

T&E

Europe's voice for sustainable transport

European Federation for Transport and Environment

Memorandum to the Danish Presidency



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T&E Memorandum to the Danish Presidency

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Bd de Waterloo 34, B-1000, Brussels, Belgium

Tel: +32-2-502 9909 / Fax: +32-2-502 9908 / info@t-e.nu / <http://www.t-e.nu>

This Memorandum was prepared by the T&E Secretariat in Brussels

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RECOMMENDATIONS

- **Concerning the Transport Infrastructure Needs Assessment process (TINA), Denmark should press for environmentally friendly funding schemes that reach beyond the standards of the current Instrument for Structural Pre-accession Aid (ISPA).**
- **The Danish presidency should now ensure that transport ministers and the Commission give up their hesitance on the implementation of SEA and follow the Parliaments lead. SEA methods need to be applied to all network extensions. These clear application guidelines will also help the TENs contribute to the CTP objectives, including those relating to modal shift.**
- **We urge the Danish Presidency to apply serious consideration to articles 2, 6 and 95(4) of the Amsterdam treaty and to ensure that the amendments on the strategic environmental assessment, which were adopted by the parliament during the revision of the TEN-guidelines are clearly applied.**
- **The Danish Presidency should put pressure on the European Investment Bank to apply the EU's Sustainable Development Strategy in the lending requirements.**
- **The Commission will propose a framework directive on transport pricing at the beginning of the Danish presidency. In order to enable all member states to apply the polluter pays principle, Denmark ought to make sure that the subsequent legislative steps for this directive are induced as soon as possible.**
- **Denmark should co-operate with the Commission to ensure that the actions on urban transport identified by the White Paper are further developed into legislative standards to which national and local authorities must comply.**
- **Denmark should ensure that the Council position embraces ambitious targets, and move more in line with the European Parliament's position in conciliation, on the Directive on Assessment and management of environmental noise.**
- **T&E calls upon the Danish Presidency to strengthen the provisions of the regulation on harmonisation of social legislation related to road transport.**
- **We urge the Danish presidency of the EU to press for a Common Transport Policy which, in line with the Gothenburg summit conclusions, has as its main goal to significantly decouple transport growth and economic growth. This will require demand management.**

- **The Danish Presidency should ensure that decoupling transport growth and economic growth remains a main community principle. In particular, decoupling should be a feature of the synthesis report to be adopted at the Copenhagen summit.**
- **The Danish Presidency should co-ordinate member states' action to improve the Commission's proposal on Biofuels, to ensure that it takes account of the way in which they are produced.**
- **It is possible that the Commission will adopt proposed legislation on tunnel safety during the Danish presidency. If so, the presidency should treat it seriously, in light of the spate of tunnel accidents at the end of 2001; and should ensure that such a proposal contains strong requirements for equipping tunnels and trucks (built-in safety features) and a limit on the number of trucks passing through a tunnel at any given moment.**
- **The EU needs to take leadership and promote a clear idea of sustainable development in Johannesburg. The Danish presidency should ensure that this understanding is built into the Union's preparations.**
- **Denmark should, through its presidency of the EU, maintain the European Union's tradition of being environmentally progressive in the preparations for Rio+10.**
- **We urge the Danish EU Presidency to steer the debate on a single European sky in the direction of sustainability.**
- **The Danish Presidency should ensure the directive on noise from airports is expanded in scope to include all of Europe's affected citizens.**
- **Denmark should closely examine the results of the Commission's study on a European aviation charge and urge the Commission to use these results to come forward with a directive.**

1. Introduction: Moving the agenda forward

The Danish Presidency has the opportunity in the second half of 2002 to consolidate the advances in European transport and environment policy made during the former presidencies in 2001.

Developments in 2001 raised transport policy high onto the European political agenda. The adoption of the sustainable development strategy by the European Commission and the discussion at the Gothenburg summit together show a powerful new political will developing across Europe to move transport towards sustainability. The Belgian presidency took the momentum further, by organising a ground-breaking seminar on transport and economy in July 2001, as preparation for an informal transport and environment council on 14/15 September; only the second such meeting since the one organised by the UK presidency in 1997. Under the Spanish presidency, however, European transport policy lost some of its momentum. In the aftermath of the adoption of the long-awaited White paper on the Common Transport Policy (CTP hereafter), the Spanish presidency did little to tackle the weaknesses and pick up on the strengths of the White paper. Sustainable transport has not been very high up on the agenda of the Spanish presidency. It is now up to Denmark to continue where Spain and its predecessors have stopped and revitalise Europe's move towards sustainable transport and mobility.

Particularly in relation to the CTP, the Danish presidency has the rare opportunity to leave its fingerprints on future transport policies. Although the White Paper is to set the EU's transport agenda for the next ten years, it is so flawed that the informal transport and environment Council, which met a few days after it was adopted, said that transport policies needed measures going beyond the White Paper if Europe is to have sustainable transport. It will be up to the Danish Presidency to ensure that the White Paper is significantly improved, to take account of both the requirements of the Amsterdam treaty and the Gothenburg conclusions. The White Paper is without doubt the most important transport dossier, which the Danish Presidency will deal with.

It is important to note that a strong consensus among experts has developed on the need to alter transport policy in order to support sustainable development. Central to achieving the sustainable development are three equally important strategies:

- traffic reduction
- modal shift
- technological improvements

Transportation research and planning have devised numerous instruments to implement such strategies on a European, national, regional or urban level. It is now up to the political will of Europe's decision-makers to provide a stable framework for the implementation of a socially just, economically fair and environmentally sound transport system.

Against this background, T&E's Memorandum to the Danish Presidency outlines an approach which will allow consistency with the principles of sustainable development for the numerous individual transport related dossiers. This approach is presented in the first part of the Memorandum and hinges on the consensus that decoupling transport from economic growth is needed for transport to become sustainable.

The second part of this Memorandum then outlines how such approach is relevant to the Danish government's priorities and principals. The Programme of the Danish Presidency of the EU themes lists five such priority areas.

- Enlargement of the EU
- Freedom, Security and Justice
- Sustainable Development
- Safe Food
- Global Responsibility

Consequently, the rest of this paper is split into two sections. The first is a résumé of the key principle which should govern the Danish Presidency's handling of transport policy: the decoupling of transport and economic growth. The section outlines the arguments surrounding this principle and then reviews how it should best be applied.

Following this overview, the paper turns to examine the specific themes defined by the Danish presidency. Although "transport" is not explicitly mentioned, each theme has major transport implications and can thus be linked to some of the current EU dossiers. Thus, the second part of the Memorandum will investigate Denmark's preliminary agenda from a sustainable transport perspective.

2. Key principles

2.1 The 2001 consensus on EU transport policy

The revision of the treaty of the European Community at Amsterdam gave important additional environmental functions to the community. The article outlining the objectives of the community was reworded to more accurately reflect the consensus that had emerged over the understanding of sustainable development. Instead of only referring to sustainable economic growth the objectives of the Community now include “a high level of protection and improvement of the quality of the environment” as well as “the raising of the standard of living and quality of life” in addition to the continued commitment to a “balanced and sustainable development of economic activities”.

This strengthened commitment to the environmental and social pillars of sustainable development is enhanced by Article 6 of the Treaty, which requires the integration of environmental considerations into all the policies of the community with a view to sustainable development.

In order to comply with these provisions of the treaty a process was initiated by the heads of government and heads of state at the Luxembourg European Council of December 1997. Following a Communication from the Commission, the EU leaders agreed at their summit in Cardiff the following June to initiate a process of sectoral integration that has come to be known as the Cardiff process.

Initially three sectors – including transport, were requested to elaborate a strategy and to report upon it to the leaders at their summits. The Helsinki summit of December 1999 to some extent approved the strategies adopted and requested the sectors to continue their efforts and report once again to their leaders summit in June 2001. Additionally they requested the Commission to develop “a long term strategy dovetailing policies for economically, socially and ecologically sustainable development¹” for them to consider at the same European Council.

In April 2001 the transport council adopted its review of the integration strategy it had elaborated. For the first time this review acknowledged one of the requests of the EU leaders that had so far gone unanswered – targets for the strategy. The ministers agreed that the time had come to at least explore what potential objectives would be appropriate for the sector. The transport council had been able to draw on the indicators established by the European Environment Agency, the TERM report, and on the output of the Commission Joint Expert Group on Transport and Environment. As a result it was able to adopt the most advanced sectoral strategy. The agreement in principle to objectives drew them even closer to the request by heads of state or government.

Yet at the same time, and in spite of these political commitments and agreements, transport is performing worse than other sectors in several different areas. Emissions of greenhouse gases, for example, continue to increase thus jeopardising the attainment of EU’s Kyoto commitments. Congestion, pollution and accidents are continuing to cause concern – despite some progress. And the problems surrounding transport prices and the price of fuel in particular had projected the performance of the sector to the fore.

¹ Gothenburg European Council Conclusions.

As a result the Commission looked rather attentively at transport when developing its strategy for sustainable development. It searched for the overarching objectives that could be established for the sector so that its objective would contribute to a “dovetailing [of] policies for economically, socially and ecologically sustainable development“. The Commission strategy thus recognised the need and urgency to decouple economic growth and the strong growth of the sector.

This conclusion was strongly supported by the EU leaders at the Gothenburg Summit. Significantly, decoupling transport and economic growth has thus been established as the overall objective for transport policy within the context of compliance with the Treaty provisions for sustainable development.

The informal transport and environment Council, held on 14-16 September 2001 under the Belgian Presidency, reinforced this conclusion. Transport and environment ministers also underlined the Gothenburg summit’s call for, “action ... to bring about a significant decoupling of transport growth and GDP growth.²” And they said, just a week after the Commission adopted its review of the common transport policy, that to achieve, “sustainable development targets [for transport], measures beyond the scope of the common transport policy will need to be taken.” The Danish government thus has a strong political incentive to move the Gothenburg agenda forward during its stint in the Presidency.

2.2 Decoupling transport and the economy: A guiding theme to manage transport demand

In some aspects of environmental performance the transport sector has achieved great progress in recent years. The emissions standards for new cars allied to the fuel quality directives are a case in point. New cars are much cleaner than their forebears and as a result are frequently cited by industry as a successful story in environmental regulation. There is even some merit in this argument, although the standards could still be improved – notably by harmonising diesel and petrol emission standards and including particles in the test for GDI³ engines. However, this viewpoint only takes into account the environmental performance of individual cars, not the environmental impact they may cause overall. Air pollution problems associated with heavy traffic are predicted to continue into the medium term despite improvements – even in urban locations with relatively new car fleets. The reason for this disappointing environmental outcome is the rapid and continued growth of the sector that is offsetting some of the gains achieved from cleaner technology.

Moreover, the underlying problem of sectoral growth worsening transport’s environmental impact is even more acute in other areas, where there has not been the same technical progress. Emissions of greenhouse gases are a particular problem. Despite the voluntary agreement between the car industry and the Commission, CO₂ from road transport will grow in the first Kyoto commitment period by 25%. The growth

² Presidency Conclusions for the joint informal Council meeting of Transport and Environment Ministers, Leuven 15th September 2001.

³ Gasoline Direct Injection engines have similar lean burn characteristics of diesel engines and like diesel also emit particles. However, as they are petrol engines they have no particle emission standard to pass at present.

in traffic will offset, and thus negate, gradual improvements to new car fuel efficiency. This growth is compounded by the trend for freight transport to increase at a faster rate than economic growth. The problem is worse in those transport sectors which are growing fastest, notably aviation.

A recent political reaction to this underlying trend of environmental damage has been a call to decouple transport growth from economic growth. Such a decoupling has been achieved in other branches of the economy, notably the energy sector – a sector similar to transport in that it too is a derived demand product. The call originated in the Commission's sustainable development strategy which was presented by President Prodi to the European Parliament and then to the Gothenburg European Council. Transport ministers and policy makers now need to translate the political commitment made at Gothenburg into concrete action.

Nowhere is this more important than in the review of the common transport policy, which the Danish presidency will see through. Our recommendations on the revision of the common transport policy are outlined below, and in greater detail in our publication on the issue⁴. But it is worth emphasising two points here. Firstly the degree of the political commitment to decoupling and secondly the nature decoupling must take.

The "integration process" was initiated by EU leaders requesting action from sectoral ministers; only for these ministers to partially comply with their requests. The first three sectors "invited" by EU leaders to elaborate an integration strategy were instructed to include a timetable and indicators within the strategy targets. Yet despite transport being closer than other sectors to complying with this request, all of these elements have yet to be fully incorporated into the transport sector's integration strategy. It is high time that the sectoral policy-makers began in earnest to comply with the political commitments their own leaders have made. This is particularly true for this new commitment to decouple transport growth from GDP growth.

This in turn leads to what is actually meant by decoupling, and how this commitment should be implemented. The very motivation for this new political commitment is to ensure that transport contributes to sustainable development. That wealth creation should not lead to greater social and environmental impacts, but to a genuine improvement in the quality of life of EU citizens. These are, after all, the Community's objectives.

Decoupling transport growth from GDP growth is needed precisely because the policy of mitigating transport's negative impacts – with newer technology or more efficient operations – have failed to prevent the impacts of transport negating much of its benefits. Decoupling transport growth and GDP growth will maximise the benefits of improved transport and allow transport to truly contribute to improving the quality of life and the environment in Europe.

Decoupling should therefore be not simply attempting to decouple the undesirable impacts of transport from its growth but a real decoupling of transport growth and GDP growth. There is a danger that if decoupling is defined too narrowly, focusing on *elements* of the environmental and human impacts of transport rather than fully including them all, the benefits of the approach will be lost.

This is in part due to the inevitable trade offs between decreasing different impacts from transport. By way of example, modal shift from long distance road haulage to

⁴ T&E response to the European Commission's White Paper on the Common Transport Policy, T&E 01/5

combined transport and short sea shipping could reap large emission reduction benefits by reducing greenhouse gases from the freight transport sector; short sea shipping having much lower greenhouse gas emissions per tonne kilometre than road transport. Yet at the same time, such a modal shift would have the opposite effect on emissions of those noxious pollutants which contribute to regional-scale pollution; such as acidification or ozone pollution. Almost no ships have any exhaust treatment systems at all.

This is not the only example of trade-offs in reducing transport's impacts. Indeed, these trade-offs are the very reason why managing the demand for transport, and thus decoupling transport growth from economic growth, is so important.

If the decoupling commitment is rephrased to target impacts rather than managing the demand growth of the sector itself, an additional process will inevitably be needed: determining exactly which impacts would have priority, the relative weights each type of impact should receive, and what trade offs may be desirable between impacts.

It would therefore be inappropriate to attempt to decouple impacts rather than the sector's growth itself. Furthermore, doing so could be interpreted as yet another example of strong commitments at the highest political levels being only selectively applied and thereby reduced.

3. The Danish Agenda

In many respects, Danish transport policy has been one of the most sustainable in Europe. Key figures like modal split or motorization-rate illustrate the strong integration of environmental considerations into local and national transport policies. Denmark has achieved remarkable goals in urban transport, and it has enabled the introduction of a number of successful schemes that promote the use of more sustainable modes of transport. These success stories should serve as the guiding principle for the efforts of the Danish presidency.

However, in contradiction to demand-driven policies on an urban level, Denmark has also been fostering supply-driven policies on a national level. This has resulted into major infrastructure schemes of which the bridges crossing the Great Belt and Øresund are awesome examples. Not only have these projects been described by a lack of public participation, but their financial basis has been severely put into question. Recent findings have shown that actual traffic across the Great Belt does not meet the forecasts, thus undermining the financial calculations that were forwarded to justify this costly infrastructure investment.

However, the ambiguity of Danish transport policies are symptomatic for most European countries. While urban transport policies often aim at traffic reduction and demand management, interregional and national policies follow traditional growth paths.

From this (Danish) experience a number of implications for a Common Transport Policy evolve. "Demand management" and "decoupling" should provide for the leitmotifs of any attempt to integrate transport issues into the priority themes selected by the Danish Presidency. In what follows, T&E offers an account of the most important transport policies and dossiers and how they relate to the headlines of the Danish presidency: enlargement, safety and security, sustainable development, food safety and global responsibility.

3.1 Enlargement of the EU transport infrastructure

According to the Danish Presidency, its main priority is to complete enlargement negotiations with up to 10 new member states. This ambitious aim involves a number of serious transportation issues.

Enlargement of the EU to the East is undeniably a central and urgent priority for the EU, to ensure both economic prosperity and political stability. The Council, meeting in Gothenburg in June 2001, unambiguously committed itself to EU enlargement with the historic words, "the enlargement process is irreversible." This process is having, and will continue to have, important repercussions for future transport and environment policy in an enlarged EU.

All accession countries already show a similar pattern to that which has historically developed in the EU: giving priority to road construction while the existing public transport systems fall into decline. In spite of the remaining difficulties, the current situation in terms of transport provision in central and eastern Europe 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 Danish Presidency needs to secure funding for the maintenance and extension of the rail network in the CEE countries and, thus, ensure that the international routes of the TEN and TINA corridors are sufficiently complemented by a national and regional rail network.

Moreover, as economic growth thrives in these countries, special attention needs to be paid to the development and implementation of general transportation policies and plans. The Danish Presidency should strengthen the monitoring of policy implementation and promote training of transport decision-makers. Denmark ought to ensure minimum delays in the implementation of the acquis, and, if there are obvious breaches of agreed timelines (especially, for directives on End of life Vehicles, car emissions, waste oils, etc.) re-open the transport chapter.

When applying the Instrument for Structural Pre-accession Aid (ISPA) funds to the Transport Infrastructure Needs Assessment (TINA) processes it is therefore important to involve all actors who play a role in the region and to ensure that a thorough assessment of the environmental implications is considered.

- **Concerning the Transport Infrastructure Needs Assessment process (TINA), Denmark should press for environmentally friendly funding schemes that reach beyond the standards of the current Instrument for Structural Pre-accession Aid (ISPA).**

Of particular importance for the enlargement process are the Trans-European Transport Networks (TENs). In 2002 the TENs are undergoing a revision, in advance of the major overhaul, which the existing guidelines require by 2003. The guidelines, adopted in 1996, included environmental concerns in a separate article⁵ which required the Commission to develop methodologies to strategically assess the environmental impact of the network and of individual corridors. This has been accomplished and over the same period the Community has elaborated a legal framework for applying strategic environmental assessments to plans and programmes beyond the TENs⁶.

In May 2002 the European Parliament has amended and adopted the Commission's proposal on the TENs "mini-revision". With strong cross party support the Parliament decided that the Community's transport projects should be subjected to Strategic Environmental Assessment (SEA). In doing so, the parliament has clearly signalled that it wishes to apply the Communities environmental decisions to transport.

- **The Danish presidency should now ensure that transport ministers and the Commission give up their hesitance on the implementation of SEA and follow the Parliaments lead. SEA methods need to be applied to all network extensions. These clear application guidelines will also help the TENs contribute to the CTP objectives, including those relating to modal shift.**

⁵ Community Decision 1692/96/EC on Community guidelines for the development of trans-European transport networks Article 8 – "Environment".

⁶ Directive 2001/42/EC .

The role of improving methodologies to assess infrastructure programmes such as the TENs have been served by the revised TEN-T guidelines with respect to SEA. The Danish presidency should ensure this element is retained, with a new focus on improving cost benefit methodologies.

In addition, the European Investment Bank needs to respond to the sustainable development strategy. The Council, meeting in Gothenburg, called on the European Investment Bank (EIB) to, "promote the Sustainable Development Strategy and to cooperate with the Commission in implementing the EU policy on climate change". Whilst the bank has made the right choices, it has not followed with action: the EIB has not yet developed the clear environmental standards needed from an organisation which promotes sustainable projects. EIB has a poor environmental record in the transport projects it finances; especially in countries outside the European Union, where it often bypasses both EU and national legislation⁷. The Danish Presidency should initiate a thorough analysis of EIB's investment practices and re-state its mission to promote the Union's objectives.

- **We urge the Danish Presidency to apply serious consideration to articles 2, 6 and 95(4) of the Amsterdam treaty and to ensure that the amendments on the strategic environmental assessment, which were adopted by the parliament during the revision of the TEN-guidelines are clearly applied.**
- **The Danish Presidency should put pressure on the European Investment Bank to apply the EU's Sustainable Development Strategy in the lending requirements.**
- **The Commission will propose a framework directive on transport pricing at the beginning of the Danish presidency. In order to enable all member states to apply the polluter pays principle, Denmark ought to make sure that the subsequent legislative steps for this directive are induced as soon as possible.**

3.2 Road Safety and Health Security

A further priority for the Danish presidency is to work for greater safety and security. Here, emphasis is given to combating international terrorism. However, beyond the global threats that derive from potential terrorist attacks, a number of other safety and security issues are currently concerning Europe's citizens. In particular road safety, is amongst such core concerns.

The road safety risks are perceived most strongly in urban areas. Especially amongst non-motorised citizens urban traffic is considered a permanent threat. So far, European legislation has done little to defuse the safety threats pedestrians or cyclists,

⁷ CEE Bankwatch has published numerous articles and publications on this subject. For example, see "European Investment Bank policies and practises – excerpts from reports of the EIB Operation Evaluation Unit" and CEE Bankwatch's information on the EIB in general, <http://www.bankwatch.org/issues/meib.html>

children or senior citizens are exposed to. International standards for “safety-technologies”, such as the “pedestrian friendly car” are merely mitigating impacts of drivers and non-drivers, rather than having a long-lasting impact. Against this background, T&E has strongly argued for a reduction of urban speed limits. Tempo 30 policies in numerous European cities have shown illustratively how a reduction of speed limits has beneficial impacts on safety, health and the environment⁸.

Moreover, speed and safety are seen by T&E as core issues to open up a debate on European legislation in the field of urban transport. Since most Europeans live and work in cities, everyday mobility is one of the biggest problems for city-dwellers, with air and noise pollution from traffic, high injury costs and congestion close to the top of the list of citizens’ grievances. The EU is responsible for setting the framework for sustainable transport in cities.

Other forms of transport are also problematic, particularly for citizens living near airports. Aircraft noise both affects more and more people and represents one of the most annoying sources, since it is perceived as one of the most threatening. According to WHO guidelines, noise also has health impacts as it affects children’s abilities to learn and creates severe problems for elderly people.

Despite the community’s concerns over subsidiarity, it is in fact prepared to meet its responsibilities in some cases; as the regulation on public service requirements and the award of public service contracts in passenger transport (COM 2000/7) shows. This will set the framework for the provision of public transport in the EU. It requires authorities to take account of environmental factors – such as air quality, noise standards and greenhouse gas emissions – when awarding public service contracts. There is general satisfaction that the regulation is on the whole a good piece of legislation, and it should go through its second reading during the Danish presidency. The Danish presidency should ensure that this happens.

- **Denmark should co-operate with the Commission to ensure that the actions on urban transport identified by the White Paper are further developed into legislative standards to which national and local authorities must comply.**

Beyond safety issues, urban areas represent the sites for another serious health issue – noise. Noise is a huge problem in the European Union, with strong effects on human health. Road, rail and air traffic noise are among the main sources of noise pollution, giving the transport sector a large share of the responsibility for noise pollution.

The EU has regulated noise for more than 25 years, yet legislation has focussed on limiting specific sources (products), allowing different noise sources to combine in creating a significant disturbance. This is why complaints about noise are on the increase. Product standards cannot solve the problem. Protecting citizens from the damaging effects of noise requires good ambient noise limits, along the lines of the successful air quality framework directive. Portugal has proven that this is politically possible: its ambient limits for “sensitive areas” like hospitals, schools and homes came into effect in May 2001.

It is up to the Union to set the framework within which regions and cities operate. This

⁸ See T&E’s fact sheet on “safe and sustainable urban transport” and conference report “Taking the bull by the horn”.

is particularly so in the case of aviation noise, where most member states have shown themselves unable to take appropriate steps on reduction of noise from airports.

In 2000, the Commission adopted a proposal for a "Directive on assessment and management of environmental noise," (COM/2000/468). This directive went through conciliation during the Spanish presidency and represents a big step forward to reduce environmental noise from road, rail and air transport.

Still, Europe needs an additional initiative, which takes the protection of citizens as its starting point, possibly following the Portuguese model. We therefore urge the presidency to accept the European Parliament's call for follow-up legislation within three years.

- **Denmark should ensure that the Council position embraces ambitious targets, and move more in line with the European Parliament's position in conciliation, on the Directive on Assessment and management of environmental noise.**

Finally, a few words on the increasingly problematic working conditions in the road freight sector. The European Commission has proposed a regulation on harmonisation of certain social legislation related to road transport, COM(2001)573. Good harmonised rules for working conditions in road transport will ensure a level playing field within road transport and go some way towards reducing the competitive distortions which exist between the modes as a result of different social rules. It would also make road transport safer and the measures proposed in the Regulation will also contribute to reducing road haulage's environmental footprint. It is therefore important that the proposals made by the European Commission be used as a basis for improvements. The European Parliament is expected to complete its first reading of this proposed Regulation in around October, so the Danish Presidency will be responsible for the Council's initial response. It should seize the opportunity to provide meaningful protection for road workers, which simultaneously improves efficiency and safety in road haulage.

- **T&E calls upon the Danish Presidency to strengthen the provisions of the regulation on harmonisation of social legislation related to road transport.**

3.3 Sustainable development of the Common Transport Policy

The Danish presidency has stated to put an emphasis on sustainable development by addressing current transport policies. The first and most obvious step towards fulfilling this promise would be to address the weaknesses of the White Paper.

The White Paper outlining the programme defining the Common Transport Policy was adopted under the Belgian Presidency. Unfortunately, the White Paper addresses the sustainability requirements for transport in Europe so poorly that transport and environment ministers, meeting only a few days after its adoption, said that

sustainability required measures which went beyond its scope⁹.

T&E believes that the White Paper on the Common Transport Policy (CTP) has to give equal weight to environmental, social and economic criteria. This requires the management of transport demand so as to decouple transport growth from economic growth. It involves placing citizens at the heart of the transport system, rather than transport users, to ensure the system serves all of society.

The debates over decoupling were outlined in the previous section and T&E has produced a publication which provides in-depth critique of the White Paper¹⁰; so the arguments need not be rehearsed here.

But it is crucial that the Danish government ensures the Council's response to the White Paper is a strengthening of its environmental component; taking full account of the importance attached to decoupling by the EU leaders in Gothenburg.

- **We urge the Danish presidency of the EU to press for a Common Transport Policy which, in line with the Gothenburg summit conclusions, has as its main goal to significantly decouple transport growth and economic growth. This will require demand management.**
- **The Danish Presidency should ensure that decoupling transport growth and economic growth remains a main community principle. In particular, decoupling should be a feature of the synthesis report to be adopted at the Copenhagen summit.**

The White Paper on CTP stresses the need to shift the balance between transport modes, i.e. to shift transport from road and air to rail and waterways. One approach to achieve this is the revitalisation of the railways. Although some progress has been made with advancing the single market for rail freight, there is yet no significant modal shift. The European Commission made its first attempts in 1991¹¹, but a major step forward was only achieved in 2001 by adopting the so-called first railway package¹². These directives provide railways access rights to the Trans-European Rail Freight Network, and at the latest from 2008 onwards to the whole rail network for international freight.

In January 2002, the Commission presented four new proposals as a second railway package. They include safety and interoperability issues, an acceleration of the market opening and a proposal for a European Railways Agency. These proposals will be discussed and possibly approved under the Danish presidency.

From a sustainability point of view liberalising the rail freight market is not an objective per se. It has to serve the objective to improve rail freight services and attract transport from other modes. T&E considers the market opening for rail freight operators as crucial to revitalise the rail freight sector. Therefore, T&E welcomed the first railway package and underlined the importance of a non-discriminating access to the rail

⁹ Belgian Presidency summary of the joint informal Council of transport and environment ministers, Leuven / Louvain-la-Neuve on 14th/15th September

¹⁰ T&E response to the European Commission's White Paper on the Common Transport Policy, T&E 01/5

¹¹ 91/440/EEC on the development of the Community's railways.

¹² 12/2001/EC, 13/2001/EC and 14/2001/EC.

network. It also asked to maintain high level rules for safety, environmental and social issues in the rail sector. Thus, T&E considers the four directives proposed by the Commission in January 2002 as much necessary as the first railway package and a condition for a successful implementation of the single rail freight market. T&E urges the Danish presidency to accelerate the negotiations on the second rail package and to reach an agreement during its presidency.

In addition to the necessary structural changes to be undertaken in the transport sector, the Danish presidency has the opportunity to influence a series of debates on future transport technologies and technical issues. Amongst the most current ones, are the Commission's dossiers on biofuels¹³. The Danish government will preside over and discuss the Commission's proposal on biofuels. As the proposal stands, there are serious question marks over the environmental efficacy of the directive in terms of climate protection, land-use and air quality.

The Danish presidency should therefore improve the Commission's proposal to ensure that account is taken of the way in which biofuels are produced, in order to ensure environmental objectives. Without such improvements, biofuels may have a marginal benefit at best, and at worst lead away from sustainability.

- **The Danish Presidency should co-ordinate member states' action to improve the Commission's proposal on biofuels, to ensure that it takes account of the way in which they are produced.**

In addition to a more critical stance on biofuels of "roadgoing vehicles", European legislation is needed in relation to the fuel quality of seagoing ships. At this point, seagoing ships pollute the air with sulphur oxides 3000 times more than the road sector will soon be allowed to. This summer, the Commission is to present a Community Strategy on Air Pollution from Seagoing Ships. T&E welcomes this initiative calls upon the Danish Presidency to work towards a Council position on the forthcoming strategy, that results in EU action and international leadership for the development of cleaner and more environmentally sustainable shipping.

3.4 Food Safety and freight transport

Another focus area for the Danish presidency is food safety and the necessary discussions on reforming the Common Agricultural Policy. However, between "soil and table", there are a number of serious transportation issues. Food safety is tightly interwoven with sustainable freight transport. Whenever a food scandal appears, member states are eager to close their borders and prevent "unsafe" food from entering the country.

The causes for such scandals are rooted in a European agricultural system that, amongst others, relies on inappropriate transport pricing. From this inappropriate pricing policy unnecessary transports evolve. The most often cited example for such transports makes reference to the Danish pigs, slaughtered in Parma and sold as Parma ham in Scandinavia.

¹³ COM/2001/547, Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the promotion of the use of biofuels for transport

The issue of “fair and efficient pricing” has moved on some distance in the recent past. The heavy goods vehicle fee in Switzerland has demonstrated that it is feasible to apply electronic road pricing. Moreover the moves to apply electronic road pricing to the freight sector in Germany, even if more limited than the Swiss scheme, is causing a rethink on road pricing in many other neighbouring countries. The developments in the Netherlands are the most recent example with the national association of road hauliers now supporting a scheme analogous to that proposed for Germany.

Getting the prices right for transport will mean fair prices and a more efficient transport system. The Commission was persuaded of this argument as long ago as 1995¹⁴ (although experts have been discussing it since the 1970s), some elements of the road freight industry have been convinced¹⁵ and the German and Austrian authorities are shifting towards it, even for passenger vehicles. Denmark should use its Presidency to ensure a focus on the need for fairness in transport pricing, both in discussions on the common transport policy and on sector-specific discussions.

The Commission committed to developing a framework directive on charging for transport infrastructure in the common transport policy White Paper. T&E welcomes such a development, while urging the Commission to consult widely before deciding on the form of such framework.

Additionally, the Commission is expected to produce in 2002 an amendment of the Eurovignette directive (1999/62) for heavy goods vehicles. Each of these has an important part in leading European transport policy towards sustainability.

The Danish presidency should therefore encourage the Commission to complete its work on these dossiers at an early date.

Moreover, the European Parliament is already considering a proposal on driving time restrictions for heavy goods vehicles: it is most likely that this dossier will go to the Council during the Danish presidency. T&E would like to see the proposal being tightened, to ensure fair competition not only within the road transport sector, but also between transport modes. Ideally, the proposal should be changed to align road driving time restrictions with those on rail, when the current leading sector as far as social conditions are concerned. Under no circumstances should this already weak proposal be weakened.

- **It is possible that the Commission will adopt proposed legislation on tunnel safety during the Danish presidency. If so, the presidency should treat it seriously, in light of the spate of tunnel accidents since 1999; and should ensure that such a proposal contains strong requirements for equipping tunnels and trucks (built-in safety features) and a limit on the number of trucks passing through a tunnel at any given moment.**

¹⁴ COM(95)691 Towards fair and efficient pricing in transport

¹⁵ For example, speaking at the Belgian Presidency’s 12 July 2001 seminar on transport and the economy, Johan Trouvé – head of environmental affairs at Schenker AG, which with an annual turnover of around €9.9 billion is one of the largest logistics firms in the world – said that, “We think that transports are actually too cheap.” He believes the Swiss Heavy Goods Vehicle Fee is the best system presently in operation for pricing transport.

3.5 Global responsibility and European aviation policies

As the last headline of the Danish Presidency a global responsibility for the European Union receives special attention. Since Denmark holds the presidency during the Rio+10 earth summit in Johannesburg in September 2002, it will have a key role in the European Union's involvement in this crucial event; something it itself recognises in its presidency programme. Key to this is ratification of the Kyoto Protocol: European leaders have committed to ratifying the Kyoto Protocol by Rio+10 and the Danish presidency should ensure that they have kept their promises.

Europe has shown itself to be a world leader in environmental protection and it is important that this does not change in Rio+10. In concrete terms, this means that the EU needs to promote sustainable development in the international context, as this is now one of its stated political objectives. The understanding of what sustainable development means is not the same in all parts of the world, and is at risk of being undermined by vested interests in economic powers and industry, which are preparing its contribution to the meeting.

- **The EU needs to take leadership and promote a clear idea of sustainable development in Johannesburg. The Danish presidency should ensure that this understanding is built into the Union's preparations.**
- **Denmark should, through its presidency of the EU, maintain the European Union's tradition of being environmentally progressive in the preparations for Rio+10. In particular, EU countries should keep their promise to ratify the Kyoto Protocol.**

Moreover, *global* responsibility can very well be translated into *European* transport policies and actions. A good example is aviation. Aviation is the fastest-growing transport mode, in terms of both its demand and emissions. It has many effects on the environment; locally through noise and air pollution, globally through climate change effects. Aviation and its environmental effects are regulated globally. Yet this typically means much lower environmental standards and almost no regulatory measures are put in place. The environment is in this context being sacrificed for the sake of a faster and more globalised industry. In light of the principles agreed by Europe's leaders and mentioned in the introduction above, it is unacceptable that aviation does not pay its share for the damage it causes; the price of which is currently borne by the whole society.

Denmark will have two important files to deal with on aviation during its Presidency, and can be pro-active on a third issue. The first is a Presidency priority: the single European sky, about which Denmark says¹⁶, the advantages "in terms of shortening flight times and cutting costs, not to mention the environmental benefits, call for this

¹⁶ "More Europe: Programme of the Spanish Presidency, 1-1/30-6-2002", p11.

objective to be met with a view to 2004.”

Shorter flight times and more efficient resource use are certainly a worthy goal. However, the Presidency should use its influence to ensure that the single European sky does not become a framework in which increased capacity encourages the aviation industry to expand even faster. The creation of the single European sky must incorporate clear sustainability targets.

One issue, which would allow the Danish presidency to be pro-active, is to press the Commission to come forward with a directive on aviation charge for Europe. Many member states have already said both formally and informally that they wish to see aviation's emissions tackled. Increasingly, an emissions charge for aviation looks like a ideal solution: it is legally feasible, economically just and environmentally effective. While efforts in that direction are being made at the International Civil Aviation Organisation (ICAO), it is important for the EU to provide an example, since ICAO will take many decades to act. The Commission will complete a study on the concrete implementation of the charge during the Danish presidency. Denmark thus has an ideal opportunity to seize initiative and urge the Commission to come forward with a directive.

- **We urge the Danish EU Presidency to steer the debate on a single European sky in the direction of sustainability.**
- **The Danish Presidency should ensure the directive on noise from airports is expanded in scope to include all of Europe's affected citizens.**
- **Denmark should closely examine the results of the Commission's study on a European aviation charge and urge the Commission to use these results to come forward with a directive.**

4. Conclusion

The Danish presidency has a good chance to further the good work done by the Swedish presidency, and the excellent progress made under the Belgian presidency, on EU transport and environment policy. The momentum, which started at Cardiff and was reinforced at Gothenburg, to integrate environmental concerns into transport decisions needs to be taken forward. This paper maps out a way in which the Danish presidency can do this for the transport sector.

Without a transport policy that has economic, social and environmental requirements on equal footing at its core, any sustainable development strategy will fail and the citizens and economies of Europe will have to pay the price.

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About this paper

“Sustainable development” needs to be the keyword for European Transport Policy. This means that European transport policy should aim to be socially just, economically efficient and environmentally sound.

The Danish Presidency has the chance in the second half of 2002 to move the EU's sustainability agenda forward with respect to transport; to make concrete the good progress achieved in the course of 2001. In Europe the Common Transport Policy should be at the heart of its work. The run-up to enlargement will need great attention: the transport aspect should not be forgotten, particularly as central and eastern European states find themselves in danger of perpetuating bad western European practices. Infrastructure investment needs clear sustainability guidelines, and the mini-revision of the Trans-European Networks guidelines is of critical importance in this regard. Transport-sector specific initiatives need attention, notably the second railway package. Internationally, the EU has a crucial role to play in the Rio+10 summit in Johannesburg.

T&E has tried with this Memorandum to tackle some of the most important current issues in transport and environment; and to point out where the Danish Presidency can make a difference. This includes a series of concrete recommendations which together provide a coherent vision for a sustainable European transport policy.

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 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.

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