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# POSITION PAPER PRISE DE POSITION STELLUNGNAHME OF THE INTERNATIONAL ASSOCIATION OF PUBLIC TRANSPORT

DE L'UNION INTERNATIONALE DES TRANSPORTS PUBLICS  
DER INTERNATIONALE VERBAND FÜR ÖFFENTLICHES VERKEHRSWESEN

## POSITION PAPER ON THE EUROPEAN PARLIAMENT'S "DRAFT REPORT ON THE IMPLEMENTATION OF THE 2011 WHITE PAPER ON TRANSPORT"

*In the European Union, UITP brings together more than 400 urban, suburban and regional public transport operators and authorities from all member states. It represents the perspectives of short distance passenger transport services by all modes: bus, regional and suburban rail, metro, light rail and tram and waterborne.*

*These services are often organised in integrated public transport networks covering metropolitan areas and other specific territories.*

### **Key facts for public transport in the EU 28**

*Passenger journeys: 60 billion/year, more or less equally shared between road modes (mainly bus) and rail modes (urban, suburban and regional rail).*

*Economic value of public transport services:  
€ 130 - 150 billion/year or 1 – 1.2% of GDP.*

*Employment: direct employment 1.2 million and indirect employment 2 - 2.5 indirect jobs for each direct job on average.*

## Introduction

On 25 March 2015, Rapporteur Wim van de Camp, MEP, published his draft report on the implementation of the 2011 White Paper. The International Association of Public Transport (UITP) welcomes this initiative report of the European Parliament and in particular the fact that **the report reiterates the Parliament's support for the objectives in the 2011 White Paper and that it calls for a high level of ambition to be upheld.**

While the report seems overall very balanced, it is nevertheless important to highlight the following issues.

### 1. Modal shift and co-modality

The draft report recognises that a European sustainable mobility policy needs to build on a broad range of policy tools to **shift towards the least polluting and most energy-efficient modes** of transport, in order to tackle the adverse effects of transport (Point 3). UITP strongly supports this statement, which should be followed by further efforts towards modal shift both in the field of passenger transport and freight. **It should be clarified that the concept of co-modality does not limit in any way the recognition and ambitions towards modal shift.**

### 2. New goal: Doubling the use of public transport by 2030

UITP welcomes the additional goal proposed by the Rapporteur, i.e. "doubling public transport use in urban areas by 2030" (Point 10). This is very much in line with UITP's global strategy "PTx2" for 2025, although this strategy is a worldwide one and not specific for Europe.<sup>1</sup> By suggesting this new goal, the European Parliament recognises that public transport is the most resource-efficient and sustainable means of moving large numbers of people across urban areas, and that it helps to reduce GHG emissions, congestion and accidents in cities.

However, it is important to consider how this can be measured, which level of ambition this goal shall represent, and who shall be responsible to deliver results.

As urban populations are projected to grow, it is certain that the **number of passenger-trips made by public transport** will (not double, but) increase over the next 15 years, simply by developing along

<sup>1</sup> <http://www.uitp.org/strategy-public-transport>

with the growth of the population. At the same time, private car usage will increase, too, for the same reason.

What would affect urban mobility in the most positive way would be the doubling of the **modal share of public transport** in cities; however the current public transport systems are not equipped to absorb that many more passengers. Doubling the modal share of public transport **would require an enormous amount of investment into the public transport system** (and into all urban infrastructures), which cities do not have the financial resources for. Compared to doubling the modal share, the doubling of the use of public transport (if understood in terms of passenger-trips), as suggested in the draft report, is indeed the more realistic, but also less ambitious goal. The EU institutions will have to carefully choose the right criteria and benchmarks to monitor progress. UITP strongly encourages these discussions and advises to involve and consult the sector and local authorities.

The second question that remains open is whose responsibility it shall be to deliver on this target. The public transport sector cannot do it on its own, while at the same time cities need to remain autonomous concerning their choice of a transport mix for their territory and what they spend their public budgets on. However, **UITP is convinced that the European Union can support cities in adopting sustainable transport policies and in paving the way to a higher share of public transport usage.**

One aspect is for sure: Doubling the use of public transport will require investments into public transport infrastructure. At the same time, many cities encounter huge financial difficulties. The issue of infrastructure funding is even more relevant since the draft report also calls for improved facilities for pedestrians, elderly and handicapped as part of this European goal, which all require additional funds on top of the "basic" public transport infrastructure. **The EU may therefore want to establish a European funding instrument for urban public transport infrastructure.**

Suggested amendment:

Point 10	New text
Notes that public transport usage in urban areas is not clearly stated among the ten goals of the White Paper; believes that a new goal should be set of doubling public transport use	Notes that public transport usage in urban areas is not clearly stated among the ten goals of the White Paper; believes that a new goal should be set of doubling the use of public

in urban areas by 2030, while providing for facilities and infrastructure to facilitate door-to-door mobility of pedestrian  
ns, cyclists and elderly or handicapped people; a clear goal should be also set to double cycling by 2025;

transport in urban areas by 2030, while providing for facilities and infrastructure to facilitate door-to-door mobility of pedestrians, cyclists and elderly or handicapped people; a clear goal should be also set to double cycling by 2025; ***stresses that these goals require investments, in particular for the reliable and timely maintenance and building of urban public transport infrastructure, and therefore calls on the Commission to establish an adequate funding scheme;***

### 3. Electro-mobility and renewable energy

UITP welcomes the fact that the mention of electro-mobility explicitly includes electric public transport (Point 9), although **electric buses** are not mentioned amongst the priorities, which should be corrected.

We appreciate that the technological developments are not considered in isolation, but that the report stresses the need to introduce more renewable energy sources in the electricity mix. If the electricity used to power electric vehicles is based on fossil energy sources, the CO2 balance of these electric vehicles can be negative in comparison with standard vehicles.

Suggested amendment:

Point 9	New text
Emphasises the importance of promoting electro-mobility and electric public transport systems, coupled with the introduction of renewable energy sources in the electricity sector, giving priority to the electrification of the rail network, tramways, electric cars and e-bikes; (...)	Emphasises the importance of promoting electro-mobility and electric public transport systems, coupled with the introduction of renewable energy sources in the electricity sector, giving priority to the electrification of the rail network, tramways, <b>electric buses (including trolleybuses)</b> , electric cars and e-bikes; (...)

## 4. Infrastructure funding and urban nodes

The report rightly underlines the importance of the completion of the Trans-European transport network for a more sustainable and efficient transport system (Point 6). In order to effectively reach this objective, proper attention should also be paid to urban mobility. Urban areas are key points in most, if not all, journeys: they do not only represent the first and last miles of long distance journeys, they also serve as connecting points, linking transport modes and corridors. Well-developed and - maintained urban infrastructure greatly helps in removing bottlenecks. Besides, developing urban mobility helps to make European funding actions visible to the citizen, who sees a direct, close, immediate benefit. **Urban nodes therefore deserve great attention when setting the priorities of European financing programmes.**

Suggested amendment:

Point 6	New text
stresses that the selection of projects eligible for EU funding must focus on the completion of missing links, the upgrading of existing infrastructure and the development of multimodal terminals, putting greater emphasis on European added value;	stresses that the selection of projects eligible for EU funding must focus on the completion of missing links, the upgrading of existing infrastructure and the development of multimodal terminals <b>and urban nodes</b> , putting greater emphasis on European added value;

## 5. EFSI should respect the EU's transport policy goals

It is important to note that **urban areas play a major role in the European economy**: 80% of the European Union's GDP is generated in urban areas, which gather about 75% of the European population. Supporting sustainable mobility within European cities is the best way to reconcile the economic and environmental sustainability objectives that are on the EU agenda, to the benefit of European citizens.

However, PPPs are in most cases not a suitable means of financing urban public transport infrastructure or rail infrastructure. As a consequence, the new EFSI fund is likely to benefit mainly the

sector of individual motorised transport, which is not necessarily in line with the EU's transport policy. This effect is even reinforced if financial resources such as CEF funds are shifted to EFSI and therefore shifted from more environmentally-friendly and sustainable modes of transport to less sustainable ones.

Suggested amendment:

Point 7	New text
Stresses that the European Fund for Strategic Investment (EFSI) proposed by the Commission as part of the Juncker Investment Plan for Europe should give priority to transport infrastructure projects that deliver high societal and economic value, and target projects that promote job creation, long-term growth and competitiveness;	Stresses that the European Fund for Strategic Investment (EFSI) proposed by the Commission as part of the Juncker Investment Plan for Europe should give priority to transport infrastructure projects that <b>are in line with the European transport policy goals and</b> deliver high societal and economic value, and target projects that promote job creation, long-term growth and competitiveness; <b>the set-up of the EFSI fund shall not have the effect to shift financial resources from more environmental-friendly and sustainable modes of transport to less sustainable modes.</b>

## 6. Passenger Rights & Ticketing

Whilst UITP recognises the importance for passengers to be protected during their journey, it has to be clear that such initiatives include those (long-distance) modes of transport for which the EU has already adopted passenger rights: **air, rail, coach and waterborne** transport.

In the field of intermodal traveler information and ticketing, it is of highest importance that future systems **build on initiatives that are already being developed in the transport sector**. In particular the sale of tickets needs to remain in the hands of the transport companies.

Suggested amendment:

Point 15	New text
Stresses the need to complete the established legislative framework for passenger rights with measures covering passengers on multimodal journeys; calls for initiatives to promote integrated traveler information and intermodal ticketing; (...)	Stresses the need to complete the established legislative framework for passenger rights with measures covering passengers on multimodal journeys <b>combining modes where European legislation applies, i.e. rail, air, coach or maritime transport</b> ; calls for initiatives to promote integrated traveler information and intermodal ticketing, <b>taking into account and supporting existing initiatives in the transport sector</b> ; (...)

## 7. Quality of work: Sectoral social dialogue on urban public transport

The International Association of Public Transport (UITP) and the European Federation of Transport Workers (ETF) have jointly requested the Commission to set up an autonomous Sectoral Social Dialogue for urban public transport in order to treat those issues that are specifically relevant to local public transport undertakings and their employees. UITP would like to ask the European Parliament to support this request, which aims at improving the situation of employees in the public transport sector.

Suggested amendment:

Point 17a (new)	New text
	<b><i>Supports the creation of an autonomous Sectoral Social Dialogue Committee on Urban Public Transport and encourages the relevant European social partner organizations to cooperate within this committee in order to meet the challenges of the future, to ensure a good quality of service for customers and a good quality of work for the employees.</i></b>

## 8. Polluter-pays' and 'user-pays' principle

The report calls for a wider application of the 'user pays' and 'polluter pays' principles (Point 5). UITP supports these principles and believes indeed that the European Commission can encourage their wider application across the European Union and give advice on the compatibility of such schemes with the EU treaties. However, local and national authorities need to have the freedom to decide whether or not they want to set up such schemes and which type of scheme for their territory. UITP suggests that, if such a scheme is set up, the income generated by it shall be **earmarked for the transport sector. It shall in particular benefit the most sustainable and resource-efficient means of transport, such as public transport**, which require contributions from the public budget.

### Suggested amendments:

Point 5	New text
Calls on the Commission to submit a proposal to provide for the internalisation of the external costs of all modes of freight and passenger transport, applying common principles and taking into account the specificity of each mode; calls for concrete measures to ensure a wider application of the 'user pays' and 'polluter pays' principles, and a level playing field between transport modes.	Calls on the Commission to submit a proposal to provide for the internalisation of the external costs of all modes of freight and passenger transport, applying common principles and taking into account the specificity of each mode; calls for concrete measures to ensure a wider application of the 'user pays' and 'polluter pays' principles <b>including through guidance and best practice</b> and a level playing field between transport modes, <b>while respecting the freedom and flexibility of cities to address unique local challenges and to enable them to meet their obligations under EU law in areas such as air quality.</b>
Point 26	New text
Calls, with regard to road transport, for: <ul style="list-style-type: none"> <li>- (...)</li> <li>- initiatives to ensure interoperability of electronic road toll systems,</li> <li>- an evaluation by the Commission of</li> </ul>	Calls, with regard to road transport, for: <ul style="list-style-type: none"> <li>- (...)</li> <li>- initiatives to ensure interoperability of electronic road toll systems,</li> <li>- an evaluation by the Commission of</li> </ul>

<p>car road-charging schemes and their compatibility with the EU Treaties,</p> <ul style="list-style-type: none"> <li>- (...)</li> </ul>	<p><b>different types of</b> car road-charging schemes and their compatibility with the EU Treaties,</p> <ul style="list-style-type: none"> <li>- <b>an encouragement of a wider application of 'congestion charges', 'user pays' and 'polluter pays' schemes , and the earmarking of income generated by such schemes for transport infrastructure and transport systems, in particular for collective, sustainable means of transport that require financial contributions from the public budgets,</b></li> <li>- (...)</li> </ul>
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## 9. Add the 'beneficiary pays' principle

When positive externalities produced by public transport can be measured, those who benefit from them may be required to contribute to the delivery of the service that generated the benefits in the first place. This approach entails a vision and decision making at the level of the urban mobility system, in order to set out clear objectives for each mode and for the urban mobility system as a whole, taking into account the need to share physical and financial resources. Applications of the beneficiary-pays principle include various types of land-value capture, notably betterment taxes and Tax Increment Finance. It also includes levies on employers and businesses served by public transport services. A good example of its application is the Crossrail project in London.

Suggested amendment:

Point 5a (new)	New text
	<b><i>Calls on the Commission to consider the 'beneficiary pays' principle and develop guidance and best practice-sharing for public authorities in the Member States.</i></b>

## 10. Saving railway networks

Some EU Member States, in particular a number of the Central and Eastern European states, have started cutting their rail network due to lack of funding or lack of capability to absorb enough EU funding, but also due to strong interests of the road sector. UITP has already warned that such developments will have very negative long-term effects for the local, but also for European mobility, as this goes against the EU's aim to achieve the necessary modal shift in transport. **It may be wise for the European institutions to consider how to tackle this problem and how to support Member States in making the right decisions.**

## 11. Research and Development (R&D)

UITP welcomes that the report mentions the **involvement of all relevant stakeholders** in drawing up the research and technology agenda of the European Union. Indeed this is vital in order to understand the needs of the sector and to develop solutions jointly.

## 12. Cable cars

The draft report mentions cable cars as "an inexpensive and easy-to-build means of transport, to expand the capacity of urban public transport systems" (Point 9). UITP cautions that such wording may lead to false expectations. In reality, cable car systems have been discussed within the public transport sector for many years, but experience shows that they only make sense in a limited number of very specific cases.