of new cars and other light vehicles
- T&E 92/7 External Costs of Air Pollution - the case of European transport

1993

- T&E 93/1 Damage Costs of Air Pollution - A survey of existing estimates
- T&E 93/2 Marginal and average costs of reducing nitrogen oxides and sulphur dioxide emissions in Europe
- T&E 93/4 Wanted: a European policy for transport and environment. A response to the Commissions White Paper "The Future Development of the Common Transport Policy"
- T&E 93/5 Taxation and Infrastructure Costs of Heavy Goods Transport
- T&E 93/6 Getting the Prices Right. A European Scheme for Making Transport Pay its True Costs (220 p.) (€40)
- T&E 93/7 Getting the Prices Right. A European Scheme for Making Transport Pay its True Costs, short version (30 p)
- T&E 93/8 External Benefits of Transport?
- T&E 93/12 Pour la vérité des coûts - un modèle Européen pour la couverture par les différents modes de transport de l'intégralité de leur coûts (final report of "Internalising Social Costs of Transport"; short version)
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- T&E 95/8 To Clear the Air over Europe - a critical examination of the present guidelines and standards for air quality, with proposals for their revisions
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- T&E 96/10 The Greening of Freight Transport in Norway - Background report of the project "The Greening to the project The Greening of Freight Transport"
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- T&E 96/12 The Greening of Freight Transport in Europe - final report
- T&E 96/13 Response to the European Commission's Auto-oil Proposals

1997

- T&E 97/1 Memorandum on transport and environment to the Council of Ministers and the Dutch Presidency
- T&E 97/2 Reducing Cars' Thirst for Fuel - position paper on reducing CO2 emissions from passenger cars
- T&E 97/3 Towards more sensible decision-making on infrastructure building
- T&E 97/4 Updated response to the EU's Auto-Oil Programme
- T&E 97/5 Memorandum on Transport and Environment to the Council of Ministers and the UK Presidency
- T&E 97/6 Response to the European Commission's Acidification Strategy (joint paper with EEB and Swedish NGO Secretariat on Acid Rain)
- T&E 97/7 Traffic, air pollution and health

1998

- T&E 98/1 Sustainable Aviation - The need for a European environmental aviation charge
- T&E 98/2 Transport and climate change (see T&E 00/1)
- T&E 98/3 Cycle Beating and the EU Test Cycle for Cars
- T&E 98/4 Comments on the Consultation Paper on Air Transport and Environment

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- T&E 99/1 Memorandum to the German Presidency
- T&E 99/2 Road Fuel and Vehicles taxation in Light of EU Enlargement
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- T&E 99/3 Response to the Commission report on the on the implementation of the Trans-European Transport Network Guidelines and Priorities for the Future
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- T&E 99/10 Aviation and its Impact on the Environment (€15)

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- 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 (forthcoming)
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About this paper

“Sustainable development” needs to be the keyword for European transport policy. This means that the goals of European transport policy should be the social, economic and environmental objectives inherent in sustainable development.

The Commission’s work programme for 2001 – a review of the programme implementing the Common Transport Policy, adoption of a Green Paper on clean urban transport, revision of the transport TEN guidelines proposal for a sixth environmental action programme, finalisation of the European Climate Change Programme, along with the first review of the strategy to integrate environmental considerations into all Community policies, together offer the Swedish Presidency an unrivalled opportunity to work towards sustainable transport in Europe.

T&E has tried with this Memorandum to tackle some of the most important issues in EU transport and environment policies; and to point out where it thinks that the Swedish Presidency can make a difference. This includes a series of concrete recommendations that together provide a coherent vision that is desperately needed in the EU for a transport policy that will be sustainable.

About T&E

The European Federation for Transport and Environment (T&E) is Europe's primary 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 37 member organisations covering 20 countries. The members are mostly national organisations, including public transport users' groups, environmental organisations and the 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 can be found on the T&E web-site: <http://www.t-e.eu>

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