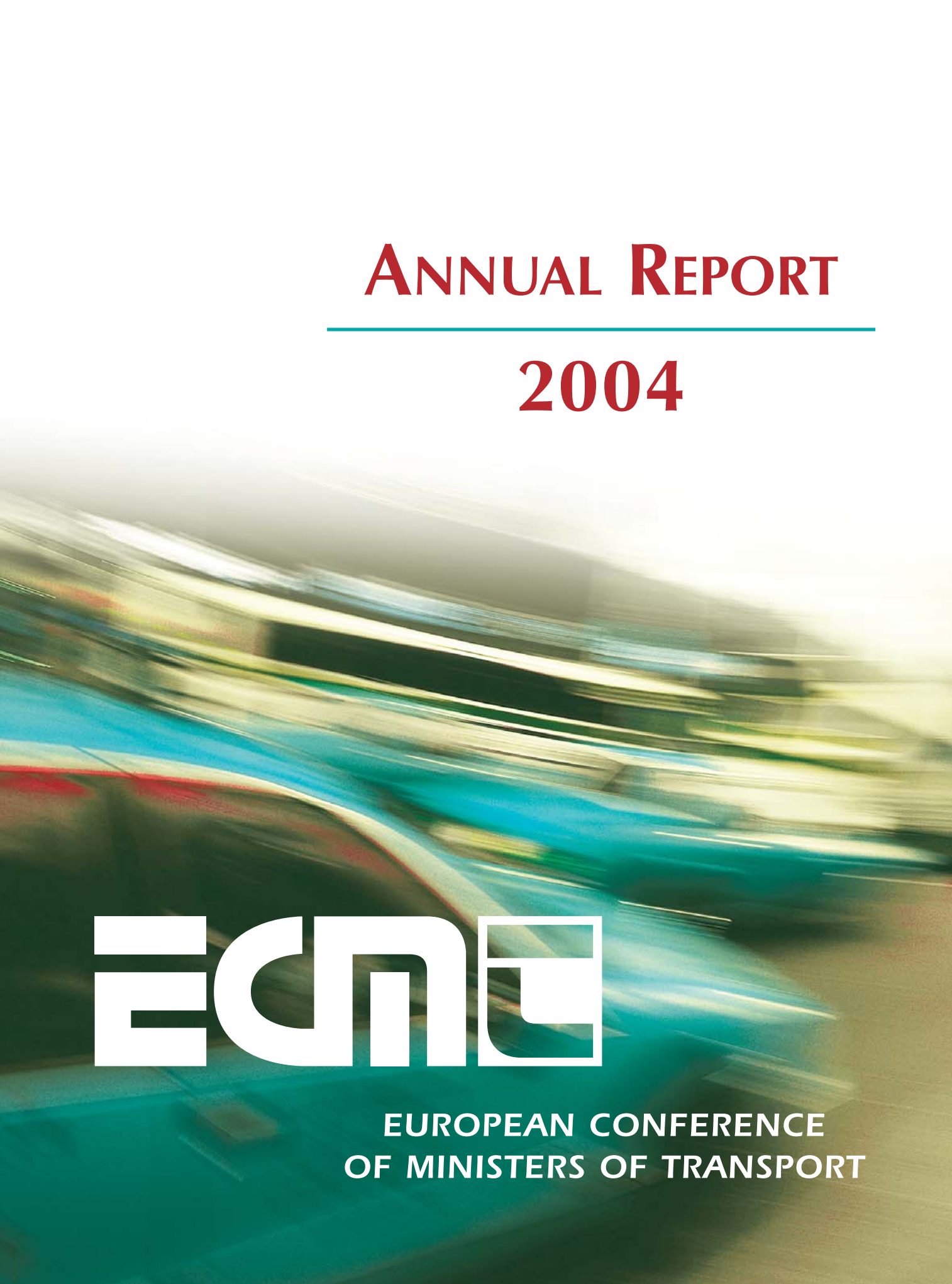
Annual Report

2004



ECMT

EUROPEAN CONFERENCE
OF MINISTERS OF TRANSPORT

ANNUAL REPORT

2004



EUROPEAN CONFERENCE
OF MINISTERS OF TRANSPORT



JOINT OECD/ECMT
TRANSPORT RESEARCH CENTRE

2004 IN PERSPECTIVE



Jack Short
Secretary General

After the 50th anniversary celebrations of 2003, the year 2004 could be characterised for ECMT as a year of consolidation and implementation. Consolidation concerns the reforms already put in place and the implementation relates to decisions taken by Ministers during 2003. These decisions were designed to position ECMT so that it could continue to play a significant role both geographically in the changed European landscape and more globally as a forum for forward looking policy making and reflection.

The European scene in 2004 was dominated by the accession of 10 new countries to the European Union in May. Though obviously not involved in the accession process, ECMT has played a role in the integration of the Countries involved in the European transport systems through its Resolutions and Recommendations, as well as the contacts and participation of the Countries for over a decade preceding their accession. Indeed, the Countries concerned formally acknowledged the role ECMT had played in facilitating the integration process for them.

The most significant Ministerial decision that was implemented in 2004 was that to set up, with the OECD, a Joint Transport Research Centre. The year 2004 was the first full year of operation of the Centre, which was created by bringing together, under the responsibility of Ministers for Transport, the former OECD Road Transport Research work and ECMT's economic research activities. The staff were integrated, new political reporting structures were put in place and a strengthened Steering Committee introduced. A new working programme and strategic directions were agreed by Ministers and the Centre's programme is now well under way. The new arrangements are starting to deliver on the demands by Members to increase synergies and avoid duplication. For the first time, this Annual Report contains details on the activities of the Centre. The continued strengthening of this Centre is an important aim for the Members and the Secretariat. A good start has been made but of course much remains to be done.

The Presidency of ECMT was conducted in an extremely efficient and friendly manner by Slovenia. The Ministerial Session in Ljubljana in May was chaired by Minister Marko PAVLIHA who managed the debates with skill and tact. More than 35 Ministers attended the session which focussed on some key issues for transport policy. These included Security and Terrorism in Transport, Infrastructure Planning and Charging, Removing Obstacles at Borders, Accessibility, Cycling and Road Safety. Full details are set out inside.

In relation to infrastructure, the declaration by Ministers in ECMT proposed a way to strengthen previous processes of international infrastructure planning in an enlarged Europe. Essentially, Ministers agreed that the rather political processes of previous European exercises of this kind would be improved through better use of economic and other data so that needs could be assessed more objectively. In practice, it is not at all certain that this approach will be followed and there remains a risk that lists of priority projects emerge through a purely political process instead of one which includes economic appraisal.

Security has now become an important item on ECMT's agenda and the analysis and work on Container Security that was presented to the Ministerial Session presents a fascinating study on an ubiquitous and immensely complex system. The work emphasises how the procedures and practices in the transport system have been built up based to a large extent on trust and procedures that take no account of the risk of terrorism. The study underlines the system's potential vulnerabilities to unscrupulous action. The conclusions point to the need for far more work on risk assessment so that resources can be targeted to the most vulnerable points. Such analysis is, understandably, rare so far due to the need to respond directly and quickly to horrific terrorist events.

For the first time, Ministers had a report on cycling on their agendas. This work underlines that, while introducing and implementing cycling policies is a local matter, Governments can help in important ways to set a supportive framework through providing a strategy and enabling legislation, through investment support and information and other measures. Such measures too can be very cost effective.

In addition to the Ministerial Session there were several special events organised in Member countries in 2004. There was an important seminar organised in Ukraine jointly with the United Nations Economic Commission for Europe on Intermodal linkages and transport to Asia. This is a topic of growing importance and will feature on the Agenda for the Moscow Ministerial in 2005. The active Group on Accessibility and Inclusion was invited to Dublin for one of its meetings and to participate in a Seminar which highlighted the progress being made in Ireland on this topic. The Road Transport Group was kindly hosted in Turkey in September while at the invitation of the Italian authorities the Group on Railways organised in July a Workshop on Railway Charges in Rome. Finally, Russia welcomed ECMT for several events including a Seminar on Implementing Sustainable Urban Travel Policies and the Railway Review team, which finalised a major study on Reform of the Russian Railway System. Our thanks to all these Countries for their generosity and the warm welcome they provided to all the delegates. Further details on these events are contained in this report.

Individual Country reviews have become an important innovation in ECMT work in recent years. They allow a more detailed examination of policies than the traditional cross country studies and are an important addition to the armoury of measures open to ECMT. In addition to the Railway Review on Russia mentioned above, a Road Safety Review for Lithuania was published in 2004. It is gratifying that in the second half of 2004 there was a significant drop in the number of road fatalities in Lithuania. If the review contributed in any way to helping to bring about this improvement then it has been a very worthwhile and satisfying experience.

The year 2005 promises to be an extremely interesting one with major reviews on the ECMT multilateral quota licence system as well as progress reports on the future direction of the organisation. The Presidency of the organisation will be taken for the first time by Russia and with the enormous changes underway there it promises to be a fascinating and challenging period.

To finish, on behalf of the Secretariat, I would like to thank again our Ministers and Deputies for their continuing active involvement and support. The Chairs of our Working Groups and many delegates who give their increasingly precious time to contribute to the work are all gratefully acknowledged.

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ABOUT ECMT

An International Forum

The European Conference of Ministers of Transport (ECMT) is an intergovernmental organisation established by a Protocol signed in Brussels on 17 October 1953. It is a forum in which Ministers responsible for transport, and more specifically the inland transport sector, can co-operate on policy. Within this forum, Ministers can openly discuss current problems and agree joint approaches for improving utilisation and rational development of European transport systems of international importance.

As of 31st December 2004, there are 43 full member countries, 7 associate member countries and 1 observer country.

MISSION

The role of ECMT is to:

- Help create an integrated transport system throughout the European continent that is economically and technically efficient, meets the highest possible safety and environmental standards and takes full account of the social dimension.
- Help build a bridge between the European Union and the rest of the European continent in the transport sector at a political level.
- Provide a forum for analysis and discussion on forward looking transport policy issues for all the countries involved.

STRUCTURE

The Council of the Conference comprises the Ministers of Transport and is the main body of the Conference. A Chairman is appointed annually from the Council and is assisted by two Vice-Chairs in a Bureau appointed for a year from 1st July. An annual Ministerial Session of the Conference is hosted by the country holding the chairmanship. The main formal decisions of Ministers are contained in Resolutions, Recommendations and other acts agreed by the Council. These decisions and Resolutions, which cover a wide variety of subjects, are available on the ECMT web site.

A Committee of Deputies, composed of senior civil servants representing Ministers, prepares proposals for consideration by the Council of Ministers. The Committee is assisted by Working Groups, each of which has a specific mandate.

The Secretary General, Jack Short, heads the Secretariat in its role of assisting the statutory bodies. An organigramme at the end of the report presents the structure of the Secretariat.

Since 1 January 2004, ECMT and OECD have created a Joint Transport Research Centre which continues the previous programme of the OECD Road Transport Research and that of the ECMT Economic Research Centre. The ECMT Secretary General is the Director of the Centre.

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Ljubljana 2004

Under the Chairmanship of Mr. Marko PAVLIHA, Minister for Transport of the Republic of Slovenia, the ECMT Council of Ministers held its 88th Session on 26th-27th May 2004 in Ljubljana. The session was formally opened by Mr Anton ROP, Prime Minister of the host country.



LJUBLJANA 2004

THE LJUBLJANA COUNCIL IN BRIEF

Under the chairmanship of Mr. Marko PAVLIHA, Slovenian Minister for Transport and Chairman-in-office of the Conference, the ECMT Council of Ministers held its 88th Session on 26 and 27 May 2004 in Ljubljana. The session was formally opened by the Prime Minister of Slovenia, Mr. Anton ROP.



Photo: Mr. M. Bostner

Ministers at the ECMT 88th Ministerial session

The discussion of the Council of Ministers led to the following results:

Transport infrastructure planning

The Council of Ministers adopted a Declaration on a **Strategy for the Development of Transport Infrastructure in a Wider Europe** and, in particular, for the revision of the Pan-European transport corridors.

Ministers also took note of a Report on **Recent Trends in Transport Infrastructure Investment** and of a Policy Note on **Improving National Planning Systems for Transport Infrastructure** which presents recommendations on reforming such systems.

Charging for the use of infrastructure

Ministers adopted Recommendations on **Charging for the Use of Infrastructure** and took note of a report on this subject. The Recommendations which were adopted, stress the need to respect a certain number of principles in introducing infrastructure user charges.

Security in transport

The Council of Ministers adopted a Declaration on **Security and Terrorism in the Transport Sector** which stresses the need to promote a co-ordinated intermodal framework for security in the transport sector.

Ministers also approved a series of Recommendations on **Container Transport Security Throughout the Transport Chain** and took note of a report on this topic. The Recommendations primarily concern measures to improve container security and steps to be taken by transport authorities, in particular inland transport and maritime authorities.

Removal of obstacles at border crossings

After having taken note of a Report on obstacles at border crossings which shows that the major problems at present lie in control procedures, infrastructure and staff behaviour, the Council adopted Recommendations on the **Removal of Obstacles at Border Crossings** which suggest a series of actions to facilitate border crossings.

Promoting cycling

The Council of Ministers took note of a Report on national cycling policies for sustainable urban transport and adopted a Declaration on **National Policies to Promote Cycling**. This Declaration highlights the need to define a national policy framework for promoting cycling and recommends a series of actions to facilitate the implementation of appropriate measures.

Improving the accessibility of transport

Ministers adopted a list of Recommendations for **Better Implementation of National Policies to Improve Access to Transport**. These Recommendations are based on the conclusions of a report on the implementation, at the national level, of measures to improve accessibility of transport which was submitted to Ministers. This report highlights best practice in national initiatives, identifies and assesses barriers to the implementation of measures designed to improve the accessibility of transport and proposes ways in which these implementation barriers can be overcome.

Road safety: the targeted 50 per cent reduction in deaths

Ministers approved the proposed **Procedure for Monitoring Progress in meeting this objective**. The procedure establishes a check list of 17 actions to be taken and an annual survey to assess progress in implementing the recommended actions.

Multilateral quota

The Council of Ministers took note of a progress report on on-going works on the **Restructuring of the ECMT's Multilateral Quota System** for international road haulage.

ECMT programme of work and future directions

The Council of Ministers approved the **ECMT's Programme of Work** for the period 2004-2006.

The Transport Ministers of Member and Associate countries adopted the first **Programme of Work of the Joint OECD/ECMT Transport Research Centre** which was set up on 1 January 2004.

On the basis of a progress Report on the **Future Directions of the ECMT and the Possible Integration of Maritime Transport**, the Council of Ministers approved the continuation of the on-going discussions in order to enable concrete proposals for submission at the next ministerial session.

New Bureau

In accordance with the provisions governing the Conference, the Council of Ministers elected its new Bureau, the members of which will take up their duties on 1 July 2004 for a period of twelve months. The Minister of Transport of the **Russian Federation** was elected President of the Conference for this period. The **Irish** Transport Minister was appointed first Vice-President, with the second Vice-Presidency going to the **Bulgarian** Transport Minister.

Next session

The Council of Ministers' next session will take place in Moscow (Russian Federation) on 24 and 25 May 2005.



The 88th session of the Council of Ministers of the European Conference of Ministers of Transport (ECMT)[1] was held in Ljubljana on 26 and 27 May 2004.

This session was chaired by Mr. Marko PAVLIHA, Minister for Transport of the Republic of Slovenia and current Chairman of the ECMT, and was formally opened by the Mr. Anton ROP, Prime Minister of the host country. The session was attended by upwards of 30 Ministers and Secretaries of State from countries all over Europe and from Associate or Observer Member countries of other continents.

In line with the agenda for the ministerial session, the Council of Ministers firstly reviewed four key issues which were central to Ministers' discussions.

Transport infrastructure planning

With the enlargement of the European Union and the increasing globalisation of trade both inside Europe and between Europe and the other regions of the world, a rethink of the framework and instruments that have been used to date to develop transport infrastructure at international level is now needed.

The Crete Conference in 1994 and the Helsinki Conference in 1997 made it possible to define Pan-European transport corridors outside the European Union for the development of major international transport links to the Centre and East of the continent of Europe. The new economic and political context calls for a review of these corridors in the light of nearly 10 years' experience gained since Crete. The Council of Ministers therefore adopted a **Declaration on a Strategy for the Development of Transport Infrastructure in a Wider Europe**.

The aims of the strategy will be to put in place an appropriate policy framework, base the corridors on in-depth economic evaluations, strengthen management structures and appropriate expertise, identify priority projects using clearly defined criteria and to secure adequate financing.

For this item on the agenda, two further policy papers relevant to the discussion were submitted to the Council of Ministers for information:

1. The ECMT, which was founded on 17 October 1953, brings together the Transport Ministers of 43 European countries: Albania, Armenia, Austria, Azerbaijan, Belarus, Belgium, Bosnia-Herzegovina, Bulgaria, Croatia, the Czech Republic, Denmark, Estonia, Finland, France, FYR Macedonia, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Netherlands, Norway, Poland, Portugal, Romania, the Russian Federation, Serbia and Montenegro, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey, Ukraine and the United Kingdom. There are 7 Associate Member countries: Australia, Canada, Japan, Korea, New Zealand, Mexico and the United States and one Observer country: Morocco.

- The first of these, a paper entitled **"Improving National Planning Systems for Transport Infrastructure"**, presents a range of recommendations on reforming planning systems and what the objectives of reform should be. The measures it proposes relate to institutional aspects, planning and evaluation methods and infrastructure funding.

- The second paper reports on **Recent Trends in Transport Infrastructure Investment** and infrastructure maintenance expenditure. The trends observed over the last 10 years show a decline in infrastructure investment in the countries of Western Europe as well as a decrease in the road sector's total share of investment. Conversely, it reports that investment in transport infrastructure has increased in the countries of Central and Eastern Europe, showing the share of investment in the road sector rising slightly, but at a much slower rate than road traffic trends. In any event, overall trends in road traffic and investment for the 1990s show a substantial increase in infrastructure use.

Charging for the use of infrastructure

Financing investment in transport infrastructure through charging for infrastructure use is a central theme in the transport policy debate, now that there are very limited public resources available. At the same time, there is also increasing interest in developing user charges as a means of managing demand and internalising the costs of accidents, pollution and noise.

Among the many recent initiatives in this field are the introduction of the heavy goods vehicle fee in Switzerland, the congestion pricing scheme in London and tolls on new motorways in Birmingham and San Diego. Several countries are planning to introduce user charges in the near future, while at international level the European Union is preparing to reform the Eurovignette system.



Conference Room, Grand Union Hotel, Ljubljana

The valuable lessons learned from experience with all of these schemes have provided a basis for the **Recommendations on Charging for the Use of Infrastructure**, which were approved by the Council of Ministers for approval.

Based on evidence that the deployment of electronic road tolls has achieved the desired objectives in several countries, the recommendations stress the need to establish a certain number of principles in introducing infrastructure user charges. These are: non discrimination, efficiency, interoperability, consistency, fairness, and the polluter pays principle.

The recommendations stress that charges should be based mainly on the costs of infrastructure use. A further recommendation is that international regulation should leave a degree of freedom to national and local authorities in setting prices and provide for periodic review of the pricing methodologies employed.

Security in transport

The terrorist attacks of 11 September 2001 revealed security weaknesses in the transport system – which has long been favoured by terrorists as a target that enables them to inflict maximum damage to infrastructure, vehicles and human lives. The bomb attacks on public transport in Moscow and Madrid in the spring of 2004 brought home even more forcefully just how vulnerable the system is.

At the Ljubljana session, Ministers of Transport again discussed the problem of security and terrorism in the transport sector, which they first addressed at the Bucharest Council in 2002. At the end of the debate, the Council:

- Adopted a **Declaration on Security and Terrorism in the Transport Sector**. This document updates the declaration adopted in Bucharest in the light of developments over the last two years and the emergence of fundamental questions concerning the balance between the advantages and costs of tighter security measures, as outlined in a special report that will also be presented to Ministers. The report stresses the need to promote a co-ordinated intermodal framework for security in the transport sector, ensure that roles and responsibilities for transport security at all levels of government are clearly delineated, to refine methods for assessing the costs and benefits of tighter security measures and to share experience and good practice in these areas.

- Approved a series of **Recommendations on Container Transport Security throughout the Transport Chain**. Until now the approach to security problems has basically been a modal approach that deals separately with each type of transport. However, it is increasingly accepted that additional weaknesses may exist at the linkage points between modes along the transport chain. In this context, the ECMT and the OECD prepared a joint report on container transport security across inland and maritime transport. The report – Ministers received an advance copy at the Ljubljana session – served as a basis for the recommendations approved by the Council. The recommendations primarily concern measures to improve container security: scanning or otherwise physically confirming the contents of the container, systems designed to ensure the physical integrity of the container, means to ensure the security of the container environment, systems for tracking and tracing containers, systems for the provision and use of information related to the consignment. They also recommend steps to be taken by transport authorities. Authorities should establish rules specifying safety criteria for container handling by operators, adopt security criteria in the licensing process for vehicles, operators and staff and communicate information regarding

operators to Customs. Specific recommendations for inland transport and maritime authorities are also given in the document to be submitted to Ministers for approval; these relate mainly to the creation of an inter-governmental task force on container transport security and to the implementation of SOLAS and the ISPS code governing security measures applicable to ocean-going vessels and ports.

Removal of obstacles at border crossings

According to the World Economic Forum in Davos, costs related to border crossings account for between 5 and 10 per cent of the end costs of goods. Aware of the scale of this problem, the ECMT Council of Ministers has adopted a number of Resolutions aimed at facilitating border crossings and has requested that it be kept regularly informed of developments relating to the question of border crossings.

In response to this request, a new report on this issue was presented to Ministers at the Ljubljana session. Three major events that currently have repercussions on conditions at border crossings made this a particularly opportune time to discuss this topic:

- the enlargement of the European Union and the conditions for applying and extending the Schengen Agreement;
- the relatively recent creation of new states and hence of new borders;
- the globalisation of trade and its extension to the entire European continent.

The report to Ministers shows that despite the efforts made by ECMT Member countries to implement earlier ECMT Resolutions, the results obtained to date are still far from sufficient, as average waiting times at certain border crossings show. In extreme cases, the wait may be as much as 48 hours for road transport and 60 hours for rail transport. An examination of the obstacles currently observed at border crossings shows that the major problems lie in:

- control procedures, which are the main obstacle to free-flowing traffic;
- infrastructure, with border posts that in some cases are under-equipped and cross border systems for communicating and transmitting data are inadequate;
- low productivity of staff whose questionable ethical conduct results in widespread corruption and smuggling.

The report in the Ministers' dossier was accompanied by a series of **Recommendations on the Removal of Obstacles at Border Crossings** which were approved by the Council. As well as the implementation of measures recommended in the past – such as more widespread use of controls based on risk analysis techniques, the appointment of a single manager at each border post, issuing multiple entry visas, etc. – the recommendations stress the need to implement new provisions on free access to the road transport market, giving rail operators the possibility of engaging in end-to-end international transport under their sole commercial responsibility, the

general introduction of the system whereby wagons are handed over on trust, the use of specific procedures and arrangements for vehicles in transit and empty vehicles, the development of cross border information systems, the harmonisation of the restrictions on movement imposed on HGVs, the reconciliation of the CIM (Uniform Rules concerning the Contract for International Carriage of Goods by Rail, COTIF) and SMGS (Convention concerning International Goods Traffic by Railway, OSJD) legal regimes applicable to international rail, the prevention of illegal immigration, corruption and illegal practices, etc.



Photo: Mr. M. Bostner

Dr. Markos Pavliha,
Minister of Transport in Slovenia
with Mr. Jack Short,
Secretary General of the ECMT

In addition to the four key points outlined above, which formed the main discussion blocks at the Ljubljana session, Ministers also examined the following issues.

Promoting cycling

On the basis of a report outlining the national policies implemented by 21 countries to promote cycling, the Council of Ministers adopted a Declaration on **National Policies to Promote Cycling for Sustainable Transport**.

The Declaration opens by stating that policies to promote cycling are just as much an integral part of urban transport policy as policies to encourage the use of public transport, control the use of the car and integrate land use and transport planning. It goes on to highlight the need to define a national policy framework for promoting cycling that is able to:

- successfully articulate common objectives, and a set of specific, integrated, co-ordinated actions among the different national Ministries and agencies as well as among national, regional and local authorities, and in partnership with industry, cycling associations and other stakeholders;
- demonstrate political will and commitment at the national level, thereby pushing cycling policies higher up on the policy agenda;
- raise public awareness of the advantages of cycling as a sustainable mode of transport and "de-marginalise" cycling as a mode of transport.

In addition to establishing a national policy framework to promote cycling, the Declaration also recommends a series of actions at national level to facilitate the implementation of appropriate measures in urban areas. For instance, it recommends the use of financial instruments to encourage cycling initiatives by regional and local authorities, improving safety for cyclists by encouraging a reduction in the speed and volume of motorised traffic, making knowledge about cycling policies available to local authorities, improving data collection on cycling and the behaviour of cyclists, etc.

Improving the accessibility of transport

At the Lisbon Council in 2001, Ministers approved a set of recommendations designed to improve accessibility throughout the transport system, asking to be briefed on progress in implementing these recommendations and that guidelines be prepared on the implementation of measures at national level to improve the accessibility of transport.

Accordingly, a report has been produced and was put before Ministers at the Ljubljana session. It highlights best practice in national initiatives, identifies and assesses barriers to implementation of measures designed to improve the accessibility of transport and proposes ways in which these implementation barriers can be overcome.

The report submitted for review by Ministers concludes with a list of Recommendations for **Better Implementation of National Policies to Improve Access to Transport**, which were adopted by the Council for approval. The measures it recommends for national government level aim, among other things, to:

- establish an effective mechanism on a national level to enable disabled people to be consulted and involved in the development and implementation of transport policies that affect them;
- put in place structures at national level that allow all actors – governments, transport providers, and industry – to work together and to the same agenda to implement national policies for better accessibility;
- develop regulations and guidance that are sufficiently specific to provide manufacturers, operators and local authorities with the information they need to design and implement accessible services, but, do so in a way that leaves room for innovative solutions;
- use effective means (e.g., financial incentives and sanctions) of ensuring that there is compliance with legislation and regulations;
- ensure that the surrounding environment is also fully accessible;
- monitor and evaluate the results of improved accessibility transport services;
- consider where legislation is needed (at European, national and/or regional levels) to ensure that the transport needs of disabled people are recognised and delivered as an integral part of transport policy.

Road safety: the targeted 50 per cent reduction in deaths on the road in Europe

Some 100 000 people are killed and over two million injured every year in road accidents in Europe. Road accidents are the single largest cause of death of young men. It was this major public health problem and its serious economic and social consequences that had prompted

ECMT Ministers at the Council meeting in Bucharest in 2002 to commit to a achieving a 50 per cent reduction in deaths from road accidents over the period 2000 to 2012.

To achieve this goal, a strategy needs to be defined by each Member country as well as a procedure to monitor progress towards the objective.

At the Ljubljana session, Ministers approved the **Proposed Procedure for Monitoring Progress in meeting the objective** that they themselves set, i.e. to reduce the number of deaths on the road by 50 per cent. The procedure establishes a checklist of actions to be taken and an annual survey of each Member country in order to assess progress in implementing the recommended actions.

The actions that should be monitored on a regular basis can be grouped under three main headings:

- improving awareness and involvement of the public with the introduction of quantitative targets, the clear division of roles and responsibilities at institutional and organisational level, informing decision-makers and educating the public, etc.;
- the collection of statistical and other information, in particular research information;
- the provision of adequate funding and effective management systems.

Multilateral quota

At its session in Brussels in April 2003, the Council of Ministers had an in-depth discussion on the restructuring of the ECMT's multilateral quota system for international road haulage. It was agreed to:

- restrict, with effect from 1 January 2004, the period during which hauliers are allowed to perform road haulage with an ECMT licence, by obliging licence holders to return to their country of registration after a maximum period of six weeks;
- study a possible redistribution of the quota; after EU-enlargement, the EU Member States might agree voluntarily to reduce their quota and the reduction could be reallocated to non-EU Members;
- initiate a general review of the quota system taking into account the impact of EU enlargement, the introduction of EURO4 vehicles, changes in the economic situation and the transport industry in the countries concerned as well as reforms to the regulatory framework, etc.

At the Ljubljana session, a **progress report** on these issues was noted by the Council of Ministers. Decisions on the overall restructuring of the quota will be taken at the Moscow Council of Ministers in May 2005.

ECMT Programme of Work and future directions

Under this item of the agenda:

- The Council of Ministers approved the **ECMT's Programme of Work** for the period 2004-2006. Ministers confirmed the general guidelines mapped out at the previous session of the Council. These centre around two ideas: integration and sustainability. They also set the ensuing priorities, agreed the principles proposed for the working methods to be used (broadening the scope of activity of the ECMT's working groups, improving co-operation between them, strengthening co-ordination with other intergovernmental bodies, more comprehensive monitoring of the implementation of Resolutions, the development of peer reviews, the introduction of a systematic procedure for assessing how groups work) and determined the tasks to be carried out by the various working bodies of the ECMT.

- The Transport Ministers of Member and Associate Member countries adopted the **Programme of Work of the Joint OECD/ECMT Transport Research Centre**. This is the Centre's first programme of work since it was set up on 1 January 2004. The programme covers the period 2004-2006. Ministers approved the strategic directions for this programme. The Centre's main areas of research will be infrastructure, transport operation, safety and security of transport, environmental costs and sustainable development, globalisation, trade and the spatial impact of transport. The adopted programme also includes as well as a detailed list of projects and activities that are to be developed in the course of the next three years.

- A progress report on the **Future Direction of the ECMT and the integration of maritime transport** was presented. At its session in Brussels in 2003, the Council of Ministers adopted a Declaration that set out a framework for the Future Direction of the ECMT which included, among others, broadening the scope of the organisation's activities. At the same session Ministers also asked that new discussions be initiated with Associate countries and the OECD in order to determine whether it would be later advisable to explore forms of further integration of Transport activities with the OECD. The progress report drafted for the Ljubljana session gives an account of the activities undertaken in response to this request. According to the report, the key issue in this respect is the potential integration of the OECD's maritime transport activities with the inland transport activities carried out both by the ECMT and by the Joint Transport Research Centre. The report that was submitted to Ministers reviews a range of options for integrating these activities and gives a preliminary outline evaluation of the costs of each. On the basis of the conclusions of the progress report, Ministers at the Ljubljana approved the continuation of discussions in line with the approach taken to this mandate to date. The discussions should enable concrete proposals to be drafted for submission to the Council of Ministers of the ECMT at its Moscow session in 2005.

In accordance with the provisions governing the Conference, the Council of Ministers elected its new Bureau, the members of which will take up their duties on 1 July 2004 for a period of twelve months. The Minister of Transport of the ***Russian Federation*** *was elected President of the Conference for this period. The* ***Irish*** *Transport Minister was appointed first Vice-President, with the second Vice-Presidency going to the* ***Bulgarian*** *Transport Minister.*

The Council of Ministers' next session will take place in Moscow (Russian Federation) on 24 and 25 May 2005.

MINISTERIAL DOCUMENTS

Documents indicated in green are available from the web at:
www.cemt.org/online/council/index.htm



MAIN DISCUSSIONS

Transport Infrastructure Planning In a Wider Europe

Strategy for Transport Infrastructure Development in a Wider Europe:
Policy Note and Declaration . . . . . CEMT/CM(2004)1

Improving National Planning Systems: Policy Note . . . . . CEMT/CM(2004)2

Recent Trends in Transport Infrastructure Investment: Policy Note . . . . . CEMT/CM(2004)3

Charging for the Use of Infrastructure

Policy Note and Recommendations . . . . . CEMT/CM(2004)4

Security in Transport

Security and Terrorism in the Transport Sector:
Policy Note and Declaration . . . . . CEMT/CM(2004)5

Container Transport Security Across Modes:
Conclusions and Recommendations . . . . . CEMT/CM(2004)6

Removal of Obstacles at Border Crossings

Policy Note and Recommendations . . . . . CEMT/CM(2004)7

POINTS FOR APPROVAL

Programme of Work

ECMT Programme of Work 2004-2006 . . . . . CEMT/CM(2004)8

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STRATEGY FOR TRANSPORT INFRASTRUCTURE DEVELOPMENT IN A WIDER EUROPE

[CM(2004)1/FINAL]

POLICY NOTE

CONTEXT

Because of the enlargement of the European Union and the growing globalisation of trade both inside Europe and between Europe and the other regions of the world, there is a need for renewed reflection on the framework and instruments used until now to develop transport infrastructure at the international level.

In order to respond to this new context, an exercise is currently under way in the European Union to update the Trans-European Transport Network by reviewing Community policies for the development of this network and defining a number of priority projects within the network on the basis of the proposals of the High-Level Group chaired by Mr. Van Miert.

At the Pan-European level, the Crete Conference in 1994 and the Helsinki Conference in 1997 made it possible to define Pan-European transport corridors outside the European Union for the development of international links and Pan-European Transport Areas (PETRA) for relations within certain specific regions located along the boundaries of the European continent.

In its final considerations, the Helsinki Declaration had asked the European Union, the ECMT, the UNECE and partners in multilateral and regional initiatives, to co-operate to review progress towards regional and sectoral goals and to make proposals for more effective implementation on the basis of experience. Among the means to achieve these objectives, the Declaration explicitly mentioned the development of infrastructure and particularly of corridors.

Nearly seven years on from the Helsinki Declaration, the practices observed in connection with these corridors and the progress made in developing them make it possible to draw some specific lessons about the relevance of the concept and to propose new policies for the development of transport infrastructure outside the EU in the context of a wider Europe. It is all the more essential that Ministers define a specific international strategy regarding this development since EU enlargement will require an in-depth review of the corridors, a large part of which will now be located inside the European Union, and since the development of trade with Asia and the Mediterranean countries will have to be taken into account to meet rapidly growing traffic needs.

The approval of this strategy by the ECMT Council of Ministers is also intended to reaffirm policy-makers' firm commitment to ensuring the effective implementation of the corridors and to encourage Member Countries to consult and co-operate to this end. However, it must be borne in mind that the corridors are an integral part of national networks which it is the prerogative of each State to define. Resources must be allocated so as to meet both domestic and international objectives, and the proper apportionment of funds to the various projects must be based on economic, technical, social and political decisions made by the States responsible for the planning and use of domestic resources.

In order to define more clearly the strategy for the development of transport infrastructure to be implemented at the international level, the ECMT, the European Commission, the UNECE and the EIB jointly organised a seminar on transport infrastructure development for a wider Europe held on 27 and 28 November 2003. The conclusions of this seminar, which are presented in a specific report [document CEMT/CM(2004)17], were used as the basis for the Declaration which was approved by Ministers in Ljubljana and which is set out at the end of this document.

BASIC PRINCIPLES OF AN INTERNATIONAL STRATEGY

The international strategy to be implemented outside the European Union for transport infrastructure on major links of Pan-European importance must be based on the following:

An appropriate policy framework

The development of transport infrastructure requires a stable policy framework that will ensure the optimum use of existing assets and of the investments that must be made in this field. To this end, the transport policy that will be used as a basis for all infrastructure initiatives must aim to:

- Develop transport systems which are economically, socially and environmentally sustainable.
- Continue liberalising transport at the international level in order to improve the efficiency of trade, a necessary pre-condition for economic growth and social development.
- Promote harmonisation, interoperability and intermodality particularly along corridors, so as to reduce transport costs and to improve efficiency; this policy goal must not only address the technical aspects of transport, but also the administrative and legal provisions governing this activity. A special effort must be made in two fields: border crossings and traffic management.
- Put in place incentive measures, among others, to promote a better use of the alternatives to road transport whenever that is justified.
- Encourage railway reform in order to make this mode genuinely competitive and to increase the profitability of investments through more intensive use of railway infrastructure.

- Base transport infrastructure investment on in-depth economic evaluations, using cost-benefit analysis; this evaluation should take fully into account the impact of transport on economic and social development as well as ensure, through an analysis of their environmental effects, that infrastructure investments lead to a sustainable transport system.
- Make sure that the principles drawn up in the Charter on Access to Transport Services and Infrastructure adopted by the ECMT Council of Ministers on 19 and 20 May 1999, are implemented, in particular, that public funding would be conditional on projects being accessible to people with mobility handicaps.
- Ensure effective co-ordination so that transport infrastructure investment choices will be consistent with infrastructure operating conditions, in particular by focusing more on the maintenance and rehabilitation of existing infrastructure.
- Promote the development of uniform, relevant statistical databases so that investment projects can be monitored and evaluated accurately at the international level.

The need to review the Pan-European Transport Corridor and Area concepts

There can be no doubt as to the relevance of the corridor concept used until now as a means of effectively focusing joint international action to promote transport infrastructure, but it could be improved significantly so that it can be adapted to the current situation. A process of reviewing existing corridors should be initiated rapidly in order to verify whether the definition of these corridors is still valid, modify and/or extend them, eliminate certain segments if need be, and add other major axes that have clearly become necessary with EU enlargement and the globalisation of trade. This review process should be based on the following principles:

- **The corridor concept should be maintained**

  The corridor concept is a means of developing international co-operation in transport between neighbouring States in order to avoid wasting resources and to achieve co-ordination between individual countries' projects. States must work together on common solutions if they are to be able to provide consistent and continuous service standards for international transport in the region.

  It is an approach that makes it possible to give due emphasis to projects of international interest compared to national or regional projects.

  It is a tool that undoubtedly acts as a stimulus for projects and focuses efforts by providing an overall framework for projects. It contributes to the structuring of national transport plans and ensures consistency and continuity of international priorities.

  It is a tool that facilitates priority-setting when the available financial resources are limited, which makes decision-making processes easier.

It is an approach that does not automatically give priority to new investments, but gives full scope to measures designed to upgrade and better utilise existing infrastructure.

It is an approach that emphasises long distance transport and thus can give railways and maritime transport the means to exploit their competitiveness over such distances.

- **The corridor concept must be reviewed**

A revised planning instrument to facilitate the integration of the European Union with neighbouring regions must be developed by streamlining the corridors that have already been approved. If needed, some of them should be reinforced, others should be eliminated and new corridors be created to suit the new situation. To this end, corridors must in the future:

- Be concentrated primarily on the links between the enlarged European Union and its neighbouring countries. It is essential to connect well the European Union and its neighbours by paying particular attention to the complementarity between the Transeuropean Network and the corridors, and to ensure spatial cohesion, facilitating travel along the corridors and access to them.
- Take into account the links with the East and the Middle East, as well as with the Mediterranean Basin. In this regard, it is particularly important to remain very aware of the foreseeable development of trade with Asia and especially China. Discussions held at the Euro-Asian Transport Conference in September 2003 in St. Petersburg should be considered and results integrated into the future work.
- Meet the requirements for continuity of the "motorways of the sea" by creating new intermodal corridors, particularly to the Mediterranean Basin and the Black Sea.

- **Corridors must be defined on the basis of real needs and well-defined criteria**

While the concept is geostrategic in origin, the definition of the corridors themselves, in particular as regards quality parameters (and hence the necessary investment) must not be the outcome of purely political choices, but instead should have an economic rationale and reflect demand, i.e. the needs of the users.

They must be based on real flows with accurate statistics and on sound forecasts. This will require making an in-depth analysis of the prospects for developing international trade.

A wide range of criteria that will be used for defining corridors and their characteristics must be established and steps must be taken to harmonise evaluation procedures. The criteria proposed by the Van Miert Group for the revision of the Trans-European Transport network Guidelines provide a good basis for such an analysis.

- **Corridors must be seen in a multimodal perspective**

The objective is to improve the quality of transport, whichever transport mode or combination of modes proves most appropriate to achieve the objectives of efficiency and sustainability while avoiding unnecessary overlaps.

In the same context, in order to promote intermodality, improvement of nodes seems essential, for this is where intermodal transfers – often far too expensive and too time consuming – take place. The performance of these nodes (which should be as few as possible to induce concentration and economies of scale) is critical to achieve the high-volume flows that can strengthen the competitiveness of rail, maritime and inland transport.

Maritime transport must be incorporated into corridors and the concept of "motorways of the sea" should be extended beyond the European Union especially to the Pan-European transport areas. Maritime port services must be improved to facilitate the intermodal transition from maritime to land transport and vice versa. This is a major challenge for railways as higher volume flows are imperative for both rail and maritime transport.

Interoperability is a key condition for developing efficient alternatives to road transport, such as railways and combined transport and requires agreements on common standards for infrastructure, that are acceptable to all concerned, both at technical and administrative levels.

- **Corridors must be approached in a way that is consistent with local/regional projects and national networks**

  There must be an improved balance between national, regional and international approaches. National and regional interests must be taken into account insofar as possible in defining corridors, while ensuring the conditions to satisfy international traffic demands.

  The optimal use of these Corridors requires good local and regional connections, which should be incorporated in the planning process.

- **The corridor will give consistency to a complementary project selection**

  Projects situated on corridors must be selected and duly prioritised in order to address at the same time the most pressing needs and scarce financing resources. Because of existing financial constraints, priority setting must become very selective. This means that priority projects outside the European Union must be identified while ensuring that they fit into a corridor approach. Practical mechanisms for optimising decision-making and for monitoring project progress and performance must be developed for this purpose. In this regard, an approach of the type pursued in the EU's Van Miert Group could be extremely useful for selecting the best projects outside the enlarged European Union.

- **The PETRA concept must be revised**

  The Pan-European Transport Areas defined at the Helsinki Conference have developed at different speeds. The Barents Sea PETRA has functioned reasonably well over the years and in the Mediterranean region, a regional transport planning exercise is underway. Both of these activities have received support from the EC. The "motorways of the sea" concept proposed by the Commission for the EU should be presented and discussed in connection

with the PETRAs following the final adaptation of this concept by the EU Council and the European Parliament. The "motorways of the sea" could be considered either as parts of multimodal corridors that could be associated with inland corridors or from a PETRA planning perspective.

- **Corridors must be seen in a global perspective**

  In addition to infrastructure, steps must also be taken to address the following issues within corridors:

  - Harmonisation of the rules governing transport along the corridors.
  - Development of a common approach by all countries concerned regarding the role of railways, in particular by challenging the rights of historic operators.
  - Consistency and harmonisation of the methods used to collect fees, tolls and other user charges, for example by implementing integrated, compatible road pricing systems.
  - Facilitation of border crossing by developing harmonised procedures for customs clearance (the real cost of current customs controls should be assessed accurately) and exchange of information by developing common data bases, taking advantage of the opportunities provided by new technologies.

MORE EFFECTIVE IMPLEMENTATION

Evaluation of past experience

An evaluation of experience with existing corridors is indispensable. It is necessary to understand why under the existing management structure, some corridors are functioning effectively while there are only a very limited number of initiatives on others. Concrete initiatives were often very small-scale because of a lack of sufficient commitment on the part of policymakers. Some of the other weaknesses that can be mentioned are the use of purely political rather than economic criteria for the definition of corridors and the selection of projects as well as poorly adapted management structures due to insufficient resources.

Benchmarking should be used between the corridors in order to identify best practices and improve corridor management in the future.

A management structure for the corridors

In order to increase the effectiveness of the Corridor concept, stronger and more broad-based management of corridors must be promoted. The following approach can be recommended:

- Development of a new broader approach to corridors by involving all parties concerned, in particular IFIs, banks, carriers, etc in their definition. Customs related, legal and administrative problems should also be addressed in order to facilitate transport along corridors.

- Production of adequate statistical data.
- Development of appropriate corridor planning tools fully integrated with national planning tools.
- Establishment of project appraisal and selection criteria that take properly into account the benefits of the corridor concept.
- Strengthening of the existing management structures (Chairmen and Secretariats) and defining precisely their role in order to ensure better co-operation and coordination between countries, co-ordinate management of project development and ensure coherence and continuity of transport services along the corridor; when such structures do not exist, a co-ordinator (Chairman) for each corridor with a permanent secretariat could possibly be appointed after agreement between the involved countries.
- Ensuring good co-ordination between different corridors and overall consistency in their development. The creation of an international agency for corridors could be considered.

The financial implications of such an approach needs however to be carefully considered.

Adequate expertise at the national level

Officials in national administrations involved with corridors must receive suitable training so that they will be able to:

- transmit knowledge on transport planning in their countries and indicate adequate links for obtaining other relevant information;
- set priorities and criteria for project selection;
- on the basis of the planning exercise, compile a portfolio of carefully studied projects in the corridor, as experience has shown that it is advisable to have a wide range of potential investments that can be presented rapidly to apply for external financing when the opportunity arises;
- make an accurate analysis of possible financing and in particular PPPs, relying as much as possible on national "PPP Task Forces";
- manage the projects selected.

To provide this training and develop skills, technical assistance is indispensable.

It is essential to ensure organisational continuity at the national level by maintaining specialised staff within the relevant government departments.

ADEQUATE FINANCING

The investments needed along corridors will only be made if the countries concerned allocate sufficient own resources or are able to raise sufficient external finance. With regard to international funding, the financing packages must meet at least the following requirements:

Financing based on feasibility studies

Only economically viable projects will have access to international financing. Proper planning, prioritisation, privatisation and project definition resulting from a pre-feasibility study involving various alternatives should precede a comprehensive feasibility study incorporating economic, social and environmental analysis. IFIs could play an important advisory role during the whole process.

Appropriate financing

Every project may require a specific financial structure, adequately blending funds from the national budgets, the EU assistance funds and the IFIs. For financing packages to be as effective as possible, there must be transparency and sound co-ordination between the various sources of financing and especially between the various IFIs involved which must clearly define their procedures and the rules applicable. The corridor coordinator could play an important role in this financial engineering.

Financing involving PPPs

If a rigorous, realistic approach to the way public and private funds may combine can be developed, PPPs can provide interesting prospects for corridors, but they must only be one financing option among others, and the choice of financing should be based on a pre-defined assessment system (based on benchmarking). Financing packages for PPPs are complex and if they are to be a success, require good quality projects as well as good governance in the countries concerned so that, among other essentials, continuity in their policy, administrative, and legal frameworks can be assured.

Sustainable financing

Whatever the contribution of the private sector and the IFIs, a very substantial part of financing will continue to be provided by national public funds. It is therefore important to stabilise the national sources of financing, notably against political changes or budgetary constraints. The possibility of establishing dedicated funds or some type of "off-budget" financing should be considered.

Financing linked to infrastructure use

Transport infrastructure should be financed at least in part, by dedicated tolls, charges or other user taxes. Corridors are also a useful concept for making it possible to adopt a minimum of common rules in the field of financing and pricing. Co-ordination and harmonization of pricing systems should be ensured in order to simplify payment operations.

Stragegy for Transport Infrastructure Development in a Wider Europe

DECLARATION

The Council of Ministers of ECMT, meeting in Ljubljana on 26 and 27 May 2004:

TAKING INTO ACCOUNT the significant changes in Europe in recent years such as the enlargement of the European Union, the emergence of the newly independent States, the increase in international flows with, in particular, a rapid development of trade between Europe and the other regions of the world, especially Asia.

CONSIDERING the conclusions of the Seminar on Transport Infrastructure Development for a wider Europe, organised jointly by the ECMT, the EU Commission, the UNECE and the EIB on 27 and 28 November 2003.

NOTING that the strategy to be pursued at international level outside the European Union for developing transport infrastructure in a wider Europe needs:

- an appropriate policy framework, with, as an objective, the development of a transport system which is sustainable in economic, social, environmental and accessibility terms;
- a review of the Pan-European Transport Corridors and Area concepts, which have to be based on in-depth economic evaluations and be defined on the basis of real needs and well-defined criteria;
- a more effective implementation of these concepts, with a strengthening of the management structures and a development of appropriate expertise;
- adequate financing, including funds from national budgets, EU funds, IFIS, the private sector as well as from infrastructure users;

according to the principles drawn up in the Policy Note accompanying this Declaration.

AGREES that this strategy should be implemented rapidly by:

- launching a **consultation on existing corridors** in order to make an accurate assessment of their relevance and state of development;
- establishing adequate statistical databases including both economic/demographic data and data on traffic;
- **analysing** traffic forecasts, economic data, the legal framework, the conditions of interoperability, organisational aspects, the financial resources that can be made available;

- analysing how Corridors can draw **lessons from existing structures** like Trans-European Networks, UNECE Networks (AGR, AGC, AGTC, AGN), UNECE TEM and TER projects, Europe-Asia corridors, networks for the Balkans and Mediterranean region and Pan-European Transport Areas (PETRAS);
- determining **management and monitoring methods for the corridors** by looking at the ways to strengthen existing structures or by exploring the possibility of introducing a co-ordinator function, and analysing the mechanisms for involving countries and national institutions in management;
- evaluating the **resources that can be made available** at the national and international level and estimating the potential contribution from users.

REQUESTS that on the basis of the information collected a process be rapidly initiated in order to:

- revise the Pan-European Transport Corridors and possibly Areas if this concept is maintained, following the principles set up in the Policy Note accompanying this Declaration;
- identify priority projects for non-EU Member Countries within different corridors by using well-proven appraisal methodologies for defining and financing them.

SUGGESTS that the European Commission take a lead in this process along the lines set out above, in which all the concerned parties (the relevant countries, the ECMT, the UNECE and the EIB) should be involved.

OFFERS co-operation from ECMT for this process in accordance with the provisions of section V of the Helsinki Declaration.

INSTRUCTS the Committee of Deputies to report back in due course on the implementation of this strategy and the results obtained.

Declaration available at: www.cemt.org/online/council/index.htm

CHARGING FOR THE USE OF INFRASTRUCTURE

[CM(2004)4]

POLICY NOTE

CONTEXT

Financing investment through user charges is an increasingly central theme in debate over the development of transport infrastructure. Most Member and Associate countries fund some specific infrastructure links (tunnels and bridges) through user charges and several have long experience of funding construction and maintenance of motorway networks through tolls. A number of other countries have recently introduced or are considering introducing new road user charges to fund increased investment in transport infrastructure.

At the same time there is growing interest in developing user charges to reflect transport demand in the prices paid for the use of roads and for internalising the costs of accidents, pollution and noise nuisance. A number of countries have recently introduced charges of this second kind or are considering them: electronic km charges for trucks and electronic charges for using roads in city centres, described in report CEMT/CM(2004)19. Systems introduced so far focus mainly on managing traffic levels (for example the Swiss heavy vehicle fee, London congestion charge, Birmingham relief motorway and San Diego freeway).

Though both kinds of charge raise revenue and can be differentiated to provide incentives for cleaner vehicles and for spreading peaks in traffic, they differ in the approach to establishing the overall level of charges. The first establishes tolls on the basis of narrow financial criteria for generating the income needed to fund development of infrastructure. The second attempts to set charges at levels intended to optimise performance of the transport sector on the basis of a socio-economic analysis.

A third approach has been developed to provide a framework for establishing the upper limit for tolls and km charges on road haulage in the European Union. This bases charges on an estimation of the total costs attributable to construction and maintenance of the infrastructure. This has the appeal of simplicity by following the logic of the first approach but depends on data that is difficult to compile and often proves controversial. It can also result in charges that are generally too high to optimise the use of infrastructure outside of urban centres.

POLICY

Ministers have set out policy on the reform of transport charges and taxes in two ECMT resolutions: *Resolution 2000/3 on Charges and Taxes in Transport and Particularly International Road Haulage*; and *Resolution 1998/1 on the Policy Approach to Internalising the External Costs of Transport*. These promote a stepwise reform of charges and taxes to improve the efficiency of transport, avoid discrimination and distortion of competition and provide incentives to reduce the environmental impacts of transport and manage congestion. They underline the need for a comprehensive approach that covers all transport charges, including fuel taxes. They recommend gradually shifting the structure of taxation to increase the share of more territorially based charges, such as tolls, electronic kilometre charges and urban road pricing.

In 2003 Ministers adopted a report *Reforming Transport Taxes*, CEMT/CM(2003)3, that concluded that without more efficient charges and a more predictable framework for prices, investments to meet transport demands will frequently fail to deliver planned results. A predictable framework is particularly important in regard to competition between road, rail and other modes and for investments intended to promote modal shift. The 2003 report confirmed that the potential benefits of the reforms set out in the resolutions are large and suggested that a focus on implementation and carrying public opinion is now indicated.

To examine implementation and issues of acceptance, a conference on experience to date of *Managing Transport Demand through User Charges* was organised in London on 23 January 2004. The conclusions are presented in document CEMT/CM(2004)20. In 2003, two events in the USA reviewed relevant experience: the *Symposium on Road Pricing* co-organised by the OECD/RTR Programme; and the ECMT workshop on *Fostering Successful Implementation of Sustainable Urban Travel Policies*. Document CEMT/CM(2004)19 briefly summarises the results and recalls the objectives of pricing reform and the principles on which it should be based.

LESSONS LEARNED FROM RECENT EXPERIENCE

Where electronic road user charges have been developed there have always been pressing reasons for their introduction, and a sense of urgency, either for managing chronic congestion, pollution, improving the urban environment or for raising additional finance for investment in transport and ensuring all users, including foreign hauliers, pay their costs.

Electronic user charges have been deployed with success to manage heavy goods vehicles and urban road traffic. The success of road pricing in managing congestion in the largest European urban area, London, has been greater than expected. The targets for improved road journey time and reliability have been met, public transport services have improved and a majority of citizens approve the scheme now it is in operation.

In international truck traffic, electronic km charges are the most promising way of ensuring foreign vehicles contribute to costs where this is perceived as a problem. They can also be

coordinated with other taxes and charges to remove current distortions in haulage markets, which arise from differences in the level of annual national vehicle taxes.

The user charges in London and Switzerland have been successfully employed to meet demand management targets. As a secondary objective, they raise additional revenues for investments aimed at improving the efficiency and environmental performance of the transport system as a whole. Reinvesting part of the revenues raised is an effective strategy for gaining acceptance of new charging systems.

Tried and tested systems are available for road charging without technological problems. At the same time, systems using newer satellite technology are maturing rapidly and already successfully incorporated in the Swiss truck charge (used to switch off the charging system when trucks leave Switzerland by a route not equipped with roadside beacons). Satellite systems will eventually enable further improvements in traffic management. A step by step approach to developing technology is seen as a key to success in the development of a number of charging systems.

Electronic road pricing systems have so far been limited to city centres and to the highly regulated haulage industry. Universal application to national car fleets is not so far envisaged.

User charges are at a relatively early stage of development in both road and rail sectors. At this stage, flexibility for local and national authorities to work towards sustainable systems of charges is needed. International regulations need to provide for this, both in the scope allowed for differentiation of charges and through periodic review of the pricing methodologies employed. This fits the step by step approach to the reform of transport charges and taxes adopted in ECMT Resolutions and many other policy statements.

RECOMMENDATIONS

Ministers are asked to:

NOTE the successful implementation of electronic road pricing systems for urban traffic management and interurban freight haulage in a number of Member and Associate countries, and in particular that:

- The systems implemented have been effective in delivering results.
- Negative side-effects have been minor.
- Charging systems can be adjusted rapidly in case of need, in contrast to investments in infrastructure which are largely irreversible.

CONSIDER promoting the introduction of electronic charges for the use of roads and providing powers and incentives for local government to introduce charges to manage urban traffic, especially where other measures have not been effective and where serious problems exist with respect to:

- Congestion.
- Improving the urban or natural environment.

CONFIRM their attachment to the principles for the reform of transport charges and taxes agreed in previous decisions:

- *Non-discrimination*, in relation to nationality in the level of charges applied.
- *Efficiency*, to drive economic benefits and make economies more competitive.
- *Interoperability* for electronic charging systems.
- *Consistency*, ensuring all transport tax changes move in the right direction.
- *Fairness*.
- *The polluter pays*.

PURSUE interoperability for electronic charging systems and support the efforts underway in the European Union to this end, ensuring national industrial interests are not put before the common economic interest.

NOTE the value of understanding the costs to which charges are related, particularly in regard to road haulage, and that there may be benefits to following a common international approach to charging in this sector.

NOTE, nevertheless, that for efficiency charges must be related to the local costs of infrastructure use and therefore a certain degree of freedom for national and local governments to set prices is appropriate.

REVIEW all bilateral exemptions to road user charges, as following a common international approach implies ending such inherently discriminatory arrangements.

NOTE that pricing reform will alter the type, location and magnitude of infrastructure investments required. Project assessments and long term infrastructure plans must take full account of changes in the transport pricing environment.

Recommendations available at: www.cemt.org/online/council/index.htm

SECURITY AND TERRORISM IN THE TRANSPORT SECTOR

[CM(2004)5/FINAL]

POLICY NOTE

CONTEXT

Transport has long been a preferred means of terrorists for exacting maximum damage to targeted infrastructure, vehicles and human lives. Following the tragic events of 11 September 2001, transport decision-makers moved quickly to re-assess and take stock of the implications for the transport sector brought about by the unprecedented use of transport vehicles for terrorist purposes. Measures taken to enhance transport security since that time have built on an existing counter-terrorism policy framework, established over many years in response to previous traumatic events involving transport such as the explosion of Pan Am flight 103 over Lockerbie, Scotland in 1988 and the numerous terrorist acts to notably public transport infrastructure and vehicles in Europe and elsewhere in the latter decades of the last century.

Recent events have served to reinforce fear of terrorist action in transport: two terrorist truck-bombs exploded near the British consulate and a British bank in Istanbul in November 2003, killing at least 27 people and injuring 450. In February 2004, a terrorist bomb exploded in the Moscow metro, which carries upwards of 8 million passengers per day, killing 40 and injuring more than 100. Later the same month a terrorist entity threatened to explode bombs throughout the French railway system unless several million euros were paid by the French government. Shortly thereafter in March, ten deadly bombs exploded in commuter trains and in three of Madrid's rail stations, killing 200 people and injuring more than 1000.

These events have called Transport Ministries to the frontline to respond, requiring them to co-ordinate emergency response plans with other government agencies – notably ministries of the Interior – and to re-assure a traumatised public that all necessary measures are being taken to address the crisis and restore calm. The attacks have also served as reminders of how vulnerable the transport system remains to terrorism – in spite of heightened security since 9-11 – and how the system persists, in effect, as an attractive target for terrorist activity due to, among others, its relative accessibility and the large numbers of people using the system.

The two years since Ministers first addressed the subject at the Bucharest Council have seen some progress in the development and implementation of policies to respond to the new transport security climate. They have also seen the emergence of a number of fundamental questions concerning the balance between tighter security measures – for example, those now in place in the aviation and maritime sectors – and their costs, (e.g., delays in travel time of air travellers as a result of tighter security procedures in airports and hold-ups in freight movements caused by

more stringent port security requirements). Where tighter security measures can on the contrary provide benefits in terms of trade facilitation is also a question under debate at this time.

Ministers recognised in Bucharest the need to reach a balance between enhanced security measures and their costs, while also acknowledging the need to respond to the unprecedented level of perceived terrorist threat that has characterized the transport policy climate since September 2001.

At the same time, methodologies enabling comprehensive assessment of the actual risks of terrorist action as well as the costs and benefits of measures to mitigate the threat of terrorist attack are not yet fully developed. Consequently, transport-sector measures are in many cases being defined and implemented without the refinement that comes from solid ex-ante assessment.

And whereas transport authorities are called to the forefront in cases of crisis, they do not have all of the legal and regulatory tools at their disposal to take action to mitigate threat or respond to attack. Ministers in Bucharest recognised this, agreeing that a co-ordinated approach to security was essential, both within governments and among countries in a multilateral framework. This multilateral forum exists for both maritime transport and aviation, but has yet to be fully established for inland transport modes and more generally, for the transport chain as a whole.

KEY POLICY DEVELOPMENTS IN TRANSPORT SECURITY SINCE 2002

Progress in adjusting to the new security environment

In examining developments in transport security over the last two years since the Bucharest Ministerial, there appears to have been some progress overall within the transport sector in coming to terms with a new transport policy environment in which security is close to – if not at – the top of the policy priority list in many countries.

Individual transport sector modes have since 2002 made efforts to facilitate multilateral exchange on security issues, though an inter-modal framework for inland transport security remains for the moment an objective, despite several initiatives underway.

Whilst the maritime and aviation sectors have continued to enhance measures employed in the immediate aftermath of September 11, 2001, inland transport has begun to define ways to build on existing regulations governing, for example, transport of dangerous goods, to meet the more stringent requirements of the current security policy context.[1]

1. Policy initiatives within and among modes are described in more detail in the reference document Note on Security and Terrorism in the Transport Sector: Key Issues and Actions *[CEMT/CM(2004)21].*

But many challenges remain

Many complex challenges concerning how to deal with transport terrorism remain to transport policy-makers, however. And the recent terrorist attacks in Moscow and Madrid – horrifically costly both to human lives and to transport vehicles and infrastructure – have added heightened urgency to the need to find ways to better protect the clients of the transport system as well as the system itself from terrorism. These attacks highlight the vulnerability of passenger rail and public transport to terrorist action even when security measures have been put in place.

Recognising and doing something about the vulnerabilities in the transport system before terrorists very effectively point to those vulnerabilities with their destructive actions is, it would seem, the biggest security challenge to decision-makers at this time.

But policy-making is carried out within a framework that carries with it constraints – be they economic, financial, regulatory, legislative or others. Assessing and addressing the security threat, translating that threat into effective and efficient policy measures to mitigate the threat, while considering costs – who will pay for the measures, how these costs weigh against their benefits, and how tighter security can be reconciled with safe and efficient transport of persons and goods throughout the economy – these are just some of the emerging transport security policy challenges to transport decision-makers in this post-September 11 transport security policy environment.

QUESTIONS EMERGING FROM THE CURRENT POLICY CONTEXT

The magnitude of human and physical loss brought about by the use of transport vehicles as bombs in the New York and Washington attacks have caused governments to make avoidance of a repeat scenario a necessity at almost any cost.

Clearly, in the immediate aftermath of crises such as the 2001 attacks in New York and Washington and the recent public transport and commuter rail bombings in Moscow and Madrid, costs of measures are not the principal priority for decision-makers. First and foremost is the need to address the crisis – reassure the public that everything possible is being done to respond to the attacks and to ensure their safety as they continue to travel on the transport system. Times of crisis are without a doubt not the appropriate moments to bring forth – publicly at least – questions of proportionality.

But over time, in a medium-to-long term perspective, the public needs to be helped to understand that a 100% secure transport system is not possible to achieve. And questions do arise as to how to assess the risk of tragic terrorist scenarios such as these. To what extent are existing policies able to respond – even with some adjustment – to heightened risk of terrorist action? Where are additional measures needed? And how to accurately evaluate their benefits in terms of threat mitigation against the costs that will be incurred? This is particularly important given the need for measures that are proportional to resource availability and perceived risk. What institutional adjustments are necessary to respond to security needs as efficiently and effectively across transport modes as possible?

Weighing the costs of tighter transport security against their benefits

Ministers pointed in Bucharest to the need for a balancing of security measures with efficiency considerations. However questions remain as to nature of these costs (e.g., investments, costs from the negative impact of security arrangements on transport operations or due to an absence of security measures, time delay costs, running and operating costs) and who (e.g., government, industry, users, taxpayers) will bear the cost burden over time.

Whereas the costs of transport security measures have been shown to be significant in certain cases, the possible benefits for trade facilitation of enhanced security measures should not be ignored; indeed security and trade facilitation may go hand in hand, particularly in as much as certain measures can facilitate information flow and increase transparency and integrity – all of which can facilitate trade.

Assessing where that optimal balance lies between tighter security measures, their impact on efficiency in transport sector operations in the short and medium term, and the benefits that they accrue for a more secure transport system and for trade facilitation in general may, however, be easier in some cases than others.

Balancing security versus other transport policy priorities

Another factor in the efficiency equation involves balancing enhanced security prerogatives with other priorities for transport policy. The need to mitigate terrorist threat in urban public transport – a prime target for terrorist action because of the opportunity to inflict mass casualties and economic damage – is one illustration of this, whereby competition for limited resources can lead to a funnelling of funding away from initiatives to improve the service quality of public transport and into enhanced security measures. Such measures –while necessary – can also compromise ongoing efforts to provide quality public transport service by limiting access, engendering delays, and possibly leading to increases in fares. For this reason, security questions might best be addressed over time as one aspect of an integrated quality approach to public transport provision.

Assessing and managing the risk

Limited resources in transport sector budgets require that resources be linked with the highest priority budgetary needs. In the transport security context, evaluation of risk is essential in order to efficiently allocate limited resources to actions of the highest importance.

Transport-sector measures to enhance security are, in many cases, being defined and implemented without ex-ante assessment of threat and vulnerability. A more comprehensive approach to risk management that takes into consideration differentiation of threat levels, geographic and modal contexts in addition to institutional arrangements and funding streams is indispensable in order to more efficiently align risk of terrorist action with policies to mitigate the threat.

The question arises: what are the acceptable levels of risk in a given terrorism scenario involving transport? In some transport sectors and in some countries, it would appear that the fear of another cataclysmic event such as that of 11 September 2001 has been so great that efficiency considerations have been considered only after costly policy responses – considered adequate for perceived threat levels – have been defined.

The principles behind risk management hold that while risk most likely cannot be entirely eliminated, it can be assessed so that properly aligned policy responses can help mitigate the threat. In this way, use of this type of risk analysis-based approach could provide the proper underpinning for more efficient decision-making on transport security issues.

With this in mind, distinctions have to be made between different levels of risk. For example, risk is no doubt higher for transport of dangerous goods than of other kinds of goods. It follows that security measures needed to combat terrorism may be distinct from those needed against other forms of transport crime (though this does not preclude the need to capitalise on existing anti-crime measures in transport terrorism policy planning).

Further, threats may vary between different countries, Europe-wide or world-wide; measures handed down in one country or within one geographical context may not be appropriate in all cases. Whereas measures for counter-terrorist security need to be aligned with and proportionate to the threat level – which may vary from country to country and from time to time – measures to combat transport crime (e.g. for transport of dangerous goods) will most likely remain constant across countries and time.

Differentiating risk among modes is also necessary. The very significant measures for aviation security may not be necessary or appropriate for all modes, and unless the threat level justifies it, there is no reason why one mode of transport should pay for costly security measures because of the threat to another mode. This being said, there may be a risk that mode-specific security measures – sometimes carrying considerable cost – create some level of competitive distortion among modes. This may need to be explored further.

Assessing and managing risk does entail its own funding however. This is a particular problem for local authorities and transport operators, who must shoulder the burden in many cases for immediate response to crisis in cases of terrorist attack. Transport Ministers agreed in 2002 that they had a role in providing support for risk and vulnerability assessments for local and regional public transit as well as for training of personnel on emergency procedures within and between modes.

RESPONDING TO THE QUESTIONS: ROLE OF TRANSPORT AUTHORITIES

Part of managing the risk of terrorist action to transport involves carefully planned institutional co-operation. The realignment of the transport security priority has carried with it necessary adjustments at different levels of government, among them institutional, budgetary, and organisational.

Whereas national government holds responsibility for the overall strategy for transport security, regional and local levels often own significant portions of transport infrastructure (airports, public transport systems, motorways and ports) and are called first to react in times of crisis; therefore clear delineation of the roles and responsibilities of all levels of government is essential in order to respond effectively and efficiently to crisis situations brought about by terrorist action in transport.

Ministers of Transport in Bucharest recognised the need for an inter-modal framework for transport security co-ordinated among Ministries and agencies handling national security and terrorist issues – in particular ministries of the Interior and Defence – and among levels of government.

Within this context, Ministries of Transport can continue to work towards better reconciling transport security and efficiency questions as summarised in this note by:

- Defining a transport security policy framework in co-ordination with other relevant governmental bodies, intelligence services and police, assigning specific transport security responsibilities to appropriate levels of government and relevant agencies.
- Supporting the development and refinement of assessment methodologies to better ascertain the costs and benefits of enhanced security measures for the transport sector.
- Working together with other national Ministries and agencies to establish an overall inter-modal framework for risk management. Within this context, regional and local authorities as well as modal associations and industry may be better equipped to carry out specific vulnerability and risk assessment.
- Sharing experience and good practice in these areas with other governments in order to further understanding and co-operation.

Security and Terrorism in the Transport Sector

DECLARATION

We the Ministers of ECMT Member countries meeting in Ljubljana on 26 and 27 May 2004,

CONDEMN the recent terrorist attacks involving transport in Istanbul, Moscow and Madrid.

REAFFIRM our determination to work at national and international levels to ensure that transport is able to exercise its vital role in society and the economy, unhindered by the threat of terrorist action.

RECOGNISE that whereas progress has been made in recent months to enhance security across the transport sector, vulnerabilities within and among modes remain – particularly in inland transport and most notably in commuter rail and public transport, as most painfully highlighted by two of the above-mentioned recent attacks.

REITERATE our commitments set forth in the 2002 ECMT Ministerial Declaration on Security and Terrorism in Transport in particular to:

- Promote a co-ordinated inter-modal approach to security in the transport sector in co-ordination with other government bodies.
- Provide support as needed for risk and vulnerability assessments as well as training for personnel on emergency procedures within and between modes and on regional and local levels.
- Seek measures that create complementarity among security, safety and counter-terrorism measures.
- Share to the extent possible our experience and best practice on transport security and counter-terrorism with other governments in order to further understanding and co-operation in this area.

ACKNOWLEDGE progress toward these commitments as highlighted in the *Note on Security and Terrorism in the Transport Sector: Key Issues and Actions* [CEMT/CM(2004)21] and as summarised in the present Policy Note.

RECALL our commitment articulated in the 2001 Ministerial Conclusions on *Combating Crime in Transport* to set up specific contact points within Ministries to handle all crime and security questions.

AGREE the recommendations for Inland Transport and Maritime Authorities as set out in the *Report on Container Transport Security Across Modes* CEMT/CM(2004)22.

SUPPORT the findings of the *Note on Security and Terrorism in the Transport Sector: Key Issues and Actions* CEMT/CM(2004)21 particularly those pertaining to balancing enhanced security with efficiency as summarised in the present Policy Note.

AGREE to:

- Clearly delineate and communicate the roles and responsibilities for transport security at all levels of government in order to respond effectively and efficiently to crisis situations brought about by terrorist action in transport.
- Support efforts – particularly as concerns the refinement of assessment methodologies – to better ascertain the costs and benefits of enhanced security measures.
- Define and develop an inter-modal framework for risk management, allocating responsibility as appropriate for detailed risk and vulnerability assessment to regional and local transport authorities and industry.
- Share experience and good practice in these areas to the extent possible with other governments in order to further understanding and co-operation.
- Ask Deputies to continue to monitor progress toward implementation of the 2002 Ministerial Declaration and of these recommendations.

Declaration available at: www.cemt.org/online/council/index.htm

CONCLUSIONS AND RECOMMENDATIONS ON CONTAINER TRANSPORT SECURITY ACROSS MODES

[CM(2004)6]

CONTEXT

The study highlights security of containers across the inter-modal transport chain

A new wave of heightened security measures has emerged to address the security weaknesses in the transport system that were revealed in the September 2001 terrorist attacks and further highlighted by the Spring 2004 rail and public transport bombings in Moscow and Madrid. These measures, many of which are described in the *Note on Security and Terrorism in the Transport Sector: Key Issues and Actions* [CEMT/CM(2004)21] are designed to ensure maximum protection from terrorist activity across transport modes and are built on an existing security framework established over many years.These efforts, however, have mostly been concentrated within individual modes. It is increasingly accepted that additional weaknesses may exist in the linkage points between modes along the transport chain.

In this context, OECD and ECMT joined forces to examine container transport security across inland and maritime transport, responding to mandates of both the ECMT Council of Ministers in Bucharest in May 2002 and the OECD Maritime Transport Committee in Paris in July 2002.

The study[2], the findings of which are summarised in this Note, highlights vulnerabilities in the container transport chain by examining security issues related to maritime shipping containers as they transit the transport chain. Maritime containers are the focal point as opposed to other types of containers because they are the most numerous container type in international trade, are truly inter-modal, and ubiquitous. In addition, the study specifically focuses on the potential threat for containers to be used by terrorists as a delivery vehicle for chemical, biological, radiological or nuclear (CBRN) weapons, as this scenario largely underpins national and international policy agendas at this time.

Roles of Transport and Customs authorities

Containerised transport is a hybrid system involving different modes of carriage. While Transport authorities typically have authority over the modes, Customs and Trade authorities have responsibility for the containers. The role of Transport Ministries is important: Ministers are among those first called to the front line to respond to any crisis involving the transport

2. *Report on Container Security Across Modes [CEMT/CM(2004)22].*

system. Secondly, transport authorities can establish rules to govern container handling and play a role as "gatekeeper" to the freight transport market via their regulatory oversight and licensing of transport companies, operators, and vehicles. Thirdly, transport authorities have a role to play in improving the transparency and communication of information regarding those actors handling and transporting containerised consignments.

THE CONTAINER TRANSPORT CHAIN

Container transport is vulnerable to terrorism in part because of the complex interactions among a great multitude of actors and systems

Container transport is characterised by complex interactions among a great multitude of actors, operating systems and regulatory frameworks. It is this complexity, along with the lack of a single controlling entity over the entire container transport chain, which has led many specialists to conclude that the system is vulnerable to terrorism. Many of the security concerns are related to the presence of many small- and medium-sized enterprises operating within the system.

Physical flows of the container are not uniformly secure across the chain

Containers move along a network of nodes and links through multiple modes of transport and supporting infrastructure. The container transport chain is not uniformly secure, and the level of protection can vary greatly from node to node and among modes. The risk of a security breach at any one point can compromise the security of the entire chain. A number of security issues relating to the physical flow of containers should be borne in mind. For example:

- The specific stuffing location is paramount from a security perspective because it represents the last point in the container transport chain where the physical contents of the container can be visually identified.
- Containers are most vulnerable to being tampered with when they are at rest and least vulnerable when they are in motion.

The importance of information flows is paramount

The importance of generating, receiving and processing information is paramount since the examination of information flows can reveal discrepancies that might indicate terrorist and/or criminal involvement.

All actors in the container transport chain should work towards the medium- to long-term goal of a system where the party responsible for generating security-relevant data provides that information to Customs when it is first generated – i.e. from the moment the container is stuffed. This goal will require among other aspects some form of consignment identification protocol – such as the World Customs Organisation Unique Consignment Reference (UCR) – and some form of guidelines on the advanced provision of data to Customs.

THREAT ASSESSMENT

A thorough and comprehensive risk assessment has not yet been undertaken

Will terrorists target containers as a means of delivering a CBRN weapon? There is no easy answer to this, particularly because many government agencies in charge of overseeing the different parts of the container transport chain have not yet undertaken a thorough and comprehensive risk assessment of this scenario. Measures for counter-terrorist security need to be proportionate to the threat, which will vary from place to place and from time to time.

Hijacked versus Trojan Horse scenarios

The insertion of an illegal consignment within a container can take place in one of two manners. The first is by targeting a legitimate container, intercepting it during its voyage, opening it and hiding the illegal consignment inside, then re-sealing the container and re-inserting it into the legitimate trade flow ("hijacked" container scenario). The second way involves setting up a legitimate trading company and building a good reputation via normal trading patterns before, suddenly, switching to trade of illegal consignments ("Trojan horse" scenario).

Transport authorities can play an important role in countering the "hijacked container" scenario by enhancing security at all points along the chain. This involves ensuring that transport operators take into account security measures relating to container integrity and sealing, securing the access to the container and facilitating container tracking. This is especially important for inland transport authorities who exercise oversight on the vulnerable outer links of the container transport chain. On the other hand, transport authorities have considerably less scope for action in thwarting a "Trojan horse" shipment. In the latter case, effective Customs control is of paramount importance.

CONTAINER SECURITY MEASURES

Five categories of security measures...

Generally, measures to enhance container security will address the following aspects:

- *Scanning* or otherwise physically confirming the contents of the container.
- Ensuring the *physical integrity* of the container.
- Ensuring the security of the *container environment* as it moves and is handled in the container transport chain.
- *Tracking and tracing* the container as it transits the supply chain.
- Provision and use of *information* related to the consignment.

Not all of these measures are equally suited to counter both the "hijacked" and "Trojan horse" threats. Technical measures focusing on the integrity of the container and its environment are not of much use in the "Trojan horse" scenarios. Scanning remains one of the most effective measures to ascertain both of the types of threat. Intelligence- and information-based measures must necessarily be deployed to thwart the "Trojan horse" shipper.

TRANSPORT AUTHORITIES, CONTAINER SECURITY AND TERRORISM

Transport authorities must address weak links in the container transport chain

Addressing the security of the container transport chain requires a comprehensive inter-modal framework integrating measures across the entire container transport chain. Whereas such a framework may exist at the centre of the chain covering ports and maritime transport, as codified in SOLAS and the International Ship and Port Facility Security Code (ISPS), there is not yet an analogous framework for inland transport on the outer edges of the chain.

More specific threat assessments involving transport authorities are needed

The spectre of containers being used to deliver CBRN weapons has motivated international action to bolster the security of the container transport chain. However, very real questions remain as to terrorists' readiness, motivation and/or capability to use a container as a delivery platform for a CBRN weapon. These questions should be addressed more thoroughly through national/international assessments of specific risks posed by terrorists to the container transport chain. Differentiating the threat is important to Transport authorities because ill-adapted security measures can slow down or block the flow of goods nationally and internationally.

Trade security and trade facilitation: a potential win-win situation

Heightened security measures should not be seen in all cases as obstructions to legitimate trade, however. Potential win-win situations could be seen between trade security and trade facilitation, where the costs of higher security can be recovered, at least partially, through greater efficiencies in the supply chain.

Security measures must be adapted to the threat

Appropriate measures – container scanning, ensuring the integrity of the container itself, controlling access to the container, tracking containers, and assessing container risk via the analysis of trade-related data – have to be chosen to counteract the "hijacked container" and "Trojan horse" threats: what works for one scenario will not necessarily work for the other.

Transport authorities have important policy levers at their disposal

Transport authorities should use the policy levers they have at their disposal to enhance the security of the container transport chain:

- they should establish and/or build on rules governing container handling by operators in order to introduce security criteria and define procedures regarding container integrity, access and tracking;
- as "gatekeeper" to the freight transport market via their regulatory and licensing oversight, they should also introduce security criteria in the licensing process of vehicles, operators, personnel and facilities and monitor whether licensees continue to meet these security requirements;
- finally, they should communicate to Customs information regarding operators under their jurisdiction that might be useful in the container screening process.

Guiding principles to secure the container transport chain...

When undertaking the above actions, transport authorities should bear in mind a number of guiding principles. These include the following[3]:

Container Integrity

Shippers and/or those stuffing the container must play a primary role in securing the container transport chain, because they are the main actors in "real" contact with the contents of the container.

Shippers and/or those stuffing a container should follow established security procedures, initiate an auditable custody trail and ensure that the container is sealed with, at a minimum, a high-security mechanical seal.

As electronic-seal technologies are not currently ready for commercial deployment for international use throughout the global container handling network, Transport and/or Customs authorities should not mandate the use of e-seals.[4]

3. For further description of these principles, please see the full Report on Container Transport Security Across Modes *[CEMT/CM(2004)22].*

4. A clear distinction must be made between security-relevant e-seal data (e.g. seal status and container number) and supply-chain management-relevant data (packing list, shipper, consignee identity, etc). While the former should eventually be made mandatory, the latter should not.

Access to Containers

Vulnerabilities in the container environment are highest when the container is at rest in rail yards, at road stops and in parking and shipping/loading terminal facilities. Securing these areas to the extent possible is therefore essential. In addition, dwelling time at terminals should be reduced by rationalising and optimising the container handling process.

Inter-modal facilities should be physically secured to minimise the risks of unauthorised access. Restricted areas should be approached only through access control by positive identification of employees and visitors and should be under constant surveillance.

Transport operators should screen employees according to security criteria. They should also check worker identification with other operators in accordance with national laws and develop protocols regarding access to containers by high security-risk workers.

Container Tracking

The focus of container tracking should not be "real-time" but rather "right-time" tracking. Transport authorities should ensure that appropriate government agencies have access to this data as needed.

In those cases where "real-time" tracking is the right solution, these systems should not be deployed without the back-up of a more "traditional" chokepoint control tracking system.

Co-operation with Customs: Container Scanning and Trade Documentation

100% container screening is possible, – 100% scanning, on the other hand, is not practical with current technologies.

Transport authorities should assist Customs in their container screening exercises by ensuring that "proprietary" information (e.g. regarding transport operators, licensees, etc.) is made available to Customs for their container risk assessment in accordance with national rules on data confidentiality.

Transport authorities should also support the concept of advanced information submission to Customs and use of the Unique Consignment Reference number among transport operators.

SPECIFIC RECOMMENDATIONS TO INLAND TRANSPORT AND MARITIME AUTHORITIES

Recommendations for implementation...

Ministers have agreed to a number of recommendations to improve security in transport that would also have specific benefits for enhancing container transport security. Detailed hereafter, these recommendations should be implemented and existing initiatives improved.

Applying the ECMT Ministerial Declaration on Combating Terrorism in Transport, agreed by Ministers in 2002, will go a long way to improving security of the inland container transport chain. Specifically, Ministers agreed to:

- Promote a co-ordinated inter-modal approach to security in the transport sector in co-ordination with other relevant bodies within national governments.
- Share to the extent possible experience and best practice on transport security and counter-terrorism with other governments in order to further understanding and co-operation in this area.
- Provide support as needed for risk and vulnerability assessments as well as training for personnel on emergency procedures within and between modes and on regional and local levels.

Ministers also agreed in the 2001 Ministerial Conclusions on Combating Crime in Transport to set up specific contact points within Ministries to handle all crime and security questions. At this time, some Ministries appear to have done this – many others not. Designating contact points will continue to be important, given that security issues will no doubt persist as an issue of concern for ministries of Transport and government more generally in the foreseeable future.

In addition, the ECMT Resolution No. 97/2 on Crime in International Transport contains elements that can be adapted to counter terrorist threats in the container transport chain.[5]

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5. These include recommendations that Ministries of Transport:

- *Set up improved contacts with the police and customs authorities as well as trade organisations to ensure that information on crime, crime trends and criminals is exchanged wherever appropriate; (N.B. though not specified in this Resolution, it would seem important to add in the case of container transport security the exchange of information with intelligence and security services.)*
- *Check that operators given licences and permits are bone fide operators without criminal records pertinent to vehicle/freight crime.*
- *Maintain information on persistent offenders and withdraw licences or refuse to grant permits to them.*
- *Provide information and advice to operators on theft avoidance, safe practices, recommended routes, protected parking areas and appropriate precautions.*
- *Encourage the setting up of secure and safe parking areas and freight traffic centres for trucks and loads (containers, trailers, swap bodies). Standards of protection for such areas must be defined to commonly agreed levels or criteria.*

The establishment of an inter-governmental task force to implement a common approach to container transport security would facilitate the necessary co-ordination between Transport authorities, Customs, and security and police agencies. This task force could be set up in the larger context of inter-governmental co-ordination on the range of security issues across the transport sector, as recommended in the *Policy Note and Draft Declaration on Security and Terrorism in the Transport Sector* [CEMT/CM(2004)5].

On the maritime side, the mandatory framework of SOLAS and the ISPS code already govern security measures for international ocean-going vessels and ports involved in international trade. However, there is some concern that the 1 July 2004 deadline for the ISPS has not been taken sufficiently seriously by some vessel operators and/or ports. At a minimum, Maritime authorities should do the following:

- Ensure that ports and vessels under their ultimate authority comply with the terms of the ISPS by the approaching deadline. Furthermore, they should also ensure that real compliance with the ISPS code, rather than superficial "paper" compliance, is achieved.
- Strictly enforce ISPS code compliance by vessels entering their ports after the July 1, 2004 deadline.
- Ensure that many of the basic provisions of the ISPS extend to those vessels and ports not covered by the ISPS (as certain countries have already done). In this context, co-ordination with inland navigation vessels not covered by ISPS, particularly in areas where inland and maritime waterways and ports interface, will be essential.
- Non-EU ECMT Member Countries should consider applying relevant provisions of proposed EU Regulation [COM(2003)229] as well in order to ensure the overall security of European maritime shipping.
- In addition, Countries may consider extending coverage of the ISPS, now limited to port facilities and terminals, to the entire port as well as to adjacent areas where these have direct or indirect impact on the port (e.g., rail facilities, warehouses, etc.) Such an approach is articulated in the Proposed Directive of the European Parliament and Council on Enhancing Port Security [COM(2004)76Final].

Declaration available at: www.cemt.org/online/council/index.htm

REMOVAL OF OBSTACLES AT BORDER CROSSINGS

[CM(2004)7]

POLICY NOTE

Delays at frontiers prolong transport times and hence increase the cost both of transport and of the goods transported. They are therefore an important factor in the relative competitiveness not only of transport modes but also of national economies in an increasingly global and competitive marketplace. According to the World Economic Forum, costs in connection with border crossings amount to some 85 billion USD per year worldwide, representing 1.2 percent of the total value of international trade and between 5 and 10 percent of the end price of goods.

Aware of the scale of the problem, the ECMT Council of Ministers has asked for the matter to be referred to it at regular intervals. Six successive reports on the removal of obstacles at border crossings have already been presented. On the basis of these documents, the Council of Ministers has adopted a number of Resolutions on the removal of obstacles, in particular Resolution 50 of 1984, Resolutions 94/5 and 99/2 and Resolution 2002/3 dealing specifically with the simplification of procedures for issuing visas to professional drivers. All these Resolutions form part of the ECMT *acquis* approved by the Council of Ministers at the Conference's 50th anniversary.

In accordance with the Council's request to be kept regularly informed of developments relating to the question of border crossings, the time seemed right to prepare a new report and present it to the session in Ljubljana. The enlargement of the European Union on 1 May 2004 is a major event in this respect and it is appropriate that the foreseeable consequences of enlargement on conditions for crossing borders in Europe should be examined at this stage.

THE CURRENT SITUATION

The report [document CEMT/CM(2004)23] shows that border crossing conditions vary significantly according to countries but it also highlights three major events which currently have repercussions on the conditions for crossing borders and will continue to have a significant influence on them in the years to come:

- The enlargement of the European Union and the conditions for applying and extending the Schengen Agreement.
- The relatively recent creation of new states and hence of new borders following the disappearance of the USSR and the break-up of former Yugoslavia.
- The globalisation of trade and the extension of trade relations to the entire European continent following the fall of communism.

Faced with the difficulties engendered by border crossings, the ECMT Member States, as the report shows, have taken a number of measures to implement the recommendations contained in Resolution 99/2 and, to a much lesser extent, in Resolution 2002/3. The most significant actions in this respect concern modernisation of border posts and facilities and greater cooperation between control agencies.

Nonetheless, the results are still far from sufficient, as average waiting times at border crossings show. Crossing times are still very high at the CIS's external borders, where in extreme cases they can rise to as much as 48 hours for road transport and 60 hours for rail transport. The situation is also highly unsatisfactory in the Balkans, where the creation of several new states has resulted in the rapid introduction of customs and police controls carried out by inexperienced staff at ill-equipped sites. While EU enlargement should ultimately reduce the scale of the still considerable problems in central Europe (waiting times can be as long as 15 hours for HGVs and 6 hours for trains at certain border crossing points), there can be no doubt that the relocation of the EU's external borders and, in time, the Schengen area following the accession of new Member States, may result in stricter controls at these borders and hence a significant increase in waiting times if appropriate measures are not taken soon.

OBSTACLES AT BORDER CROSSINGS

An examination of the obstacles currently observed at border crossings shows that the major problems arise in three areas:

- Control procedures, which are without a doubt the main obstacle to free-flowing traffic for the following reasons.
  - the complexity of control procedures and changes to current regulations made without prior notice;
  - insufficient use of controls based on risk analysis and of automated clearing systems;
  - lack of cooperation between control agencies and, all too often, the lack of joint controls;
  - cumbersome procedures for technical controls on the railways.
- Infrastructure where, despite certain improvements financed by international programmes (EU funds, the World Bank TTFSE and TTFSC programmes, etc.):
  - border posts in certain recently created states and at the EU's future external borders are under-equipped;
  - systems for communicating and transmitting data between all players at border crossings, and especially between different countries' control agencies and rail operators, are insufficient;

- railway equipment (and personnel) are not interoperable, meaning that in almost all cases locomotives have to be changed at borders even though the technical conditions for interoperability may sometimes be met.

- Staff, where the following shortcomings may be observed:
  - lack of quality and training;
  - insufficient motivation and hence very low productivity in many cases;
  - questionable ethical conduct, resulting in widespread corruption and smuggling, the scale of which is underlined by the many comments on the subject made by Member States in their answers to the ECMT survey.

Recommended actions

In view of the considerable obstacles that still exist at certain border crossings within the geographical zone covered by the ECMT, it seems advisable to continue and develop actions to improve such crossings, focussing as a first step on border posts located on Pan-European transport corridors. It is thus highly desirable that the Transport Ministers meeting in Ljubljana for the session of the ECMT Council of Ministers should, by agreeing the following Recommendations:

- Reiterate their commitment to implement the measures recommended in previous ECMT Resolutions on the removal of obstacles at border crossings.
- Emphasise the need to implement measures not expressly mentioned in previous Resolutions.
- Take the necessary action with regard to all other competent Ministers.
- Ensure the ratification and/or implementation of conventions / agreements / resolutions prepared under the aegis of UNECE to facilitate border crossings.

Recommendations on Removal of Obstacles at Border Crossings

ECMT Ministers of Transport, meeting in Ljubljana, on 26 and 27 May 2004:

REITERATE their commitment to implement the measures recommended in Resolutions 99/2 and 2002/3, especially those which have had little effect to date, such as the general use of control based on risk analysis techniques, the appointment of a single manager to supervise all control operations at each border post and the issuance of multiple visas for professional drivers, so as to achieve internationally agreed objectives for reducing the time spent on formalities and controls, namely a 50% reduction in waiting times for road hauliers with the overall objective of not having to wait for more than one hour in accordance with ECMT Resolution 99/2 and a 60-minute (30 minutes for each of the neighbouring countries) maximum waiting time for shuttle trains at borders in accordance with the recommendations of Resolution 248 of the UNECE Inland Transport Committee.

EMPHASISE the need to implement certain measures not expressly mentioned in the Resolutions mentioned above but recommended in the report CEMT/CM(2004)23, namely:

- Actions to promote free access to the road transport market and the fostering of competition between rail operators, giving them the possibility of engaging in end-to-end international transport under their sole commercial responsibility.
- The development of interoperable railway equipment, adopting an approach consistent with the European Union one and, while awaiting effective interpenetration of such equipment, general introduction of the system whereby wagons are handed over on trust.
- The modernisation of border posts at the enlarged EU's external borders with the CIS and Balkan states, taking particular care to ensure that they have appropriate computer equipment and that access roads and vehicle parks are sufficiently spacious.
- The creation of specific queues for empty vehicles or vehicles in transit and the application of specific procedures for transit traffic.
- The implementation of cross-border information and data transmission systems.
- The harmonisation and, if possible, the reduction of movement restrictions imposed on HGVs.
- The reconciliation of the CIM (Uniform Rules concerning the Contract for International Carriage of Goods by Rail, COTIF) and SMGS (Convention concerning International Goods Traffic by Railway, OSJD) legal regimes applicable to international rail transport.
- The development of a consistent and harmonised multilateral strategy to combat illegal immigration.

- The training of border crossing personnel and enhancement of their status, including their pay.
- The fight against corruption and illegal practices, including the use of computerised and automated clearing systems.

AGREE to take the necessary action with regard to all other competent ministers (especially those responsible for customs and police) to implement the measures recommended both in Resolutions 99/2 and 2003/3 and in the report CEMT/CM(2004)23 and to frame a coherent overall strategy for the removal of obstacles at border crossings.

INTEND to act so that their governments ratify and/or implement conventions / agreements / Resolutions prepared under the aegis of UNECE to facilitate border crossings, especially:

- The International Convention on the Harmonisation of Frontier Controls of Goods, including the new Annex 8 which contains specific provisions on the issuance of visas for professional drivers, technical inspection of vehicles (with acceptance of the international technical inspection certificate) and institution of an international vehicle weight certificate.
- The Consolidated Resolution on the Facilitation of International Road Transport (R.E.4).

INSTRUCT the Committee of Deputies to monitor the implementation of these Recommendations and to report to the Council by 2008.

Declaration available at: www.cemt.org/online/council/index.htm

DECLARATION ON NATIONAL CYCLING POLICIES FOR SUSTAINABLE URBAN TRANSPORT

[CM(2004)11]

POLICY NOTE

Introduction

Cycling is increasingly recognised as a clean, sustainable mode of urban travel

The objective of this report is to provide an overview of policies at the national level for promoting cycling, which is increasingly recognised as a clean, sustainable mode of transport in urban areas. The report is based on information obtained from 21 ECMT Member and Associate Member countries in 2002 and 2003.

While the growing trend in car use continues, the level of bicycle use seems generally stable with only minor fluctuations. The modal share of cycling trips, though varying from country to country, is roughly 5 to 10% of all trips in Western Europe and approximately 1 to 5% in Central and Eastern European countries. Two countries stand out with much higher modal shares for cycling: the Netherlands (27%) and Denmark (18%). Japan's cycling modal share is also noteworthy at 14%. Cycling's share in North American cities, although growing in importance, remains fairly low.

Benefits and barriers of cycling...

Cycling can have many advantages as a short-distance means of travel in urban areas: it is environmentally friendly – without emissions and noise nuisance; provides cost-effective mobility, and offers an opportunity for health and physical fitness by regular exercise.

On the other hand, there are both real and perceived barriers to bicycle use that – with the exception of a few countries – keep cycling somewhat in the margins of urban travel. These barriers include vulnerability in accidents with motorised traffic, bicycle theft, increasing travel distances due to urban sprawl, perceived low social status, weather and topology.

The Policy and Institutional Framework

Cycling policy needs integration and coordination with other policies

Cycling policies and measures alone cannot bring about sustainable travel in cities. They are, however, an important element of a comprehensive package of policy tools designed to improve the sustainability of the whole transport network. Integration and coherence between cycling policies and other policies addressing land use, environment, physical

health and finance are essential. This requires co-ordination among various levels of government and sectors, with input from cycling stakeholders – including national, regional and local governmental bodies, non-governmental organisations, cycling associations and the bicycle manufacturing industry.

National-level commitment is important in setting the right policy framework

While regional and local authorities bear the primary responsibility for detailed planning and implementation of cycling policies, national-level commitment is important in setting the right legal, regulatory and financial framework so that successful implementation of cycling initiatives can take place.

National Cycling Policies and Plans

More countries are developing national cycling plans, strategies and policies

An increasing number of countries are developing national cycling plans, strategies and policies. The approach to cycling on a national level varies from country to country: some countries have a separate, specific plan for cycling promotion at a national level, while others include cycling policies in national transport, environment or health plans. In many countries, cycling remains the exclusive responsibility of regional and local authorities with limited commitment at a national level.

Cycling policy objectives draw from various sectors including transport, land-use, safety, environment, and health. The cycling policy and planning process therefore involves input from the wide range of cycling stakeholders mentioned above – governmental bodies at all levels, non-governmental organisations, cycling associations and the bicycle manufacturing industry. In a number of countries the Ministry of Transport has a leading role in co-operation and co-ordination with relevant bodies in the policy planning process.

Challenges to Effective Policy-Making at a National Level

There are still challenges ahead

Although a number of countries are making progress in promoting cycling travel, difficulties persist in the process of planning and implementing cycling promotion policies.

First, cycling remains somewhat marginal in transport policy discussions in many countries, and national budgetary allocation reflects this status. Second, as cycling policies draw from a wide range of objectives and involve many actors, lack of co-ordination, both horizontally and vertically, may cause biased policy planning and roadblocks to

implementation. Third, safety fears arise from cyclists' vulnerability to motorised traffic. Fourth, technical understanding is not always adequate and, consequently, the design of transport infrastructure – even cycling-specific infrastructure – is often flawed or of poor quality. Fifth, scarcity of road space makes it difficult to provide adequate bicycle infrastructure. Finally, cycling often carries with it a somewhat skewed image – often perceived only as a sport, leisure, or children's activity rather than a mode of transport.

Many countries are working to better understand these barriers. The national governments in a number of countries have been instrumental in overcoming these difficulties through the development of national policies and plans for the promotion of cycling, through financial support to local and regional authorities, and via national public awareness and communications initiatives, among others.

How can National Level Commitment be Helpful?

The national government can help local implementation of cycling policies by providing a policy framework and financial support

In the Netherlands and Denmark, the bicycle is one of the principal means of travel in cities, thanks at least in part to their national governments' strong, long-term, support for cycling.

Inquiries to local authorities carried out in the context of the ECMT study revealed that national government can help implementation of cycling policies in local areas in a number of ways, including by establishing a national policy framework or strategy that sets out the necessary legal and regulatory instruments for safe and efficient bicycle use; and by providing adequate financial support – especially for cycling infrastructure development and facilities. It should be noted that investments for cycling infrastructure and facilities can be considerably less costly than those for other types of transport infrastructure (e.g. for motorised transport, public transport).

Conclusions

A national cycling policy framework can be a powerful tool

A national cycling policy approach – be it a separate document or elements of a more general transport policy plan – can be a powerful tool for national governments to encourage cycling in urban areas. Tailored to a country's specific circumstances, a national policy framework can provide a common, integrated basis for the long-term development and implementation of cycling policies among various sectors and levels of government.

A national cycling policy framework can:

- Articulate common objectives, goals, and a set of specific, integrated, co-ordinated actions among the different national Ministries and agencies (horizontally), as well as among national, regional and local authorities (vertically), and in partnership with industry, cycling associations and other stakeholders.
- Demonstrate political will and commitment at the national level, thereby pushing cycling policies higher up on the policy agenda.
- Raise awareness and "de-marginalise" cycling as a sustainable mode of transport.
- Provide a basis for the monitoring and evaluation of cycling policy implementation by national, regional and local authorities.

Declaration on National Cycling Policies for Sustainable Urban Transport

The Ministers of ECMT Member and Associate Member Countries meeting in Ljubljana on 26 and 27 May 2004:

NOTE the findings of the report on *National Cycling Policies for Sustainable Urban Transport* CM(2004)26 as summarised in the Policy Note accompanying this Declaration.

RECALL the *Key Messages to Governments on Implementing Sustainable Urban Travel Policies*, approved by Ministers at their Lisbon Council in 2001, in particular, the recommendation that national governments establish a supportive national policy framework for sustainable urban travel.

AGREE that policies and measures to promote cycling are an integral part of urban transport policy alongside those designed to promote public transport, manage car use and integrate land use and transport planning.

RECOGNISE that the following national policy actions can promote cycling and facilitate implementation of cycling measures in urban areas:

- Establishing an integrated national cycling policy framework with clear goals, actions, and targets in co-ordination with other national level administrations and agencies, regional and local authorities, cycling associations and bicycle manufacturers.
- Proposing legislation, regulations, and guidelines for the development and implementation of cycling policies at regional and local levels.
- Using financial and other instruments to encourage and facilitate cycling initiatives by regional/local authorities.
- Improving safety for cyclists by encouraging the reduction of speed and volume of motorised traffic where necessary.
- Conducting research on cycling policies and measures and making knowledge available to local authorities and other relevant stakeholders.
- Improving data collection on cycling travel and cyclists behaviour, so that there is better understanding of the status, trends and potential of cycling.
- Monitoring progress towards goals and quantitative targets and evaluating progress in implementing cycling policies.

ASK Deputies to review progress and exchange experience on implementing these ideas for cycling policies in countries and report back to Ministers in due time.

Declaration available at: www.cemt.org/online/council/index.htm

CONCLUSIONS AND RECOMMENDATIONS ON IMPLEMENTATION AT THE NATIONAL LEVEL OF MEASURES TO IMPROVE ACCESSIBILITY

[CM(2004)13]

Introduction

At their 2001 Council in Lisbon, Ministers agreed a set of recommendations designed to improve accessibility throughout the transport system and asked Deputies to review progress on implementing these recommendations[6]. At the same time, Ministers more specifically recommended that guidelines on implementation at the national level for measures to improve the accessibility of transport should be prepared.[7]

This report responds to these mandates, setting out a general framework for the successful and sustainable delivery of transport policies and services that are accessible to disabled and older people and well as to the community as a whole.

Within this framework, this report:

- Highlights best practice in national-level initiatives to implement accessibility improvements in the transport system as well as efforts to encourage effective implementation of measures in local and regional areas.
- Identifies and assesses barriers to implementation – such as those of an institutional, financial, or policy nature.
- Proposes ways in which these implementation barriers can be overcome – more specifically, what national governments can do to facilitate accessibility improvements.

Current policy context across countries

Growing awareness of the importance of mobility for disabled people is increasingly both the result of, and a contributor to, wider socio-economic policies that seek to ensure equality for all people, notably those who are older and disabled. In this context, transport policy does not stand alone: to be truly effective, it must form part of broader policies and legislation in areas such as land use, health, education and social policy.

Although the basis for the development of national accessibility policies is increasingly likely to involve legislation – in a growing number of cases, disability rights legislation – it will probably also include other initiatives, such as non-statutory guidelines and advice, consultation and financial assistance from the state; and government-funded research and development.

In addition, recognising that consultation with disability organisations at all levels of government is indispensable, many countries have established national advisory or consultative committees with duties and rights based on national legislation.

6. Consolidated Resolution No 2001/3 on Accessible Transport CEMT/CM(2001)15/FINAL/CORR1.
7. Conclusions and Recommendations on Transport and the Ageing of the Population, CEMT/CM(2001)14/FINAL.

Challenges to implementing policies to improve accessibility

It has often proved difficult for governments to ensure that their policies to improve accessibility are effectively implemented. National policies to improve accessibility are not developed and applied in a vacuum; they require the active involvement of actors at local and regional levels of government, the engagement of disability organisations, the support of industries and businesses that have to implement the policies, and, in many cases, the availability of adequate finance. This necessary consultation and coordination is both a facilitator of and barrier to policy implementation.

In addition, accessibility remains in many countries in the margins of transport policy, considered downstream from strategic decision-making for the transport sector. As a result, financial resources necessary for accessibility improvements to transport infrastructure and vehicles are too often considered late in the decision-making process.

Though voluntary co-ordination and compliance with legislation is preferred to the use of draconian enforcement measures, there is an argument for government having the power to enforce compliance, should the need arise.

And without political commitment and engagement at national level, the necessary improvements to accessibility of transport vehicles and infrastructure cannot take place.

Recommendations for better implementation of national policies to improve access to transport

A number of the recommendations below have been previously agreed by Ministers of Transport. They are re-iterated here as elements essential to effective implementation of national policies to improve accessibility. It is recommended to:

- Accept that effective legislation on accessible transport must be based on a thorough understanding – emerging from research and consultation – of the needs of disabled people. The involvement of disabled people in this process is essential, as is effective consultation at national government level with representative organisations of disabled people.
- Recognise that anti-discrimination legislation is a mainstream policy instrument and that access to transport services is a key component of that policy, essential to achieving full integration for disabled people.
- Ensure that there is effective co-ordination between all parties involved – national and local government, disabled persons and the transport industry. Successful implementation of policies depends on this, on appropriate financial measures, and on continuing political commitment.
- Develop regulations and guidance that are sufficiently specific to provide manufacturers, operators and local authorities with the information they need to design and implement accessible services, but, do so in a way that leaves room for innovative solutions.
- Use effective means (e.g., financial incentives and sanctions) of ensuring that there is compliance with legislation and regulations.

- Monitor and evaluate the results of improved, accessible transport services to better inform future actions.
- Recognise that the benefits of accessible transport will only be obtained if the surrounding environment is also fully accessible.

With a view to improving national implementation of policies for transport accessibility and to monitoring progress toward that goal both nationally and within ECMT,

Ministers are asked to:

RECALL the following previous Ministerial commitments:

- Consolidated Resolution No 2001/3 on Accessible Transport CEMT/CM(2001)15/FINAL/CORR1.
- Conclusions and Recommendations on Transport and the Ageing of the Population, CEMT/CM(2001)14/FINAL.
- ECMT Charter on Access to Transport Services and Infrastructure. (1999)

NOTE the findings of this report.

ENSURE that an effective mechanism is established on a national level to enable disabled people to be consulted and involved in the development and implementation of transport policies that affect them.

VERIFY that systems and structures at a national level are in place to allow all actors– governments, transport providers, and industry – to work together and to the same agenda to implement national policies for better accessibility.

CONSIDER where legislation is needed (at European, national and/or regional levels) to ensure that the transport needs of disabled people are recognised and delivered as an integral part of transport policy.

CARRY OUT regular monitoring of progress toward implementation of legislation and policies in this field and evaluate whether they are making a positive impact on the mobility of disabled people.

AGREE to disseminate the recommendations contained in this report to all relevant stake holders in their countries, and to monitor progress made against them on a regular basis.

AGREE that ECMT follows up with Member countries on implementation of policies to improve accessibility along the lines of these recommendations and reports back in due time.

Conclusions available at: www.cemt.org/online/council/index.htm

ECMT PROGRAMME OF WORK

[CM(2004)8]

TIMEFRAME

Every three years, the Council of Ministers sets a triennial programme of work for the ECMT. The previous programme of work, covering the period 2000/2002, was adopted by the Council of Minister at its meeting in Prague in May 2000. A new programme should normally have been drawn up for 2003/2005. However, at the Prague meeting the Council of Ministers, aware of the radical changes affecting the transport sector in the recent past or likely to do so in the foreseeable future, decided to launch in-depth discussions on the future direction of ECMT and address the identity of the Conference as its 50th anniversary approached.

Since these discussions on the future direction of the ECMT were still under way, it was deemed advisable to await the outcome of the exercise before drawing up a detailed programme of work for a further period of three years. Now that the exercise has been brought to a close with the Council's decisions in Bucharest (2002) and Brussels (2003) setting guidelines for future ECMT work, it is time to draw up a new programme of work for 2004/2006, to be formally adopted by the Council of Ministers at its meeting in Ljubljana in May 2004.

BROAD POLICY DIRECTIONS

The discussions held over a period of three years by the Review Group on the Future Direction of ECMT, the Report on Future Directions for ECMT: from Vision to Decisions [CEMT/CM(2003)13/Final] adopted by the Council of Ministers in Brussels, together with the Declaration on the Future Direction of ECMT [CEMT/CM(2003)12/Final] provide the broad framework for future work by the ECMT.

At the Bucharest meeting in 2002, the Council of Ministers, on the basis of an interim report to the Review Group, made a number of recommendations concerning the scope of ECMT work, its geographical coverage, the organisation of Ministerial Councils, the status of its legal instruments, and co-operation with other international bodies.

The review exercise came to an end when the Council of Ministers met in Brussels. The Council took two major decisions creating an entirely new setting in which to draw up the new programme of work. The Council of Ministers:

- Adopted a Declaration laying down guidelines for future ECMT work.
- Approved the creation of a joint ECMT-OECD Transport Research Centre.

These two decisions constitute a frame of reference for the 2004/2006 programme of work; consequently the new programme will, unlike previous versions, contain very little broad policy development and will instead be confined to the main points set out in the documents adopted

in Brussels. This means that the role of the ECMT will not be subject to further discussion and the content of the work programme will focus on identifying issues to be addressed and defining appropriate structures in which to carry out the relevant work.

Guidelines for future ECMT work

In their Declaration on the Future Direction of ECMT, the Ministers agreed that in a world undergoing increasingly rapid, deep-seated change and growing globalisation, characterised by a widening interconnection of activities and modes and means of travel, the ECMT had to continue to adapt to new needs and, above all, to future developments and aspirations.

Consequently, and in line with the Recommendations in the Report on the Future Direction of ECMT: from Visions to Decisions [CEMT/CM(2003)13/Final] presented at the session in Brussels, the Ministers decided that:

- ECMT deliberations should continue to focus on land-based transport, but with an enlarged perspective. It had to further intensify its integrated approach to the transport system by extending the scope of its work to the development and promotion of intermodality, the study of the interrelations between the different modes of land-based transport (including its interconnections with air and maritime transport) and the analysis of issues facilitating integrated decision-making processes.
- The ECMT also had to address the key issues of safety, the environment, energy and social and fiscal aspects, the challenges posed by the financing of transport and charging for infrastructure use, the impact of new business practices on the logistics chain, changes in the nature of crime and, within the limits of its competence, the issues raised by terrorism. The internal organisation of the ECMT and its relations with the outside world had to be adapted so that it could also effectively address these issues, which were of a global nature.
- The ECMT had to focus even more than in the past on ensuring that approved policies were implemented effectively and that the measures adopted were enforced in practice. To this end, the Ministers asked that the necessary steps be taken as soon as possible.

The Ministers of Transport recalled that one of the ECMT's initial objectives was to co-ordinate and promote the work of other international organisations involved with European transport. Fully aware of the recent changes at the European level and the future changes that would inevitably emerge, the Ministers wished to reaffirm this role. To achieve this objective, the ECMT had to reinforce its role as a promoter of ideas and organiser of forums to discuss and study transport policy issues of common interest at the international level.

In this perspective, the Ministers emphasised that:

- ECMT had to continue to be an active intermediary between the Member States of the European Union and outside countries, considering that this was a basic condition for

promoting harmonious and integrated development on a Pan-European level. In addition, the ECMT also had to develop closer relations with other regional organisations in which Transport Ministers participated.

- As a general and key priority, they considered that the ECMT had to forge closer ties with the European Union and, especially, the European Commission.
- They believed that the ECMT's activities had to be better co-ordinated with those of UNECE, with the ECMT concentrating primarily on its policy role and the UNECE mainly on its legal and regulatory missions and tasks.
- They welcomed the highly positive co-operation and synergies that had developed between the OECD (previously OEEC) and the ECMT over the past 50 years. They affirmed their intention to continue this co-operation in the future.
- In addition, they considered that the ECMT should strengthen its relations with its Associate Members and invited the Ministers of Transport of the Associate countries to work with them to give full effect to the measures proposed in the Declaration.

Creation of a Joint ECMT-OECD Transport Research Centre

At the end of their Declaration in Brussels, the Ministers:

- Approved the creation of a joint ECMT-OECD Transport Research Centre in which members of the two organisations would have full and equal rights. The purpose of this Centre, which was to be established by the beginning of 2004 if possible, would be to merge the ECMT's research activities and the OECD's Road Transport Research Programme and provide a much wider international forum devoted to research and related discussions on surface transport with a new intermodal perspective. Ministers expected this to produce synergies and economies of scale within the existing budgetary contributions of ECMT and OECD Member countries. Reports and other products of the Research Centre's activities would be submitted to the Transport Ministers of ECMT and Associate Countries in an enlarged Council of the ECMT. The work and operation of the Centre would be reviewed regularly to optimise its effectiveness.
- Asked that new discussions be initiated with both the Associate countries and the OECD to determine whether it might not be timely, at some later date, to envisage closer forms of integration with regard to transport activities.
- Decided that, at the Ministerial meeting to be held in spring 2005, reports would be submitted to them both on the evaluation of experience with the Joint Research Centre and on the results of the review of the case for further integration.
- Noted that, in law, setting up a Joint Transport Research Centre with the OECD did not require any modification of the ECMT Protocol. However, they agreed to examine whether the Protocol might need to be revised in the light of the decisions they would have to take in 2005.

The decision in principle taken by the Council of Ministers was confirmed by the Resolution adopted by the OECD Council on 26 June 2003, agreeing to the establishment of a joint OECD/ECMT Transport Research Centre. This specified, for instance, that the Centre's mandate would be to promote economic development and contribute to structural improvements of OECD and ECMT economies, through co-operative transport research programmes addressing all modes of inland transport and their intermodal linkages in a wider economic, social, environmental and institutional context. A programme of work was to be established for the Centre, reflecting the interests of both ECMT and OECD Member countries and based on the draft programme of work for the period 2004/2006 of the OECD RTR Steering Committee and the draft programme of the ECMT Economic Research Committee.

The establishment of this Joint Research Centre on 1st January 2004, has repercussions for the new programme of work of the ECMT.

Owing to the specific mix of countries participating in the work of the new Centre, its work programme, which was formally adopted by the Joint Transport Research Committee, is set out in a separate document to facilitate its adoption by the enlarged Committee of Deputies/Council of Ministers. The section traditionally given over to economic research by the ECMT is of course incorporated into that specific document, since this work now comes under the mandate of the joint Research Centre. The Centre's document sets out the strategic directions for the research work programme and describes the projects and other activities of the Centre in detail.

PRIORITIES

The priorities as set by the Ministers in Brussels revolve around two main ideas:

- Integration.
- Sustainability.

Integration covers all activities related to the process of transition, including adoption of the principles of a market economy, structural and institutional changes, formulation of suitable transport policies and their effective implementation, convergence towards common legal standards and regulatory consistency.

Sustainability is relevant to the ECMT's role as a forum for discussion, and to its research activities. In particular, it should lead to the introduction of new policies and practices that will enable the transport sector to experience a more sustainable mode of development; measures to be implemented for that purpose involve pricing, environmental matters and security as much as governance proper.

The two core themes adopted by the Ministers are to constitute the general frame of reference for the activities of the Conference's working groups. They would suggest that the ECMT's next three-year Programme of Work ought to have a highly strategic content emphasising a number of cross-cutting topics representing the major challenges ahead. Specifically, the priorities identified in accordance with the general guidelines laid down by the Council in Brussels are as follows:

- Consequences of European Union enlargement.
- Implementation of a pan-European transport market.
- Climate change.
- Population ageing.
- Safety and security.
- Quality of service in transport.
- The transport sector's contribution to economic competitiveness.
- Transport pricing.

In addition to these priorities, Ministers also stressed the need to pay special attention to effective implementation of policies agreed to on the international level, and of ECMT Resolutions in particular.

Lastly, Ministers also insisted that ties with other intergovernmental organisations be strengthened.

WORKING METHODS

There was unanimous consensus that the originality of the ECMT's working methods and its approaches to issues needed to be preserved. The ECMT had to remain above all a forum for deliberation characterised by great structural flexibility and a fair balance between discussion and decision-making, insofar as it was not systematically necessary to reach a common position on all subjects, e.g., in the form of a Resolution.

Nevertheless, the Ministers' request that priority be given in the years ahead to cross-cutting strategic topics cannot help but have repercussions for the Conference's working methods, which until now have reflected an intensely vertical structure. In order to meet the Ministers' expectations, the ECMT should, *inter alia*:

- Broaden the scope of activity of its working groups, which should no longer confine their actions to consolidating existing work through regular updating of previous Resolutions, but rather develop more comprehensive approaches incorporating cross-cutting topics highlighted by the Ministers. For instance, the agendas of the working groups could regularly include items related to integration and sustainable development.
- Arrange for better co-operation between the ECMT's various working groups. This would entail holding joint meetings to examine certain cross-cutting issues, expanding co-operation with the new Joint Research Centre, regular meetings between group chairmen to discuss matters of common interest, and allowing each working group to call upon other groups as needed to move forward on matters requiring a multifaceted approach.
- Energise the working groups:
  - By encouraging greater participation by Associate countries, so the sharing of information and experience can be more fruitful.

- By strengthening co-operation with other intergovernmental organisations, in line with the principles set forth in the exchange of letters at the time of the Ministerial session in Brussels. To this end, co-operative activities could be initiated, along with certain structural changes (bringing working groups of different organisations closer together, e.g. through back-to-back or joint meetings). In any event, the chairmen of groups working in similar fields in the various international bodies would do well to consult regularly so as to avoid duplication of effort and create synergies. In addition, the agendas of ECMT bodies should systematically include an item for news of activities being carried out elsewhere in the same field.

In order to monitor enforcement of Resolutions and policy implementation, as the Ministers requested, the ECMT's working methods will also have to evolve. The conventional use of surveys, in the form of questionnaires asking for information on measures taken to implement a Resolution, has its limits; the information compiled is in fact far too general to make an accurate judgement about the actual scope of the measures taken. Such general surveys should therefore be supplemented by more extensive and specific follow-up studies dealing either with extremely circumscribed topics or with a country or group of countries, such as peer reviews.

On the whole, the peer reviews that have been conducted to date have been deemed extremely useful by the countries audited, and by those directly involved as reviewers. This is unquestionably an approach that should be pursued, and even extended. It is an extremely valuable tool for highlighting best practices and assessing the effectiveness of measures taken. Nevertheless, in order to reap the maximum benefits and capitalise as much as possible on the results obtained, the working groups concerned should be more involved in follow-up activities than they have been in the past.

Lastly, changes in working methods should also lead to the introduction of a systematic procedure for assessing how groups work. Such a process has already been explicitly planned for the Joint ECMT/OECD Transport Research Centre, insofar as the Council of Ministers had requested, when the Centre was set up, that it be able to review the results obtained in 2005, and especially the synergies and economies of scale generated by bringing OECD and ECMT research activities closer together. The chairmen of the ECMT working groups also agreed to conduct such assessments regularly, looking not only at the groups' outputs, but at their outcomes as well. This exercise could be the starting point for an assessment by the Committee of Deputies of the activities of the Conference's various working groups. Each time that new mandates require approval by the Committee of Deputies, the groups concerned should report to the Committee on how they have fulfilled their objectives, as well as on necessary changes and improvements.

WORKING STRUCTURES

Once priorities and working methods have been determined, they should be translated into specifics for each group, on the understanding that the activities developed through these entities could be either essentially modal (railways, road transport, inland navigation, etc.) or horizontal (integration, environment, access and inclusion, safety and terrorism, and so on).

At present, working bodies (Groups, Task Forces and Steering Committees) are active in the following areas:

- Integration.
- Environment.
- Fiscal and financial issues.
- Intermodality and logistics.
- Urban travel.
- Access and inclusion.
- Combating crime and terrorism.
- Road transport.
- Road safety.
- Railways.
- Statistics and market monitoring.

Other working groups are currently inactive after having made important contributions in the following areas:

- Inland waterways.
- New technologies.
- Trends in traffic and infrastructure investment.

Each of these bodies has prepared a list of objectives for the new Programme of Work and made proposals concerning the most appropriate structures for attaining them, stressing *inter alia* the co-operation to be established with the Conference's other working groups.

These proposals, which are spelt out in the Annex to this document, may be summarised as follows:

- **Integration:** Activities related to this subject constitute one of the ECMT's top priorities. The Group on Integration would be replaced by a Task Force whose working methods would be more flexible. Special emphasis would be placed on CIS and Balkan countries. Initially, the Task Force would concentrate on problems related to the removal of obstacles at border crossings.
- **Environment:** The Working Group would be maintained and pursue its co-operation with the OECD Environment Directorate, including through regular joint meetings. The top priority issue would be carbon dioxide emissions.
- **Fiscal and Financial Aspects:** The Group on Fiscal and Financial Aspects would be maintained, working in close co-operation with the Joint Transport Research Centre, with special emphasis on efficient transport pricing.
- **Road Transport:** The Group on Road Transport would be maintained. Its work would focus first on reforming the multilateral quota and on harmonising social conditions based on the definition of an appropriate institutional framework for the road transport market at the wider European level.

- **Rail Transport:** The Group on Railways would be maintained, and its co-operation with UNECE's Working Party on Rail Transport stepped up, in particular by holding back-to-back meetings. Priority would be given to work on railway reform, and to implementation of the Resolution on the Development of European Railways in particular, with special emphasis on issues involving user charges for infrastructure.

- **Inland Waterways:** It would not appear advisable to re-activate the Group on Inland Waterways, whose most recent work dates back to 1989. Activities have been planned to follow up on the Rotterdam Conference, but they should be carried out by the Secretariat directly in tandem with the other international organisations involved. In addition, it is expected that the Group on Transport and the Environment will conduct research on the environmental impacts of inland waterways.

- **Intermodal and Logistics:** This group, whose name was changed to reflect the more comprehensive nature of its objectives, should work in close co-operation with UNECE's Working Party on Intermodal Transport and Logistics (by holding back-to-back meetings). Its work would henceforth be centred on the transport chain, whereas the CEECs and CIS countries should be more closely integrated into the discussion on intermodality and the market for intermodal transport.

- **Urban Travel:** The Sustainable Urban Travel Steering Group would be maintained. It would continue to focus its work on the implementation of integrated urban transport policies, looking first at how the conclusions of the 2001 ECMT Council of Ministers are applied in various contexts. This work should culminate in the preparation of a guide for effective implementation of these policies.

- **Road Safety:** The Group on Road Safety would be maintained, along with the sub-group for the Commonwealth of Independent States (CIS). Following up on implementation of measures to attain the goal of a 50% reduction in road fatalities would be the top priority for the Group, which should also supervise peer reviews. Special emphasis will be put on problems of the CIS and Balkan countries.

- **Access and Inclusion:** The Working Group would be maintained, focusing on mobility issues for disabled persons and the elderly. It would also work for systematic consideration of access and inclusion issues at the policymaking level, and to that end it would establish close co-operation with other ECMT Working Groups.

- **Combating Crime:** The Steering Group would be maintained, but its activities would be split in two, distinguishing between crime-related activities and those relating to terrorism, with Task Forces being set up to deal with particular matters. Work would continue to centre on the transport chain as a whole and its weaknesses in terms of vulnerability. They would also focus on the balance to be struck in transport between enhanced security and efficiency.

- **New Technologies:** It would not seem advisable to re-activate the Group on New Technologies, which has been dormant since 1998. The Secretariat should continue to maintain a watch in this area. Some specific new technology applications would be monitored more closely by the relevant groups: Group on Road Safety (application of new technologies in the realm of road safety); Group on Fiscal and Financial Aspects (automated user fee collection systems); Steering Group on Combating Crime in Transport (automated identification technologies); and the Joint Transport Research Centre.

- **Statistics and Market Monitoring:** The Group of Statisticians would be maintained and would continue to work closely with Eurostat and UNECE through the Intersecretariat Group. With regard to data collection, special emphasis would be put on statistics concerning investment, road accidents and short-term economic indicators, and on improving the Common Questionnaire. A further goal would be closer co-operation with Associate countries.

- **Trends in traffic and infrastructure investment:** The latest activities of this Group date back to 2001. The Group might reconvene in order to follow up on the Council of Ministers' discussions on revision of pan-European corridors. It might also help exploit the Survey on Investment in Transport Infrastructure conducted under the auspices of the Group of Statisticians. Lastly, if the Committee of Deputies deems it necessary, the Group may look in due course at how EU enlargement might affect traffic.

The review of the previous proposals for 2004-06 should factor in two elements that may prompt adjustments to the Programme of Work:

- Resources being limited, Groups involved directly in preparations for upcoming Ministerial sessions are invited to be more active than other Groups, which are not required to produce outputs within such a short time frame.

- Detailed ECMT Programmes of Work have always been flexible and more extensive than expected. Very often, new topics are added while programmes are in progress, in response to Decisions of the Council or a special request from the chair, or because of other policy requirements.

Ministers are asked to :

CONFIRM the general guidelines of the programme as drawn up at the ministerial meeting in Brussels, and the ensuing priorities.

AGREE the principles governing ECMT working methods.

ADOPT the ECMT programme of work for the period 2004-2006 and the resulting activities for the various working bodies of the Conference.

JOINT OECD/ECMT TRANSPORT RESEARCH CENTRE PROGRAMME OF WORK

[CM(2004)9]

INTRODUCTION

This document is in two parts:

- **PART A** sets out the proposed Strategic Directions of the new Joint Transport Research Committee's programme of work, which were revised taking into account comments made by Committee members at their first meeting in February 2004 and comments received since.
- **PART B** provides details of the Joint Transport Research Committee's Programme of Work (2004-2006). At its February meeting, the Committee:
  - Accepted the current Programme of Work as specified for 2004 and as a preliminary listing of projects and activities for 2005-2006. In this respect, the projects specified for 2004 are: the four Working Groups – Speed Management, Young Driver Risk and Effective Counter-measures, Economic Evaluation of Long-Life Pavements Phase II, and Tackling Traffic Congestion in Larger Metropolitan Areas, five Round Tables – National Systems of Infrastructure Planning, Funding and Evaluation, The Limits of (De-)Regulation of Transport Infrastructure Services, Transport Costs and their Impact on Trade, Transport Infrastructure Investment and Productivity, and Transport and Decentralisation and the Seminar on Future Trends, Forecasts and Scenarios in Transport.
  - Agreed the Programme of Work would be sent for final approval to Ministers of OECD and ECMT countries in May 2004 – as well as to the OECD Council – together with advice that makes clear the preliminary nature of the Programme in respect of 2005 and 2006.

PART A

STRATEGIC DIRECTIONS

THE MANDATE OF THE JOINT TRANSPORT RESEARCH CENTRE

The Joint Transport research Centre was set up, from 1 January 2004, following decisions by the OECD Council and the ECMT Council of Ministers. The OECD Council's Resolution on the establishment of the Joint ECMT/OECD Transport Research Centre sets out the mandate of the Centre as follows:

"The Centre shall promote economic development and contribute to structural improvements of OECD and ECMT economies, through co-operative transport research programmes addressing all modes of inland transport and their intermodal linkages in a wider economic, social, environmental and institutional context."

ECMT Ministers have agreed that the Centre will provide a much wider international forum devoted to research and related discussions on surface transport with a new intermodal perspective.

THE STRATEGIC DIRECTIONS

The orientation and work of the Programme will contribute to the outcomes required by the Centre's mandate through research that is relevant to policy, with outputs that help meet economic and social needs. The work of the Transport Research Centre will not concentrate narrowly on inland transport but, where it is helpful, include the interconnection of inland transport with air and sea transport.

The strategic directions that are proposed take into account: advice provided by Transport Ministers and ministries on important areas of research; member countries' transport policy objectives and their assessments of emerging issues; work being undertaken by the ECMT (including through its policy working groups) and the OECD; work being done by other international organisations; and the scope for international co-operative transport research able to help deal with current and future challenges.

The research work should address the performance of the transport system as a whole, which will depend on the performance of all modes of inland transport (road-based, rail and waterway) and their inter-modal linkages. In undertaking this research, there should be strong focus on optimising the operations of the transport system (including inter-modal connections), on the users of the transport system and on the importance of minimising adverse impacts. The work also needs to look beyond the performance of the system on economic and technical grounds and take into account the interactions between the transport sector and other aspects of society such as sustainability, health and the environment.

Given these considerations, it is proposed that the programme should be defined in terms of the following broad areas for research:

- Infrastructure.
- Operations of transport services.
- Transport safety and security.
- Environmental costs and sustainability.
- Globalisation, trade and the spatial effects of transport.

Research in these key areas will encompass a wide range of important aspects including regulatory frameworks, infrastructure planning, financing and development, the cost and quality of transport services, public and private responsibilities for safety, security and the environment and the interactions between transport and wider social objectives, focussing on the improvements that are needed. Such improvements when implemented will lead to lower costs and better services, contributing to economic growth and structural change and helping industries and regions achieve their economic potential.

MAJOR AREAS OF RESEARCH

Within each of the key areas of Strategic Direction outlined above, there is a range of developments and issues that influences the transport policy-related socio-economic research required. The following sections identify some key developments and issues and outline related major areas of proposed research.

Infrastructure

The management and operation of infrastructure, the related regulatory frameworks across transport modes and the impacts of infrastructure construction on transport demand are permanent policy and research concerns. A strong transport policy role is required to develop the necessary overall regulatory frameworks, set infrastructure priorities and develop and use infrastructure technologies that improve quality and reduce costs.

Research is required on infrastructure priorities for road, rail and inland waterway modes of transport and the necessary inter-modal linkages between these modes. This research needs to take into account the changes in demand anticipated in the short term (particularly forecast increases in road transport) and the longer term outlook. It should reflect the need to ensure effective use of available infrastructure, inter-modal opportunities and interoperability. Consideration needs to be given in particular to financing requirements, budgetary restrictions on the infrastructure that can be provided and the funds needed for infrastructure maintenance.

In this context, the technical and economic characteristics of infrastructure (e.g. in terms of size and locational advantages) as an essential input to transport activities can hinder competition between providers of infrastructure services. Research is required on appropriate regulatory measures to ensure optimal outcomes.

In the case of congestion, possible investment in infrastructure needs to be considered as part of a package of measures including pricing and regulatory measures and improvements in other modes that is able to achieve a balance between the costs of reducing congestion and the benefits of improved levels of transport services.

Operations of transport services

The management and operation of transport systems has a major impact on the quality of services provided to users.

Users need efficient networks of transport services that encompass freight and passenger movements across national boundaries, whose operations should not be hampered by different operating practices. In this regard, there is a need for consistent operating standards, intermodality and inter-operability to enable seamless connections between inland transport modes (road-based, rail and waterway) and with international transport services. In setting such standards, transport policy has to strike a balance between the benefits of interoperability and the costs of restricting technological change and responses to changing economic conditions over space and time.

Generally, more competitive transport services (whether in public or private ownership) can be expected to lead to improved quality and reduced costs. However, the increasing diversity of public, private and mixed ownership organisations in more competitive transport markets raises important issues that need to be researched including changing public or private market structures, network economies and the associated tendency towards market concentrations, which require appropriate regulatory/competition policy responses.

Research may be required to investigate specific areas where there are concerns that the transport operations planned could lead to an abuse of market power. For example, transport and logistics firms might gain competitive superiority from the size of their logistic networks. The market power of some individual firms could further reduce the viability and therefore the number of competitors, with negative effects on the intensity of competition and consumer benefits. Research is required to help develop policies appropriate to the efficient operation of transport services across modes, allowing all modes to benefit from network advantages without curtailing competition.

Transport safety and security

Transport safety and security are priority areas of transport policy and research.

Transport safety

Governments are devoting considerable resources to enhancing safety in all modes. The inherent risks in transport systems and the inability of users and operators to adequately control

such risks lead to enormous health and monetary costs, particularly in road safety. Given the level of fatalities and injuries on the roads and policy support for reducing these levels quickly, road safety research remains a priority. The most important sub-areas of research include technical research to reduce accident risks particularly for high risk groups (e.g. young drivers). Regulatory measures such as licensing, speed control and enforcement supported by education, training and information, vehicle technologies able to assist drivers, the use of intelligent transport systems and information and communication technologies and the management of infrastructure operations have a major role in this area of research.

Transport security

The Centre will examine, in follow-up to work underway in OECD, ECMT and elsewhere, how research can contribute in the critical area of transport security. Given their heightened level of security risk, consideration needs to be given in particular to the most effective ways of increasing the security of mass transport systems. As well, research is required on how to achieve such improvements in security measures for the transportation of goods and passengers without an undue impact on the efficiency of the overall transport system.

Environmental costs and sustainability

Transport is a key to economic growth and to meeting the mobility needs of the communities it serves. At the same time, transport can generate significant health and environmental impacts including problems of noise and local pollution. There are also concerns about transport's contribution to longer term sustainability, given its reliance on fossil fuels and generation of emissions that contribute to global warming. Transport policies therefore have an eminent role in contributing to more sustainable growth.

In the short term, the major areas for research include measures that can reduce social and environmental costs. At present, cost and price signals are distorted with respect to the relative environmental advantages of the different transport modes. Research is needed to investigate and propose fiscal and regulatory measures to ensure that the private transport costs of individual users reflect their environmental and resource costs.

For greater sustainability, policy measures are needed that ensure that costs are not transferred to future generations, minimise the environmental damage resulting from the construction and use of transport systems and ensure transport systems do not make excessive use of non-renewable resources. The research will examine how transport can contribute to achieving sustainable mobility and a more sustainable society. The longer term research focus is on alternative fuel, technology and vehicle emissions, but also needs to reflect the scarcity of natural resources and other inputs to transport services.

Globalisation, trade and spatial effects of transport

Transport systems are a major determinant of international and interregional flows of goods and services. Beyond immediate consequences of transport policies in terms of reduced monetary and time costs of transport, they induce changes in regional and national advantages in the production of goods and services as well as in location patterns of firms and households. Transport policies therefore have to anticipate and to proactively respond to changes in international trade, interregional specialisations and spatial effects resulting from associated location decisions. This includes the need for improved coordination requirements between policy makers of different jurisdictions. The research work will examine the interrelationships between growing trade and transport.

Transport policies of national governments, regions and communities impact on the economies of other jurisdictions at all levels. The research work will need to support the co-ordination of local policies to achieve overall efficiency and sustainability of transport systems across different jurisdictions. This includes the co-ordination of transport policies that help to take account of the induced relocation of firms and households which in turn influences the pattern of urbanisation. Research should also study the interaction of transport with land use and housing based on the effects of agglomeration economies and the consequences for urban transport policies.

PROGRAMME OF WORK AND REPORTING

The Programme of Work (2004-2006) is based on the broad orientation outlined in the Strategic Directions and major research areas, as set out above. [Details of the proposed Programme of Work are provided in Part II of the current document].

The Joint Transport Research Committee will report in the first instance to the Enlarged Committee of Deputies and then to the Extended ECMT Ministerial Council and the OECD Council. The Enlarged Committee of Deputies will decide on the relevance of the working programme, its scope and the amount of resources allocated to it.

The Joint Transport Research Centre will pursue the Committee's Programme of Work in co-operation with both ECMT and OECD member countries. As set out in the OECD Convention and Article 3 of the ECMT Final Act Protocol, both these institutions aim to contribute to economic efficiency and sustainable economic growth of their member countries. The Joint Transport Research Centre will also aim to contribute to the roles of these organisations in shaping globalisation for the benefit of all and in co-ordination between national governments and international organisations.

Research projects will focus on transport policy issues in an international and global perspective. This includes special technical research and research in countries at greatly differing levels of economic prosperity. The Centre will work co-operatively with other organisations to achieve synergies where possible and avoid duplication.

Researchers involved in the Joint Transport Research Centre's activities will produce papers and contribute to discussions as experts. The work should take a long-term view, should research and discuss transport policy in a broad perspective without being confined to disciplinary boundaries of government portfolios. Discussions of planning and evaluation topics will include the process of political decision making as an object of study. The research outcomes will be published in the established publication series to maintain their high respective reputations.

The results of the research undertaken will be tailored to suit the target audience, which may differ depending on the issues studied and research undertaken. The audience could include transport administrations, researchers, interested public and private sector organisations and journalists. A communications strategy will be adopted to ensure that the outputs of the Centre find their way on an economic basis to the appropriate audience. Dissemination will be achieved through the OECD's publication services and other channels including in electronic form, via the media, at seminars and workshops, directly to key stakeholders and through the presentation of the Centre's work in conferences and other research fora.

The aim of the Centre is to have transport-related research that is relevant to political decision-making. Interaction between researchers and policy-makers is important in ensuring that research topics of the Centre reflect policy needs. A clear distinction is needed between research results and implementation of such results in policy-making. The former should be independent of short term political considerations, whereas the latter falls under the responsibility of policy-makers.

EVALUATION

To ensure that work and outputs are of high quality, the Committee will establish an evaluation mechanism, involving regular appraisal, by member countries and outside experts, of the research work undertaken by the Centre in accordance with the Committee's Programme of Work. The evaluation criteria are expected to encompass the following basic dimensions: policy relevance; potential and actual value added by the work programme and the research output, respectively, and the quality of the research process and its outcomes.

The relevance of the work programme is expected to be assessed by its potential to provide answers to current and up-coming transport policy questions. The research will be expected to achieve results that are applicable to a variety of policy contexts.

OUTREACH

The ECMT and OECD recognise the importance of outreach activities and encourage outreach to non-member countries. The outreach activities undertaken by the Joint Centre will aim to transfer knowledge and experience to less developed and developing countries. As the Programme has limited resources, such outreach activities will be undertaken subject to member countries assuming a leadership role as well as financial and organisational responsibility for the activity or event. The Secretariat will work co-operatively with other organisations which are able to make a useful contribution to the diffusion of the Centre's work and publications on a world-wide basis.

PART B

PROGRAMME OF WORK (2004-2006)

Projects and Activities

Introduction

This part outlines the proposed projects and activities of the first Programme of Work of the new Joint OECD/ECMT Transport Research Committee.

OECD Council decisions required that the Programme of Work submitted for the Joint Transport Research Committee's consideration use as a base the draft programme of work for the period 2004 to 2006 of the RTR Steering Committee [DSTI/DOT/RTR/SC(2003)3] and the draft programme of the ECMT Economic Research Committee [ECMT/CS/RE(2003)2].

A preliminary listing of work projects and activities for the new Committee's programme [COM/CEMT/DSTI(2003)88] was prepared on this basis and considered by members of the former OECD RTR Steering Committee and the ECMT ERC at a Joint Meeting held in October 2003. This preliminary listing was subsequently revised to take into account comments made at the Joint Meeting and extended to include additional activities in 2005 and 2006 in response to the view expressed at the Joint Meeting that a full three year programme should be presented to the new Committee.

The proposed programme which resulted [CEMT/OCDE/JTRC(2004)3] was then considered by the Joint Transport Research Committee at its first meeting held in February 2004.

Programme of Work (2004-2006): Proposed Projects and Activities

The projects and activities concentrate on policy-oriented research that will promote economic growth and contribute to structural improvement in member countries and focus in particular on:

- Transport infrastructure – including infrastructure investment, planning, development and regulation as well as impacts on economic development and productivity.
- Traffic congestion in larger metropolitan areas.
- Road safety – researching measures to protect vulnerable young drivers, manage speed and achieve road safety targets.
- Transport's contribution to sustainable mobility – and a sustainable society.
- Transport's interaction with international trade, regulation, the spatial effects of transport and the relationships between decentralisation and transport.

A full listing with details of the projects and activities in the Joint Transport Research Committee's proposed Programme of Work (2004-2006) is set out in document CEMT/CM(2004)25.

Projects and Activities in 2004

To ensure continuity of the work and no loss of momentum in the transition from the separate RTR and ERC Programmes to the new programme, the Joint Transport Research Committee endorsed early initiation of the following projects and activities, to be undertaken/started in 2004:

Round Tables to be undertaken in 2004

- *National Systems of Infrastructure Planning, Funding and Evaluation*

  The Round Table was held on 26-27 February. Six background papers had been prepared by experts from France, Italy, Germany, the Netherlands, Spain and the United Kingdom. The discussion focused on the basic evaluation criteria that should be used, and the interdependence of physical and financial planning. Participants studied in detail the adequacy of planning institutions and the needs for reform of planning procedures resulting from privatisation and the financing of infrastructure by returns from user charges.

- *The Limits of (De-)Regulation of Transport Infrastructure Services*

  Starting point of the discussion is the reduced expectations with respect to the efficiency enhancing effects of privatization and deregulation. The first part of the discussion looks into the limits of competition in the infrastructure sector and the associated negative consequences for user benefits. It studies the question whether competition for the market (auctions and franchise contracts) can substitute for competition in the market. Moreover, the Round Table looks into the requirements for regulation and the appropriate regulatory concepts. A review of the experience of deregulation in correspondence to national governance structures concludes the Round Table.

- *Transport and Decentralisation*

  The Round Table will study the basic arguments in favour of decentralization, i.e. the expected efficiency gains from interjurisdictional competition and the greater accountability of government bodies at the local level. The conceptual of transport policy decentralisation will be discussed and selective country experience reviewed. The pros and cons of a greater centralisation of transport policy within the European Union will be discussed.

- *Transport Costs and their Impact on Trade*

  The Round Table will look into the development of costs of international trade and transport costs in particular. It will discuss the importance of transport policy for the intensification of international trade and foreign direct investments as the main features of globalisation. Moreover, the conceptual background and the empirical evidence of the transport sector's role in providing poorer countries access to international markets and the associated development impact will be analysed.

- *Transport Infrastructure Investment and Productivity*

  The Round Table revisits the topic of the overall economic effects of infrastructure investment in general and transport infrastructure investment in particular. The activity is motivated by newly available statistical techniques to solve the problems of interpreting econometric results that beset the earlier literature. It will compare the results of basing the productivity analysis on physical data or investment data, collected by ECMT. The empirical analyses will allow to evaluate the effectiveness of the overall investment levels. In addition the evidence on whether maintenance and new investment have different productivity effects will be studied.

Research Working Groups projects starting in 2004

- *Economic Evaluation of Long-Life Pavements – Phase II*

  The first Phase of this project explored the economic viability of innovative long life wearing course materials for road pavements. Phase II encompasses comprehensive joint testing of candidate wearing course materials. Up to ten laboratories will participate co-operatively in the Phase II project work with resources over the period to 2006 carried by individual laboratories/countries.

- *Speed Management*

  This project will identify better approaches to managing and controlling speed and contribute to policy work on achieving ambitious road safety targets. The work will encompass: driving environments and driver behaviour; speed limits and social attitudes; technology options/measures; and cost-effectiveness. The report will make policy-oriented recommendations for improved speed management and safety outcomes.

- *Young Driver Risk and Effective Counter-measures*

  This project will also aim to contribute to policy work on achieving ambitious road safety targets. The work will encompass: young driver behaviour/risk exposure; counter measures including education/training; graduated licensing/enforcement; support measures; and cost-effectiveness. The work will lead to policy-oriented recommendations for reducing young driver risks and improving safety outcomes.

- *Tackling Traffic Congestion in Larger Metropolitan Areas*

  This project will focus on the congestion outlook in larger metropolitan areas, which will be considered in a broader congestion context. The work will assess the possible contribution of innovative measures, policies and targets, institutional and regulatory factors, financial aspects and public attitudes as they relate to congestion – and will be co-ordinated with the ECMT's work on Sustainable Urban Travel.

Seminars

- *A Workshop on Future Trends/Forecasts and Scenarios in Transport*

  The workshop will explore the opportunities of the Joint OECD/ECMT Transport Research Centre to inform policy makers about the likely trends of the transport sector. It will review the scale and the methodologies of forecasting activities of national governments and international organisations as well as the use of scenarios in transport policy-related assessments. The workshop will aim at selecting a set of indicators to characterise the sectoral development. It will conclude with the derivation of options for the forecasting activities of the Centre depending on the prospective resources available and what forecasts are provided by other institutions. The conclusions will help define the future activities of the Centre in this area.

Projects and Activities in 2005 and 2006

The Joint Transport Research Committee accepted as a preliminary listing the projects and activities specified for 2005 and 2006. The Committee felt that some further consideration was needed on the key topics and detailed proposals, the proposed working methods and co-ordination with policy activities. The Committee therefore agreed the Programme of Work would be forwarded for final approval with advice that makes clear the preliminary nature of the Programme in respect of 2005 and 2006.

The research Working Group projects specified to be initiated in 2005 and completed in 2006 are:

- *Achieving Ambitious Road Safety Targets: Transport Research.*
- *Transport Infrastructure Investment: Public-Private Partnerships.*
- *Sustainable Surface Transport Policies.*

The Round Tables specified for 2005 and 2006 are:

- *Trade liberalisation and transport.*
- *The role of maintenance versus new investment for productivity effects of infrastructure.*
- *Transport costs and regional concentration.*
- *Privatisation of urban public transport.*
- *Empirical approaches to cost observation in order to regulate firms.*
- *Transport infrastructure charges and investment capacity expansion.*
- *Transport, urban form and economic growth.*
- *Insurance and accident risks.*
- *Effectiveness of regulatory institutions: appointments versus elections.*
- *Cost-benefit analysis and secondary effects of transport policy.*

Transport Ministers of OECD and ECMT countries are asked to:

AGREE the Strategic Directions and Programme of Work (2004-2006), noting the preliminary nature of the Programme in respect of 2005 and 2006.

Managing Transport Demand

Conference, 23 January 2004 - London



Photo: Greater London Authority

The ECMT has worked on managing transport demand and reforming transport taxes for efficiency for many years. Recent work includes the Dublin workshop on managing car demand (see our website) and publications on Reforming Transport Taxes, Managing the Fundamental Drivers of Transport Demand and National Reviews of Sustainable Urban Transport Policies.

In February 2003 the Mayor of London introduced a Congestion Charge designed to manage road use in the city more efficiently. One year on, with Transport for London, ECMT organised a conference to review experience with user charges for managing demand around the world, and beginning with a detailed examination of the development and impact of the Congestion Charge in London.

The presentations continued with a series of positive reports on the successful introduction of new user charges in other countries from the officials responsible for their development. The systems introduced share several common features. Technological risks were designed to be minimal, with options for more sophisticated applications at later stages. Each system was a response to urgent problems. Great effort was put in to preparing users for their introduction and where private sector operators are involved, significant resources devoted to establishing effective contractual arrangements that ensure the right choice of technology, focussed provision of services and appropriate assignation of risk. At the same time, a great diversity in the uses for revenues was revealed.

The presentations examined the development of urban pricing systems in the UK, other cities as well as London, together with road pricing systems in Rome and Singapore and the scheme under preparation for Stockholm. The second part of the conference focused on electronic truck charges, assessing the performance of the Swiss and Austrian heavy vehicle fees, reporting on the deployment of the German system and preparations for a distance charge in the United Kingdom, and discussing EU pricing research and policy.

www.cemt.org/topics/env/London04.htm

Workshops, Rome - 9 July 2004 Geneva - 28-29 October 2004

A series of workshops were organised in Rome and Geneva in 2004 and Paris in early 2005 to examine the development of charges for the use of rail infrastructure. Appropriate charges are essential to fostering the development of international train services and the development of competition on the network between freight train operators. The work seeks a better understanding of the charging systems now in place and the incentives they create in terms of using the networks optimally and ensuring the financial sustainability for the railways. The workshops provided an opportunity for national experts to examine charges in other Member countries and discuss the objectives their own systems of charging are designed to meet and the approach used to derive prices.

The work lays the basis for making recommendations to Ministers in 2005 on the structure and level of charges appropriate in different parts of the rail market, and according to traffic mix and intensity, including approaches to cost recovery that are consistent with ECMT's goals of promoting the development of truly international rail markets and fostering competition in freight services. Two key points have emerged. For freight services, if cost recovery targets require mark-ups above charges based on marginal costs, the mark-ups must be structured as simple, single part charges to avoid creating barriers to new operators entering the market and to avoid conflicting incentives between neighbouring networks in regard to the composition of trains – weight, length and frequency of service. And second, more discipline is required in ensuring governments pay fully for the public service obligations they impose on their railways – freight charges should not be inflated to enable passenger trains to pay less and minimise budget transfers to support passenger services because this will result in losing freight markets to road haulage.

Presentations from the workshops are available on the web at

www.cemt.org/topics/rail/raildocs.htm



Photo: Rail4Chem

Professional Competence of Road Hauliers in International Transport

Seminar, 17 September 2004 - Istanbul

This seminar is a follow-up to a previous seminar held on 12 June 2003 on controls of professional competence.

Participants had the opportunity to discuss the situation of the land transport sector and the new regulation on Professional Competence and Training in Road Transport in Turkey. Discussions also focused on Community Acquis and comparative analyses of the implementation of different regulations governing admission to, and the pursuit of, the profession of road haulage operator in international transport among ECMT countries. Industry's point of view was provided by the IRU representative.

All the presentations are available on ECMT Website.

www.cemt.org/topics/road/Istanbul04/index.htm

Developing a view of the future in Transport, what role for the JTRC?

Workshop, 27-28 September 2004 - Paris

A workshop was held to examine the role that the Centre might play in the field of forecasting. More than thirty experts from academic circles, ministries and research institutions took part in this event. Certain national and international models were analysed and their use in the policy-making context was studied. At the conclusion of this Workshop, three options emerged for the work of the Centre: to conduct an analysis of national forecasting work; to organise a series of workshops to take stock of the use of models in a policy context; or to construct its own forecasting model on the basis of existing OECD work on international trade and the environment.

www.cemt.org/cem/JTRC

Intermodal Transport and Logistics Europe-Asia

ECMT and UN-ECE Seminar, 27-29 September 2004 - Kiev

UNECE

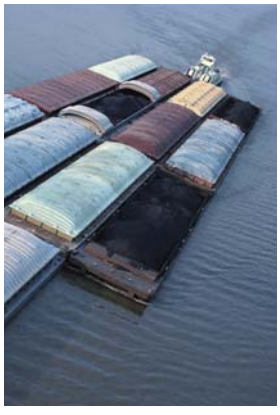
The aim of this Seminar, hosted by the Ministry of Transport of Ukraine and jointly organised with UN-ECE, with the participation of UNESCAP, was to answer the following questions:

- Given the present and forecasted traffic increases between Eastern and Western Europe, to what extent and under what conditions could intermodal transport play a significant role in dealing with these additional traffic flows?
- How to promote alternative modes to road transport, given the present difficulties of the European intermodal system?

Three sessions on the development of Intermodal Transport between Europe and Asia, the significance and comparative advantages of intermodality, and its development and improvement perspectives, led to the adoption of formal conclusions and actions for the future.

All the presentations are available on ECMT and UN-ECE web sites, most of them in French, English and Russian, as well as the programme and the conclusions.

www.cemt.org/topics/combined/index.htm






Implementing Sustainable Urban Travel Policies in Russia and CIS

Workshop, 30 September - 1 October 2004 - Moscow

Moscow was the site of the ECMT workshop on Implementing Sustainable Urban Travel Policies in Russia and Other CIS countries on 30 September-1 October 2004. Hosted by the Russian Ministry of Transport and organised in co-operation with the UNECE-WHO/Europe Transport, Health and Environment Pan-European Programme (THE PEP), the workshop brought together approximately 170 urban travel, environment and health professionals from Russia, other CIS countries and Europe.

With a focus on the implementation aspects of organising and financing of public transport, as well as issues related to the institutional and regulatory framework for urban travel in the region, the conference also included interventions on mitigating the environmental and health effects of motor vehicles and fuels in Russia and CIS, difficulties managing car use in Moscow and other large cities, and use of decision-making tools for traffic management. Papers from the workshop are available on the ECMT website.

www.cemt.org/topics/urban/Moscow.htm

The workshop was the second in the ECMT series designed to test how the 2001 *Key Messages for Governments on Implementing Sustainable Urban Travel Policies* apply/do not apply to specific regional/national/local circumstances. The first workshop was hosted by the The United States Department of Transportation in November 2003 in Washington D.C. And the third and last workshop in the series, Implementation of Sustainable Urban Travel Policies in Japan and other Asia-Pacific countries, will be hosted by the Japanese Ministry of Land, Infrastructure, and Transport in Tokyo on 2-3 March 2005.



Results of these workshops will feed into the final report of this phase of ECMT work on Implementing Sustainable Urban Travel Policies: Moving Ahead, to be presented to Ministers at their Dublin Council in 2006.

www.cemt.org/topics/urban/urbpub.htm

Regulatory Reform of Russian Railways

Seminar, 26 October 2004 - Moscow



In cooperation with the OECD, the World Bank, the Russian Government and the Russian Railways (RZD), ECMT led a review of regulatory reform of the rail sector in Russia in 2004, publishing a full report in May. Reform is developing rapidly, and to bring the work up to date the Vice Minister Aristov (MoT) and Vice President Belova (RZD) organised a seminar in Moscow, hosted by the Centre for Strategic Research. The findings of the original Review were examined and endorsed by officials from each of the ministries and agencies with responsibilities for rail reforms, and by representatives from various parts of the rail industry.

The key current concern is to ensure that progress in developing competition and in separating commercial train operations from non-commercial public services maintains its momentum. If the reforms stall at an early stage RZD will lose income to own-account train operators whilst real competition, and its accompanying economic benefits, will fail to emerge. A number of Government actions are needed to expedite preparations by the national railways to provide infrastructure services to competitors at efficient prices. Now that the national railway has been incorporated as RZD it can no longer be expected to drive the introduction of competition. The Government now needs to identify an agency to lead the regulation of competition for the railways an ensure it has the resources for the job. This could be a job for the Ministry of Transport, the Anti-monopoly Agency or a new independent rail regulator. The issues that need to be regulated are complicated and often specific to the rail sector, as experience in the European Union and North America demonstrates.

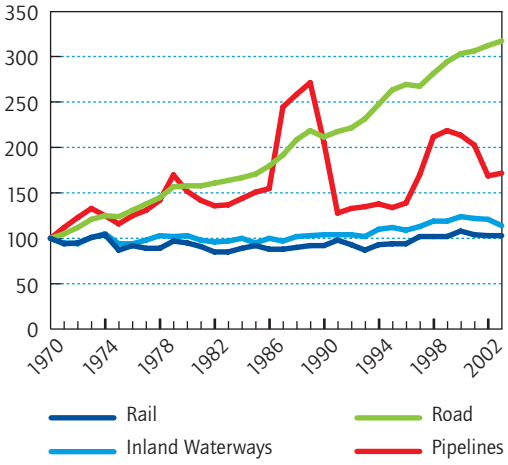
Decrees were issued in December to begin to implement the separation of passenger services from the commercial freight services and enable RZD to spin-off non-core companies more rapidly, in line with the ECMT recommendations and the Review has played a useful role in stimulating debate on reform in expert and political circles in Russia. An updated summary of the report is available on the website:

www.cemt.org/topics/rail/raildocs.htm

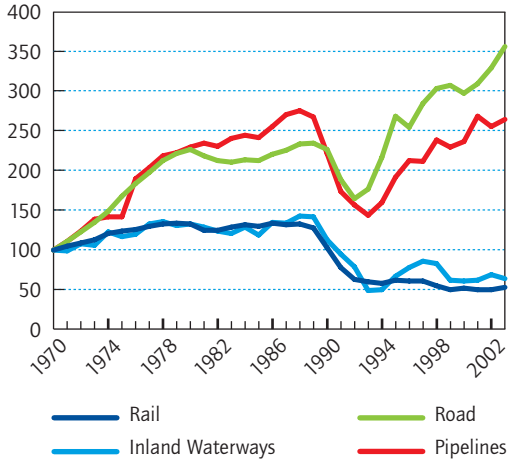
LATEST TRENDS IN TRANSPORT

These graphs, produced from the ECMT database, summarise the latest international data available to illustrate developments in selected areas of freight and passenger transport and road safety performance. Together with other key data and a short analysis of recent developments, they appear in the publication *Trends in the Transport Sector*.

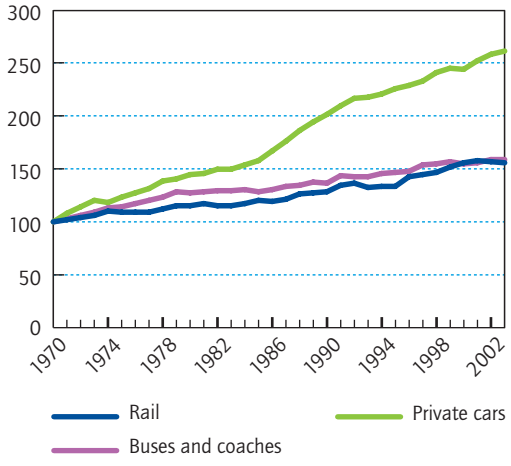
Goods Transport in Western Europe 1970 = 100



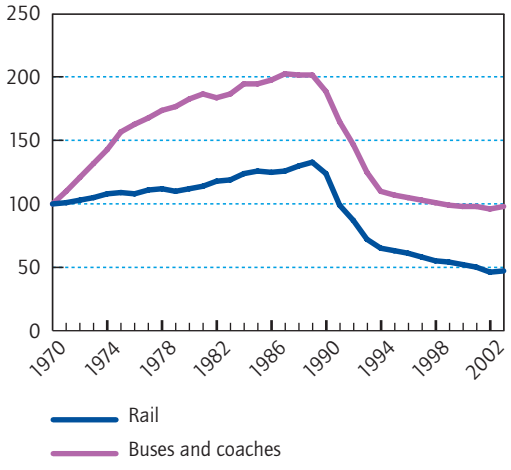
Goods Transport in Eastern Europe and Baltic States 1970 = 100



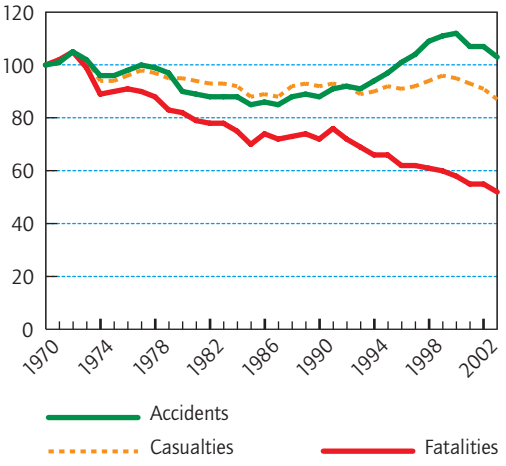
Passenger Transport in Western Europe 1970 = 100



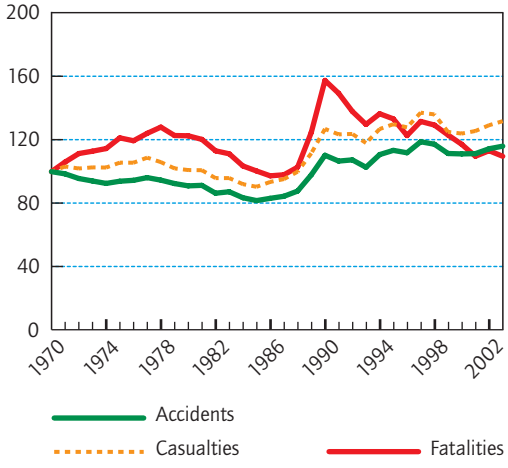
Passenger Transport in Eastern Europe and Baltic States 1970 = 100



Road Accidents in Western Europe 1970 = 100



Road Accidents in Eastern Europe and Baltic States 1970 = 100



ECMT WORKING BODIES IN 2004

ECMT

Council of Ministers

Committee of Deputies

Secretariat
Secretary General (Jack Short)
Deputy Secretary General (Alain Rathery)

Working Groups	President	Secretariat
Access and Inclusion (AI)	**Ann FRYE** (United Kingdom)	Mary CRASS
Combating Crime and Terrorism in Transport (CCT)	**Jack SHORT** (ECMT)	Mary CRASS
Fiscal and Financial Aspects of Transport (FIFI)	**Arie BLEIJENBERG** (The Netherlands)	Stephen PERKINS
Integration of New Member States (INT)	**Wojciech ZARNOCH** (Poland)	Alain RATHERY Elena SHATBERASHVILI
Intermodal Transport and Logistics (TIL)	**Henry MAILLARD** (Belgium)	Martine-Sophie FOUVEZ
Railways (CF)	**Fabio CROCCOLO** (Italy)	Stephen PERKINS
Road Safety (SR)	**Björn STAFBOM** (Sweden)	Martine-Sophie FOUVEZ
Road Transport (TR)	**David SUTTON** (Malta)	Martine-Sophie FOUVEZ
Statistics (STAT)	**Claudine LAGUZET** (France)	Andreas KOPP Mario BARRETO
Sustainable Urban Travel (URB)	**Pat MANGAN** (Ireland)	Mary CRASS
Transport and Environment (ENV)	**Ueli BALMER** (Switzerland)	Stephen PERKINS

ACTIVITIES OF THE WORKING GROUPS IN 2004

Access and Inclusion

In 2004, the Access and Inclusion Working Group clearly set out its goal for the near future: to "bring accessibility issues into the mainstream of transport policy considerations, no longer treating them in the margins of policy development as additional or secondary considerations".

With this as backdrop, the Working Group completed a Report on *Implementation at the National Level of Measures to Improve Accessibility*.

www.cemt.org/online/council/2004/CM200427e.pdf

The report, submitted to Ministers at their 2004 Council in Ljubljana, highlights best practice in national-level initiatives to implement accessibility improvements in the transport system as well as efforts to encourage effective implementation of measures in local and regional areas. It also identifies and assesses barriers to implementation – such as those of an institutional, financial or policy nature; and proposes ways in which these implementation barriers can be overcome – more specifically, what national governments can do to facilitate accessibility improvements.

2004 also saw the publication of the ECMT-UITP Task Force Report on *Improving Access to Public Transport*. The Guidelines for Practitioners designed to accompany the report will be published in 2005.

www.cemt.org/topics/handicaps/tphpub.htm

Work also began in 2004 to update the 1999 *Guide to Good Practice for People with Mobility Handicaps*. This revised Guide will be presented to Ministers at their Dublin Council in 2006.

The Irish Department for Transport hosted the Autumn meeting of the Working Group on Access and Inclusion, and organised a workshop in conjunction with the meeting to examine transport accessibility improvements in Ireland. The workshop gathered together roughly 70 participants, including members of the ECMT Access and Inclusion working group, officials of the Irish government, municipalities, transport authorities and representatives of disabled persons in Ireland.

In 2005, the Group will be focusing – among others – on the particular transport problems facing people with learning or cognitive difficulties, and on the status and development of specialised or door-to-door services.

Combating Crime and Terrorism in Transport

The transport system has long been favoured by terrorists as a target that enables them to inflict maximum damage to infrastructure, vehicles and human lives. At the 2004 Ljubljana Council, Ministers of Transport again discussed the problem of security and terrorism in the transport sector, which they first addressed at the Bucharest Council in 2002 after the tragic events of 11 September 2001. Ministers also adopted a Declaration on Security and Terrorism in the Transport Sector, ***www.cemt.org/online/council/2004/CM200405Fe.pdf*** that stresses, among others, the need to promote a co-ordinated inter-modal framework for security in the transport sector and recognises the need to support efforts to refine assessment methodologies in order to better ascertain the costs and benefits of enhanced security measures.

In addition, Ministers approved a series of Recommendations on Container Transport Security Across Transport Modes, ***www.cemt.org/online/council/2004/CM200406e.pdf*** based on a ECMT/OECD joint report focusing specifically on terrorism and the container transport system. The report, to be published in early 2005, describes the complex, hybrid container transport system and identifies areas of vulnerability across the container transport chain. The report also provides recommendations concerning measures to improve container security, and initiatives to be taken by transport authorities – in particular inland transport and maritime authorities.

Fiscal and Financial Aspects of Transport

Following publication of the report *Reforming Transport Taxes* in 2003, the group spent the first half of the year preparing the debate on charges for the use of roads at the Ljubljana Council. The largely positive experiences of Member countries in using charges to manage demand was reported to Ministers, based on the London Conference (see above under Other Major Events) and a series of recommendations agreed by Ministers on the best approach to charging. These recommendations stressed: the need to develop a common understanding of the costs on which charges are based, particularly in regard to road haulage; the benefits of following a common international approach to charging in this sector; that for efficiency, charges must be related to the local costs of infrastructure use, especially congestion, and therefore a certain degree of freedom for national and local governments to set prices is appropriate.

Work in the second half of the year concentrated on discriminatory charges in international road haulage, reviewing the structure and level of charges in all our Member countries. Recommendations on ensuring discriminatory charges are avoided will be made to Council in 2005. The ECMT database on taxes and charges on the road haulage was also updated in 2004/5.

Integration of New Member States

Following the adoption of the new programme of work by ECMT Ministers at Ljubljana meeting, it was decided to replace the group on Integration of New Member States by Task Forces, whose working methods will be more flexible. Special emphasis will be placed on CIS and Balkan countries.

Before this change of structure, in 2004 the Group of Integration accomplished two tasks:

■ Removal of Obstacles at Border Crossings

In 2004, the Group on the Integration of New Member States continued long-standing work in ECMT on the removal of obstacles at border crossings for international goods transport. The Group prepared and submitted to the ECMT Ministers at the Council in Slovenia in 2004 a new report on the Removal of Obstacles at Border Crossings [CEMT/CM(2004)23]. The report is based on a survey conducted by the Group in 2003 among the ECMT Member countries and international organisations concerned. It updates and evaluates the progress achieved since the last report in 1999; it also examines foreseeable consequences of European Union enlargement on conditions for crossing borders in Europe. Ministers at the Ljubljana Council approved the summary and findings of the report and adopted **Recommendations on the Removal of Obstacles at Border Crossings** [CEMT/CM(2004)7].

Ministers also requested the Committee of Deputies to monitor the implementation of the recommendations adopted and report back to Council by 2008. This work will be pursued by one of the new structures of the Integration group, mainly in the form of special Task Force, assigned to the this specific task.

■ Transport Infrastructure Planning and Financing on a Pan-European Basis

Following the **Joint ECMT/EU Commission/UNECE/EIB Seminar on Transport Infrastructure Development for a Wider Europe**, held in Paris on 27-28 November 2003, the Steering Group which was set up in 2002 within the framework of the Group on Integration of New Member States prepared a follow-up report on *Transport Infrastructure Development for a Wider Europe* [CEMT/CM(2004)17].

The report was submitted to the ECMT Ministerial Council in Ljubljana in 2004 together with a Policy note on Recent Trends in Transport Infrastructure Investments within the discussion block on Transport Infrastructure Planning in a Wider Europe. The report served as a basis for the policy note and a **Declaration on a Strategy for the Development of Transport Infrastructure in a Wider Europe** [CEMT/CM(2004)1], which was adopted by the ECMT Ministers. This declaration defines broad policy principles and strategies for transport infrastructure on major links of Pan-European importance to be implemented at the Pan-European scale.

As requested by the ECMT Ministers in Ljubljana, this work will be monitored through the new structures, set up to replace the Integration Group.

Intermodal Transport and Logistics

In the context of the work programme, adopted in 2004, the Group on Combined Transport carried out an in-depth review of the future direction of its work so that it might better reflect the Council's desire to achieve a modal shift and take account of new features of freight transport demand as well as of parallel work being carried out by other fora. Special attention will be devoted on the one hand, to the specific problems of the development of combined transport in Eastern Europe and on the other hand, to a global approach to intermodality extending the scope of study to logistics.

The year 2004 saw more synergy and closer connections between the work of the Group and its equivalent in UN-ECE. These new directions led both Groups in ECMT and UNECE to change their title into Groups on Intermodal Transport and Logistics.

A joint Seminar ECMT-UNECE on Intermodal Transport between Europe and Asia was held in Kiev in September 2004 (see section "Other Major Events in 2004").

Lastly, a detailed survey on the Implementation of the Consolidated Resolution on Combined Transport, adopted in 2002, is being carried out and should be finalized for a future Ministerial Session.

Railways

Work in 2004 concentrated on two main issues: completion of the Review of *Regulatory Reform of Railways in Russia* (see above under Major Events); and beginning work to review implementation of the 2002 resolution on the Development of European Railways in preparation for the 2005 Council of Ministers. The key chapters of the resolution concern infrastructure charges, access rights and regulatory functions, and work in 2004 concentrated on the development of more efficient charges for the use of rail networks that will promote the development of international train services and facilitate the development of competition between freight train operators (again, see above under Major Events). Work also began to review experience with independent regulatory bodies and the use of competitive tenders with the award of exclusive concessions for passenger rail services as an effective means of introducing competition in many passenger markets.

Road Safety

Recent trends in road accidents have induced the Council of Ministers to set up specific quantitative targets for road safety such as the reduction by 50% of the number of deaths in road accidents for all ECMT Member countries by 2012. To this end, the Group on Road Safety:

- Defined the conditions governing the implementation and monitoring of the target of reducing the number of deaths by 50%, in a document submitted to and approved by the Council of Ministers meeting in Ljubljana in May 2004.

- Monitored the conditions governing the implementation in different countries of the ECMT Key Recommendations on Road Safety in a report discussed by the Group during its Autumn 2004 session.

Furthermore, a peer review of *Road Safety Policy in Lithuania* was published in August 2004. It is the first of an intended series of "ground" studies. The review team in Lithuania included experts from Austria, the Netherlands and Sweden.

The next study will deal with *Road Safety Policy in the Russian Federation*. It will be carried out together with the World Bank and the World Health Organisation.

Road Transport

Social aspects

The Group continues its work on:

- The harmonized application and control of driving and rest times, and in particular on working out a procedure for exchanging information on infringements of the AETR or equivalent regulations.
- Establishing a linkage between an increase in ECMT's multilateral quota and compliance with the social conditions (despite the reticence of several delegations and the general reservation expressed by Austria).
- Determining and internationally harmonising working times.
- The international harmonisation of conditions governing the road freight transport market.

Multilateral quota

To meet the demands of the Council of Ministers, the Group will draw up:

- Guidelines on the distribution of the quota at national level.
- Proposals for a reform of the system, which would also provide precise practical instructions on the use of the quota. This reform should also include a redistribution of basic quotas, to take into account the EU enlargement to 25 Member countries.

Furthermore, it is also envisaged, during the next Council of Ministers meeting in May 2005, to study the multilateral quota in a more global context (including economic regulation, taxation systems, effective implementation of the regulations...), in order to get a comprehensive perspective of the development of road transport in the countries concerned by this multilateral system.

Statistics

Since 1991, co-operation between the United Nations Commission for Europe (UN/ECE), the Statistical Office of the European Communities (EUROSTAT) and the ECMT has been strengthened considerably by the establishment of an Intersecretariat Working Group in which the ECMT Secretariat participates actively under the supervision of the Group of Statisticians. During 2004, the Secretariat prepared the following statistical documents:

- The fourth edition of the Glossary for Transport Statistics which will include an update of the road chapters as well as a new chapter on air transport.
- The WEB version of the Common Questionnaire for Inland Transport Statistics to collect data for the year 2003.
- The annual leaflet Trends in the Transport Sector 1970-2003.
- The Statistical Report on Road Accidents in 2002.

The Secretariat also carried out regular up-dates of the database on Short-Term Trends in the Inland Transport Sector. Surveys were carried out in order to complete this database, aiming at collecting every quarter, information for each individual country on goods and passenger transported by rail, goods transported by road and inland waterways, data on road traffic, first registration of brand new road vehicles, motor fuel deliveries, number of road fatalities, and also general economy information (imports, exports, industrial production). During the year 2004, four quarterly surveys were undertaken and the information is available on the ECMT web site

www.cemt.org/stat/conjonct/index.htm

The aim of the survey on Investment in Transport Infrastructures is to compile data and prepare a report for Council to describe trends in infrastructure development, covering maintenance and investment in the period 1987-2000. However, due to the quality of the information gathered, addition data investigations are needed therefore the publication of results will be available in the middle of the year 2005.

Sustainable Urban Travel

The ECMT Steering Group on Sustainable Urban Travel continued in 2004 its exploration of the difficulties associated with implementing sustainable urban travel policies.

As part of the development of the current ECMT work, which is entitled "Implementing Sustainable Urban Travel Policies: Moving Ahead", the report on *National Cycling Policies for Sustainable Urban Travel* was presented to Ministers at their 2004 Council in Ljubljana. Ministers approved the Conclusions and Recommendations of the Report and adopted a Declaration on National Cycling Policies for Sustainable Urban Travel.

www.cemt.org/online/council/2004/CM200411e.pdf

The Report was published in December 2004.

In addition, the Ministry of Transport of Russia hosted a Workshop entitled *Implementing Sustainable Urban Travel Policies in Russia and Other CIS Countries,* 30 September-1 October 2004 to examine how the historical, economic, institutional, and policy-making specificities of these regions, impact the implementation of sustainable urban travel policies. With a particular focus on Russia, the workshop also highlighted experience in other CIS countries and included presentations from EU and EU accession countries as well.

The Conclusions of the Russia workshop, as well as those of the 2003 workshop in Washington D.C., and the forthcoming workshop to be held in March 2005 in Tokyo will serve as input to the development of a Guide to Good Implementation for Governments, which will be presented to Ministers at the Dublin Council in 2006.

Work on Improving the Collection and Monitoring of Urban Travel Data, mandated by Ministers at the Lisbon Council in 2001, began in 2004 with the creation of a Task Force to carry forward the ECMT's work in this area. The Conclusions and Recommendations of an ECMT seminar held in June 2002 on this topic form the basis for this work.

www.cemt.org/topics/urban/URB0301rev1e.pdf.

A report on Improving the Collection and Monitoring of Urban Travel Data will be prepared in 2005, to serve as an input to the aforementioned Guide to Good Implementation for Governments.

Transport and the Environment

The Environment Group undertook an examination of the gap between test figures for fuel efficiency and CO_2 emissions and the performance of cars on the road jointly with the International Energy Agency. A number of technologies are available to reduce emissions that do not affect the test cycles used to certify vehicles but do result in significant improvements in a range of driving conditions. The final report, to be published shortly, recommends a number of technologies and other measures, including better driving habits, that governments could promote cost effectively as part of their strategies to cut CO_2 emissions. Work began also on reviewing all transport sector measures taken by Member country governments to reduce greenhouse gas emissions and assessing their abatement impact. A report will be presented to Ministers in 2006.

The group also began work to provide guidance to Ministers on the appropriate approach to environmental protection in the development of inland waterways. Inland shipping can contribute to sustainable transport strategies through relatively low air and noise emissions per tonne of freight transported. But it also has major environmental impacts on water quality, biodiversity, landscape and recreational value of natural water resources. To ensure a positive balance the impacts of developing waterways for navigation have to be carefully assessed and a

number of recent EU Directives will have a profound effect on the scope and quality of the assessments required and the procedures to be followed. A study has begun to summarise current environmental mitigation practice and discuss current issues in improving environmental protection and reconciling demands for expanded navigation capacity with sustainable development. The report will provide the basis for exchanging experience on good practice and rising to the challenge of the new assessment requirements. The issues raised will be taken up at a conference to be organised in 2006 with Transport and Environment Ministries, IGOs and industry and environmental NGOs.

JTRC ACTIVITIES IN 2004

Joint OECD/ECMT Transport Research Committee

Chair

Houko LUIKENS (Netherlands)

Working Groups	Chair	Secretariat
Young Driver Risks and Effective Counter-Measures (TS1)	**Divera TWISK** (Netherlands)	Colin STACEY
Speed Management (TS2)	**Jacques NOUVIER** (France)	Véronique FEYPELL
Achieving Ambitious Road Safety Targets (TS3)	**Eric HOWARD** (Australia)	Véronique FEYPELL
Tackling Traffic Congestion in Larger Metropolitan Areas (TO1)	**Tom WORSLEY** (United Kingdom)	Philippe CRIST
Economic Evaluation of Long-Life Pavements: Phase II (IM3)	**Jorgen CHRISTENSEN** (Denmark)	John WHITE
Transport Infrastructure Investment: Funding Future Infrastructure Needs (TI1)	**Urban KARLSTRÖM** (Sweden)	Colin STACEY
Improving Surface Transport Sustainability (ET1)	To be decided	Philippe CRIST
International Road Traffic and Accident Database (IRTAD)	**Josef MIKULIK** (Czech Republic)	Véronique FEYPELL
International Transport Research Documentation (ITRD)	**Colin HOWARD** (United Kingdom)	Véronique FEYPELL

Round Tables	Chair	Secretariat
128 - National Systems of Infrastructure Planning	**Alain BONNAFOUS** (France)	Andreas KOPP Michel VIOLLAND
129 - The limits of (De)Regulation of Transport Services	**Emile QUINET** (France)	Andreas KOPP
130 - Transport and Decentralisation	**José Manuel VIEGAS** (Portugal)	Andreas KOPP Michel VIOLLAND
131 - Transport and International Trade	**Roger VICKERMAN** (United Kingdom)	Andreas KOPP
132 - Transport Infrastructure Investment and Productivity	**Hilde MEERSMAN** (Belgium)	Andreas KOPP
Workshop *"Developing a view of the future in transport, what role for the JTRC?"*	**Tom WORSLEY** (United Kingdom)	Andreas KOPP Philippe CRIST

Research Working Groups

The Joint Transport Research Centre carries out research working group projects with participation from member countries in order to provide policy-oriented recommendations and suggestions for improvement in key current research areas. This research forms part of the JTRC's programme of work and is overseen by the OECD/ECMT Transport Research Committee. In 2004, the programme contained five research working group projects.

Economic Evaluation of Long Life Pavements, Phase II

The Phase I study *Economic Evaluation of Long Life Pavements* (OECD, 2005) assessed the likely envelope of costs for new long life pavement wearing courses to be economically viable, taking into account maintenance and user cost savings in the longer term. For highly trafficked roads, an expected life of approximately 30 years with minimal maintenance would typically be required. Two prospective candidate materials requiring further research were identified in Phase I as possible innovative long life wearing courses. These were: *epoxy asphalt* and *high performance cementitious materials*.

The work on Phase II of the project began in 2004. The objective is to test the behaviour and properties of these candidate materials to assess their suitability for use in long-life wearing courses. The work could also encompass further development of these materials, where needed. This phase will be restricted to laboratory scale experiments, avoiding complex, long and expensive full scale tests. Full scale tests will only be considered in the third and final phase of the project. Testing is being undertaken on a co-operative international basis by national laboratories. Stages include: setting up (6 months); mix and actual testing (18 months); and evaluation and reporting (6 months). Results will be compared with expectations and outcomes detailed in Phase I, and evaluated on technical grounds as well as in terms of the impacts of possible future changes in road operating environments.

The Phase II work is being chaired by Jorgen Christensen, Director of the Danish Road Institute (VI/DRI). Two Working Group meetings were held in 2004 and two further meetings will take place in 2005. The project will be completed and the final report prepared in 2006.

For more information, please contact John White at ***john.white@oecd.org***.

Speed Management

Research has demonstrated that increasing speed leads to greater injury severity in collisions, higher energy use and more atmospheric pollution. Nevertheless, many drivers clearly enjoy travelling faster than the speed limits, regardless of the greater injury risk and environmental costs.

Within this context, in 2004, the JTRC launched a new Working Group on Speed Management, under the Chairmanship of James White (Transport Canada), with the objectives of undertaking a comprehensive assessment of speed management and control in member countries, and reviewing the environmental, social and economic factors that need to be taken into account in policy decisions on speed limits and enforcement.

The Working Group, which is currently at mid stage, is reviewing current speed management policies conducted in participating countries. It will focus on both traditional measures to control speed, such as infrastructure design and conventional enforcement polices, as well as on innovative measures and approaches, including the potential of Intelligent Speed Adaptation. The Working Group is also considering evaluation frameworks which will enable the impact of individual measures in a global speed management policy to be assessed.

Two plenary meetings were held in 2004 and two further meetings will take place in 2005. The final report will be published in early 2006.

For more information, please contact Véronique Feypell at ***veronique.feypell@oecd.org***.

Young Driver Risks and Effective Counter-measures

Because young drivers are consistently over-represented in crash and traffic fatality statistics around the world, they represent a significantly high risk to themselves, their passengers and other road users. As a result, addressing the issue of young driver risk is an essential element in meeting the road safety targets set by ECMT Ministers and by many member countries.

This project is being undertaken by a research working group made up of experts from 20 countries, chaired by Ms. Divera Twisk of the SWOV Institute for Road Safety Research in the Netherlands. The study will provide a comprehensive assessment of the factors that contribute to young drivers' high levels of crash involvement. It will also consider counter-measures in such areas as licensing policy, driver education and training, communications campaigns, enforcement and technology, with a view to recommending best practices and improvements.

This work was initiated in May 2004 and its final report will be published in 2006. For further information, please contact Colin Stacey at ***colin.stacey@oecd.org***.

Congestion in Urban Areas

Roadway networks are complex and dynamic systems whose functions are impacted when demand for road space outstrips capacity. These impacts are compounded by time losses for both individuals and firms and by heightened pollution emissions and energy use. Accordingly, transport authorities have long devoted attention to traffic congestion.

There is still, however, intense discussion about the extent and gravity of congestion and its related impacts, with some claiming very large costs of congestion for the economy and society. Others claim congestion costs are relatively unimportant and should be accepted.

The study aims to contribute to an improvement in policy and operational approaches to traffic congestion – and improved congestion outcomes – by adopting a system-wide analysis of road traffic congestion with a particular focus on large urbanised areas. The project will examine the nature of road traffic congestion across a wide sampling of participating OECD and ECMT countries. In particular, the project will explore different forms of congestion, their causes, and the interlinkages amongst them. It will also address the effects and costs of traffic congestion in these areas. Based on this analysis, it will investigate the adequacy and effectiveness of current and projected policy responses and provide guidance for policy-makers.

While the scope of the project extends to international, national and inter-urban networks, it is expected that the project will focus on areas where congestion is most present and problematic – i.e. within, and at the periphery of, large urbanised areas.

The Working Group has held meetings in June and November 2004. For further information, please contact Philippe Crist at ***philippe.crist@oecd.org***.

Transport Infrastructure Investment: How to Fund Future Infrastructure Needs

Financing ongoing transport infrastructure development and maintenance needs is a challenge that all countries face. Despite budget pressures and competing priorities, most projects continue to be entirely financed with public funds. Private sector involvement in infrastructure funding, while commonly seen as a solution to budget limitations and a source of new efficiencies and know-how, are still not common and have sometimes led to unforeseen or undesirable outcomes.

The JTRC has embarked on a study of how to fund future inland transport infrastructure development and maintenance needs, focusing on off-budget funding mechanisms. The aim will be to identify the most appropriate project designs, tendering and contractual processes, and regulatory frameworks, in order to meet project objectives while ensuring optimal public interest protection, risk allocation and incentive structures.

The study will be conducted by a working group of experts from member countries, chaired by Dr. Urban Karlström, Director General, Swedish National Road and Transport Research Institute (VTI).

The first working group meeting will be held in February 2005 and its final report will be published in 2007. For further information, please contact Colin Stacey at ***colin.stacey@oecd.org***.

Round Tables

The Joint Transport Research Centre carries out research relating to transport economics in order to back up and supplement policy making. Its research is overseen by the OECD/ECMT Transport Research Committee, and it is in this framework that a research programme is drawn up on a regular basis. In 2004, the programme contained five Round Tables and a Workshop (see the section "Other Major Events in 2004" for details on the Workshop).

National Systems of Transport Infrastructure Planning
Round Table 128, 26-27 February 2004

Despite almost universal proclaimed support for national systems of transport infrastructure planning, it has not been implemented in all countries and where planning institutions have been created planning outcomes often have less weight than envisaged. The Round Table discussed a number of reform approaches to change this imbalance.

Too often the planning process is understood as a technical process, which is detached from the political process. Some member countries experiment with different forms of stakeholder involvement to increase the acceptability of the planning results. These reforms are closely linked to increase the political accountability by decentralizing the planning and policy making structures.

A second difficulty of communicating transport planning to the public lies in the fact that transport policies and projects often have a large number of non-monetary effects and the monetization of these in cost benefit analyses requires the application of complicated methods. In many countries a move towards less rigour and easier ways to communicate transport policy plans is sought. Similar discussions evolved around the questions to what extent and how distributional effects should be an integral part of policy and project planning.

Following from the objective of attracting more private finance to the transport sector, transport planning has become more closely linked to the introduction of user charges. In these cases transport planning has also to relate to pricing rules and related regulatory measures to ensure the efficiency gains that are expected from allowing for a greater private sector involvement.

Limits of Deregulation of Transport Infrastructure Services
Round Table 129, 13-14 May 2004

The privatization of the operation of transport infrastructure facilities and operation of transport services was based on high expected efficiency gains and major reductions of public resource requirements. There is by now little disagreement that these expectations have been

disappointed. The Round Table discussed the limits to competition in the provision of infrastructure services in the market and whether the lack of competition in the market could and is replaced by competition for the market by tendering concession contracts.

The levels of private investment in the transport sector, and in particular in transport infrastructure, have remained surprisingly low. For some countries not even the objective of reducing the demands of public funds for the transport sector has been met. A major problem of privatizing infrastructure and transport service supply seems to be that contracts are renegotiated, with a strong (and growing) bargaining power of the incumbent private firms.

One remedy that was discussed by the Round Table to these problems is the introduction of a surrogate form of competition, the introduction of yardstick competition. Such a benchmarking between competing firms, combined with reward systems in correspondence to performance could strengthen the bargaining power of an independent regulator. Currently, such regulatory reforms have not gone very far: In many countries there are still very weak regulatory institutions and regulators often lack the degree of independence that would protect them from political capture.

Transport and Decentralisation
Round Table 130, 23-24 September 2004

This Round Table introduced a new topic of discussion which constitutes an integral part of the reforms under way in member countries. Decentralisation makes elected officials more accountable to their constituents, but has the disadvantage of being less focused on national and international needs. Given this, what are the motives for decentralisation? The introductory reports of the Round Table underline that decentralisation is often undertaken for fiscal reasons but there is an imbalance between the respective powers in this regard: taxation prerogatives often remain centralised. The Round Table also determined that it was politically easier to decentralise than to privatise or recentralise. At a time when regionalisation for transport dominates the discussions, this Round Table provides extremely important information in a field where there is a great need of case studies in order to reach conclusions.

Transport Costs and their Impact on International Trade,
Round Table 131, 21-22 October 2004

This Round Table examined the highly topical issue of the influence of transport costs on the volume of world trade and firms' locational decisions. One key outcome was the finding that transport does not fundamentally alter existing disparities: the ad valorem costs of transport vary greatly from country to country due to differences in geography and structural features of trading patterns. If the cost of maritime transport has remained relatively stable over the past thirty years – despite a degree of fluctuation – the cost of transport by air has diminished considerably. The cost of shipping the high value added goods that typically move by air has dropped, favouring

the high-tech sector. As for goods that are relatively far from core markets it is clear that distance still remains a barrier even if the costs of long-distance transport have dropped more rapidly than those of short- and medium-distance transport. The introductory papers presented at the Round Table also highlighted the strong role played in the growth of world trade by the increasing specialisation of economies and the breakdown of the vertical organisation of firms. The Round Table discussions brought to light that the breakdown of traditional division of labour within firms and production processes is being reinforced – a trend that is sure to have further impacts on the demand for international transport services. The Round Table participants addressed several fundamental questions such as the exact nature of the principal obstacles to trade and the further integration of economies.

Transport Infrastructure Investment and Productivity
Round Table 132, 2-3 December 2004

Expectations of high productivity gains and the acceleration of economic growth are the basis of extended infrastructure investment programs. Are these expectations justified? Do we have reliable instruments to assess the impact of past infrastructure investments? The Round Table provides a unique contribution to these questions by reviewing in detail the mechanisms that turn transport infrastructure investment into productivity gains. The Round Table had to avoid the pitfalls of the early literature which claimed high rates of return of public investments. The analysis for Western Europe, based on ECMT infrastructure investment data, showed that the infrastructure investment has on average declined over the last decades, implying an even stronger decline of infrastructure capital stock growth rates. Transport infrastructure investment had positive effects on the economic development, even in the highly developed countries, without necessarily implying a more than normal rate of return. There was clear evidence that the productivity effects of the transport infrastructure depend on the level of development, with the contribution to aggregate income growth being greatest for medium income countries. The Round Table saw a complementary role of the macroeconomic analysis to more demanding large scale model analyses at the intermediate level and cost-benefit-analysis at the project level.

For more information, please contact Andreas Kopp at *andreas.kopp@oecd.org*.

Databases

The International Transport Research Documentation (ITRD)

International Transport Research Documentation has at its heart the ITRD database – a co-operative World-wide database of published Information on Transport and Transport Research. The ITRD was created in 1972 in the framework of the OECD Road Transport Research Programme. It is now operated under the framework of the Transport Research Centre, and administered by TRL limited (UK). More than 350 000 bibliographical references on transport research literature and ongoing research (reports, books, journal articles, conference proceedings) are available via the Internet or other complementary channels, such as the Transport CD-ROM.

In 2004, ITRD launched its own Internet site (*www.itrd.org*), which contains practical information for users and members. Further ITRD information products will be available in 2005. ITRD currently comprises 27 members from 22 countries which survey and abstract the published outputs of their countries for inclusion in the ITRD database. ITRD is a very useful tools for transport researchers and transport librarians.

For more information, please contact Véronique Feypell at ***veronique.feypell@oecd.org***.

The International Road Traffic and Accident Database (IRTAD)

IRTAD is an international database which compiles accident and traffic data for 30 OECD and ECMT countries. IRTAD is accessible to all on Internet through an annual subscription. It includes data on road fatalities, road injuries, accident risks, traffic volume, vehicle fleet, etc., from 1965 to the present day. Injury and fatalities data is also available on a monthly basis.

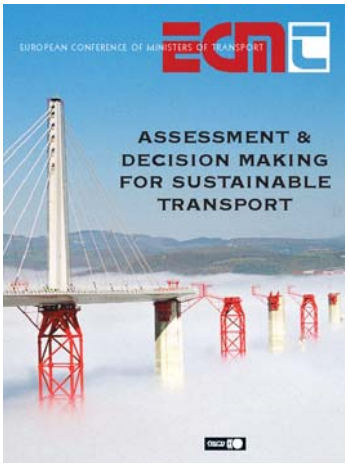
IRTAD is also a working group that addresses a number of emerging road safety issues. In 2004, the IRTAD Group launched a discussion on the underreporting of road accidents, and on the application of time series data to monitor and evaluate the impact of changes in speed limit and enforcement policies.

A Workshop on *Road Traffic and Accident Data as a Key Step for Safety Improvements*, organised by IRTAD, will be held in Spring 2006.

For more information, please contact Véronique Feypell at ***veronique.feypell@oecd.org***.

ECMT PUBLICATIONS IN 2004

Assessment and Decision Making for Sustainable Transport



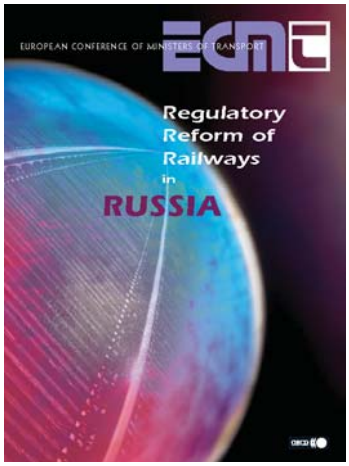
Achieving more sustainable development hinges on planning and decision-making procedures that are able to bring the results of economic appraisals and environmental assessments before technical and political decision-makers in ways that are clear, concise and transparent. Effective systems will highlight trade-offs, risks and impacts that are difficult or impossible to monetise, rather than trying to make decisions in place of those responsible. This report makes recommendations for good practice in the transport sector on the basis of reviews of recent experience in infrastructure planning and policy development in seven countries.

(75 2004 021 P) ISBN 92-821-1311-6, March 2004, 234 pages.

Regulatory Reform of Railways in Russia

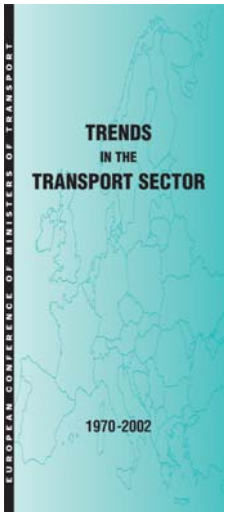
Rail transport accounts for 80% of all freight in Russia and its performance is critical to overall economic growth. Though the railways have been starved of investment they are now in the process of rapid reform, and maintaining momentum will be crucial.

In this report, some of the world's leading experts in rail regulation examine the restructuring of the sector, focusing on tariff reform and the introduction of competition in one of the world's largest rail networks. The work builds on the experience of other ECMT member countries. Relevant aspects of regulation in Germany, Italy, the United Kingdom and the European Union are summarised in annexes to the report.



(75 2004 041 P) ISBN 92-821-2309-X, May 2004, 179 pages.

Also published in Russian:
(75 2004 048 E1 ISBN 92-821-2314-6), August 2004, 192 pages.



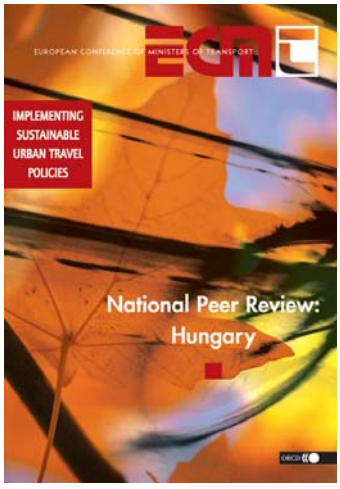
Trends in the Transport Sector: 1970 – 2002

How have the passenger and freight transport sectors evolved since 1970? How is road safety faring? This publication presents the most up-to-date statistics on transport markets in Europe, together with charts highlighting the major trends.

Published earlier than comparable study, this report provides the reader with first-hand figures on key transport trends. It analyses the transport situation in the western and eastern European countries, as well as the Baltic States and the CIS.

(75 2004 011 P) ISBN 92-821-0323-4, April 2004, 58 pages.

Implementing Sustainable Urban Travel Policies, National Peer Review: Hungary

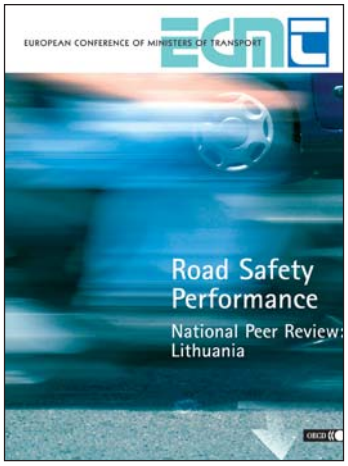


Hungary in its post-transition period finds itself struggling with several problems in its urban travel systems. Urban roads are increasingly crowded, and car ownership and use are rising. As in many neighbouring cities in Central and Eastern Europe, Hungary's cities are wrestling with how to maintain a highly favourable modal share for their well-developed public transport systems, while saddled with the financial burden of ageing rolling stock and infrastructure. Unabated commercial and retail development in the periphery of cities with little access to public transport is further increasing demand for car travel.

These are the urban travel challenges now facing policy makers at local, regional and national levels of government in Hungary, at a time when accession to the European Union is imminent.

This report provides an analysis of the policy and decision-making structures that are framing the implementation of urban travel policies in Hungary. It also proposes ways in which progress towards more sustainable urban travel can be achieved.

(75 2004 031 P) ISBN 92-821-1315-9, July 2004, 90 pages.



Road Safety Performance, National Peer Review: Lithuania

The European Conference of Ministers of Transport (ECMT) has embarked on a new approach to strengthening its work on road safety. To this end, the ECMT works to contribute more effectively to the debate on the improvement of road safety policies by conducting peer reviews of the measures and policies enacted by member countries.

Lithuania is the first country to undertake this type of review in the safety field. The review, carried out by experts from Austria, the Netherlands, Sweden and the ECMT Secretariat, is an effective way for Lithuania to openly examine its policies and practices through detailed comment, discussion and insight on its current road safety activities.

The peer review process is used extensively within the OECD and its affiliated organisations, always originating at the request of the country being reviewed. Apart from providing an open appraisal of national policies, the review process should help relevant Ministries obtain needed resources and implement effective policies and practice.

(75 2004 071 P) ISBN 92-821-2319-7, August 2004, 95 pages.

Round Table 125

European Integration of Rail Freight Transport



Europe's rail-freight market is undergoing sweeping change. While an expanding long-distance export market is favourable to rail transport, railways have been steadily losing market share to road hauliers. The reasons for this are numerous and range from a sub-standard quality of service, lack of sophisticated computer technology and transport logistics, and a shortage of commercial know-how.

As rail networks open up to competition, new rail firms are springing up. Will the current operators keep pace with change or are they threatened with extinction? Are new firms going to be commercially viable in areas in which traditional operators have always failed?

The Round Table attempted to answer these questions by taking a look at how the European railway landscape is being reshaped. In doing so, it learned lessons which stand to benefit transport policy throughout Europe.

(75 2004 061 P) ISBN 92-821-1319-1, October 2004, 118 pages.



Improving Access to Public Transport

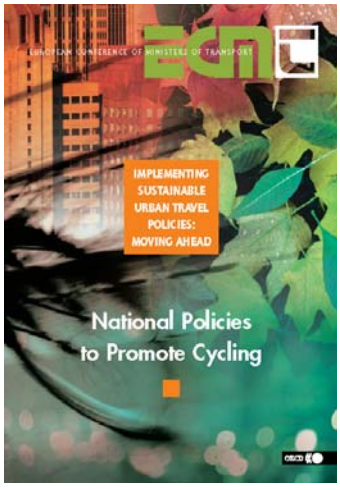
It is vital that public transport ensure accessibility for all individuals. Much progress has been made toward improving accessibility to public transport, however implementation of policies to improve accessibility has proven difficult and slow in many urban areas. One of the key barriers to progress in many cities has been a lack of co-ordination between local authorities and public transport operators.

The European Conference of Ministers of Transport (ECMT) and the International Association of Public Transport (UITP) joined forces to examine how public authorities and transport operators can better work together to improve urban public transport vehicles, systems, and associate infrastructure so that they provide better access to people with mobility difficulties and for all clients of the transport system.

This report is the fruit of a joint ECMT-UITP task force. It explores how improved co-operation between public transport service providers and local authorities – along with a close sustained dialogue with members of the disabled community – can ensure better accessibility to public transport. With a focus on experience in four cities: Gothenburg (Sweden), Grenoble (France), Prague (Czech Republic) and Liverpool (UK), the report identifies the critical elements of partnerships between public authorities at different levels of government and public transport operators.

(75 2004 081 P) ISBN 92-821-1323-X, November 2004, 84 pages.

Implementing Sustainable Urban Travel Policies, Moving Ahead: National Policies to Promote Cycling

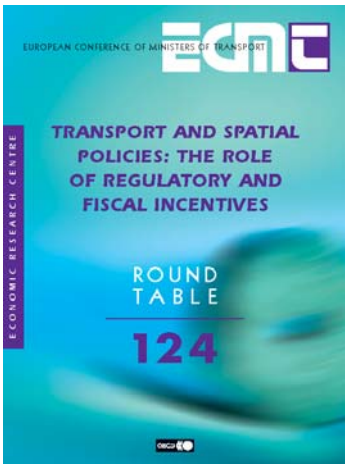


Cycling is an essential part of intermodal urban travel. While trends in car use continue to grow, cycling is increasingly recognised for its contribution as a clean and sustainable mode of transportation.

This report brings together the experience of 21 countries and 7 municipalities in developing and implementing policies and measures to promote cycling as a means of travel.

Based on the findings of the study, a Declaration on National Cycling Policies for Sustainable Urban Travel was agreed by ECMT Ministers at their 2004 Ljubljana Council. With this Declaration, Ministers recognized for the first time the importance of a national policy and institutional framework for promoting cycling.

(75 2004 101 P) ISBN 92-821-2325-1, December 2004, 94 pages.



Round Table 124

Transport and Spatial Policies: The Role of Regulatory and Fiscal Incentives

Anticipated growth in transport volumes means addressing greater environmental damage and congestion, and increasing investment for the expansion of infrastructure capacity. Transport policies in general and urban transport policies in particular will have to find new ways of satisfying demands for both accessibility and lower levels of mobility. Achieving this requires recognition of the interdependence between transport and spatial policy, and the design of institutions which would take account of the synergies and trade-offs in both fields.

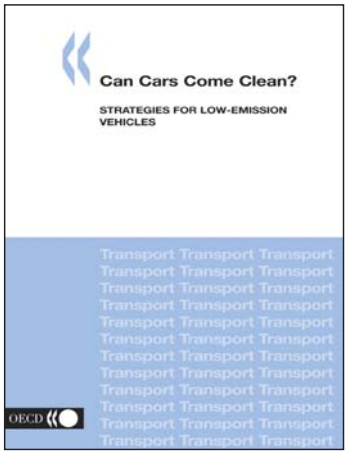
Lack of co-ordination between transport and spatial policies has negatively influenced the effectiveness of both areas to date. The Round Table on **Transport and Spatial policies: The role of Regulatory and Fiscal Incentives** identified how isolated policy measures have curtailed the effectiveness of efforts in both of these areas.

The Round Table discussed ways to overcome the lack of co-ordination between transport and spatial policies. Integrated planning procedures have to successfully deal with the departmentalisation of policymaking at all jurisdictional levels. The negative consequences of jurisdictional competition have to be avoided by co-ordination between communities. The Round Table formulated proposals on how fiscal incentives can help to avoid the failure of inter-jurisdictional co-ordination.

(75 2004 091 P) ISBN 92-821-2321-9, December 2004, 180 pages.

OECD/RTR PUBLICATIONS IN 2004

Can Cars Come Clean?: Strategies for Low-Emission Vehicles



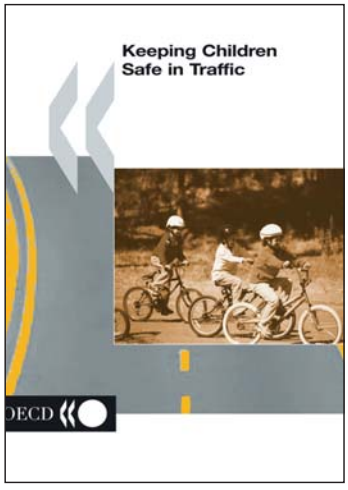
Emissions of pollutants from motor vehicles have been the focus of longstanding concerns for both governments and the public at large because of their impact on air quality and human health. More recently, emissions of greenhouse gases have been of growing concern because of their impacts on global warming. Despite the sustained increase in the number of vehicles on roads and overall distance travelled, improvements in conventional vehicle and fuel technologies over the past ten years have led to

considerable reductions in emissions of local pollutants. These reductions have contributed to improvements in air quality in urban areas in most OECD countries. At the same time, CO_2 emissions are continuing to increase by nearly 2% per year.

What is the potential of conventional technologies (petrol and diesel) to further reduce local pollutant levels? Is it possible to reduce vehicle fuel consumption, and thereby help prevent a continuous increase in CO_2 emissions? What can be expected from the use of alternative fuels (such as LPG, CNG and biofuels)? Do alternative technologies (such as full electric vehicles or hybrid vehicles) have the potential to reduce both local pollutants and global emissions, and if so, are they able to compete in the marketplace with conventional technologies? In the longer term, what can be expected from the development of fuel cell vehicles? This report provides answers to these important questions, identifies policy options and makes recommendations on actions that would promote the purchase and use of the most environmentally friendly vehicles.

(77 2004 021 P) ISBN 92-64-10495-X, March 2004, 232 pages.

Keeping Children Safe in Traffic



In many OECD countries, road-related crashes are the number one killer of children under the age of 15. Tragically, one child out of every 2100 will die before their fifteenth birthday in a road-related incident, and a considerably higher number will suffer severe injuries or lifelong disabilities. Since the last OECD report on children's transport safety was published in 1983, an estimated 100,000 children perished in road-related crashes – which is not acceptable.

Considerable advances have been made in most OECD countries since 1984 which have halved the number of children killed per annum on their roads. More fatalities could still be avoided if all OECD countries adopted practices known to be effective in improving children's road safety.

Keeping Children Safe in Traffic outlines the progress that has been made in the last twenty years, as well as the need for ongoing change. It provides the latest statistics on children's injuries, fatalities and trends in transport. It examines the most effective current strategies, identifies areas for improvement and makes a series of policy-related recommendations for improving children's road safety.

This report is particularly geared towards policy makers, transport planners, regulators and strategists, as well as road safety professionals, motorist associations and researchers.

(77 2004 011 P) ISBN 92-64-106-294, June 2004, 130 pages.

JUST PUBLISHED

- ***Trends in the Transport Sector 1970-2003***
  (75 2005 021 P) ISBN 92-821-0335-8, February 2005, 64 pages.
- ***Round Table 126***
  Airports as Multimodal Interchange Nodes
  (75 2005 031 P) ISBN 92-821-0341-2, February 2005, 176 pages.
- ***Container Transport Security Across Modes***
  (75 2005 011 P) ISBN 92-821-0331-5, April 2005, 125 pages.
- ***Making Cars More Fuel Efficient:***
  Technology for Real Improvements on the Road
  (75 2005 061 P) ISBN 92-821-0343-9, April 2005, 82 pages.

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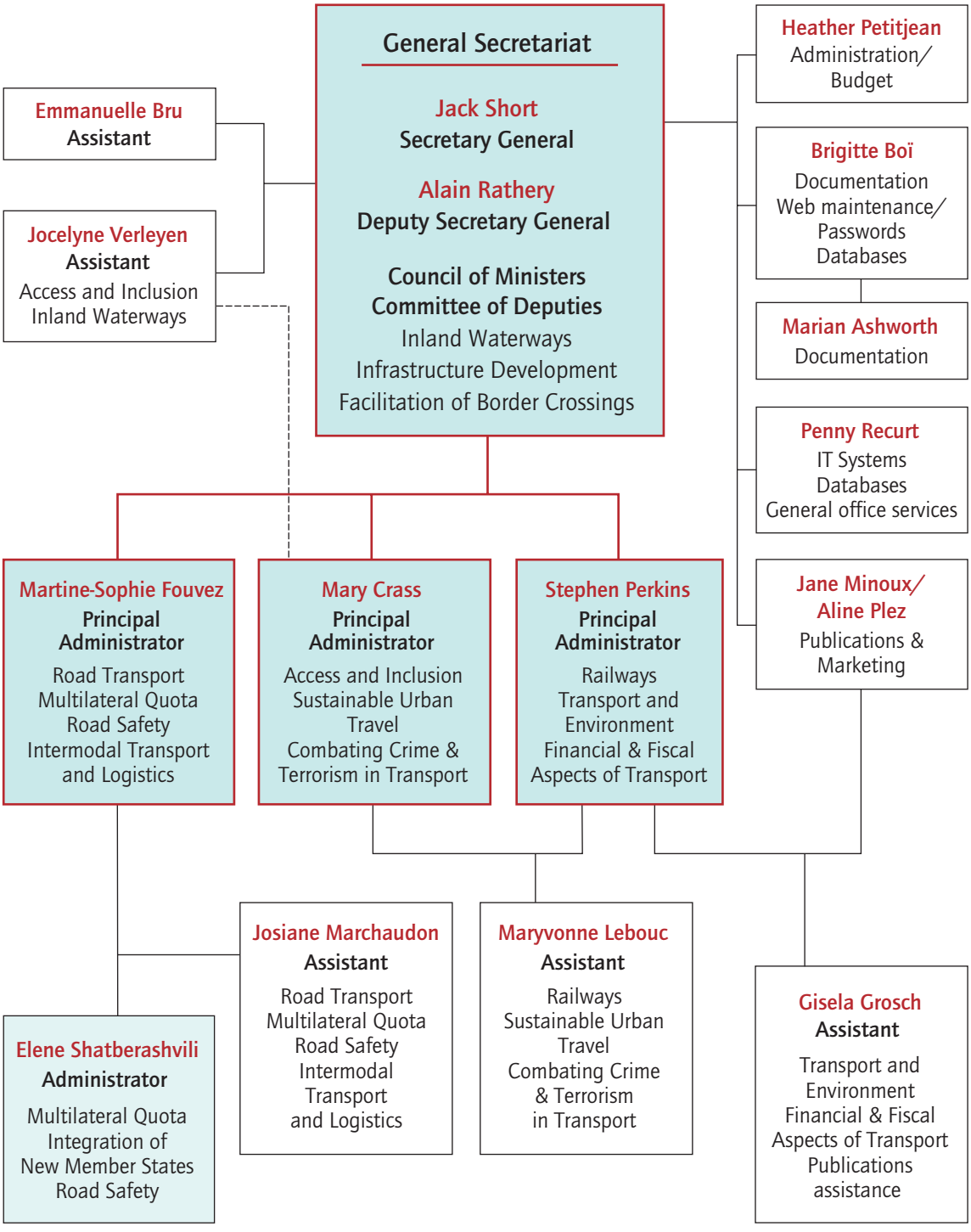

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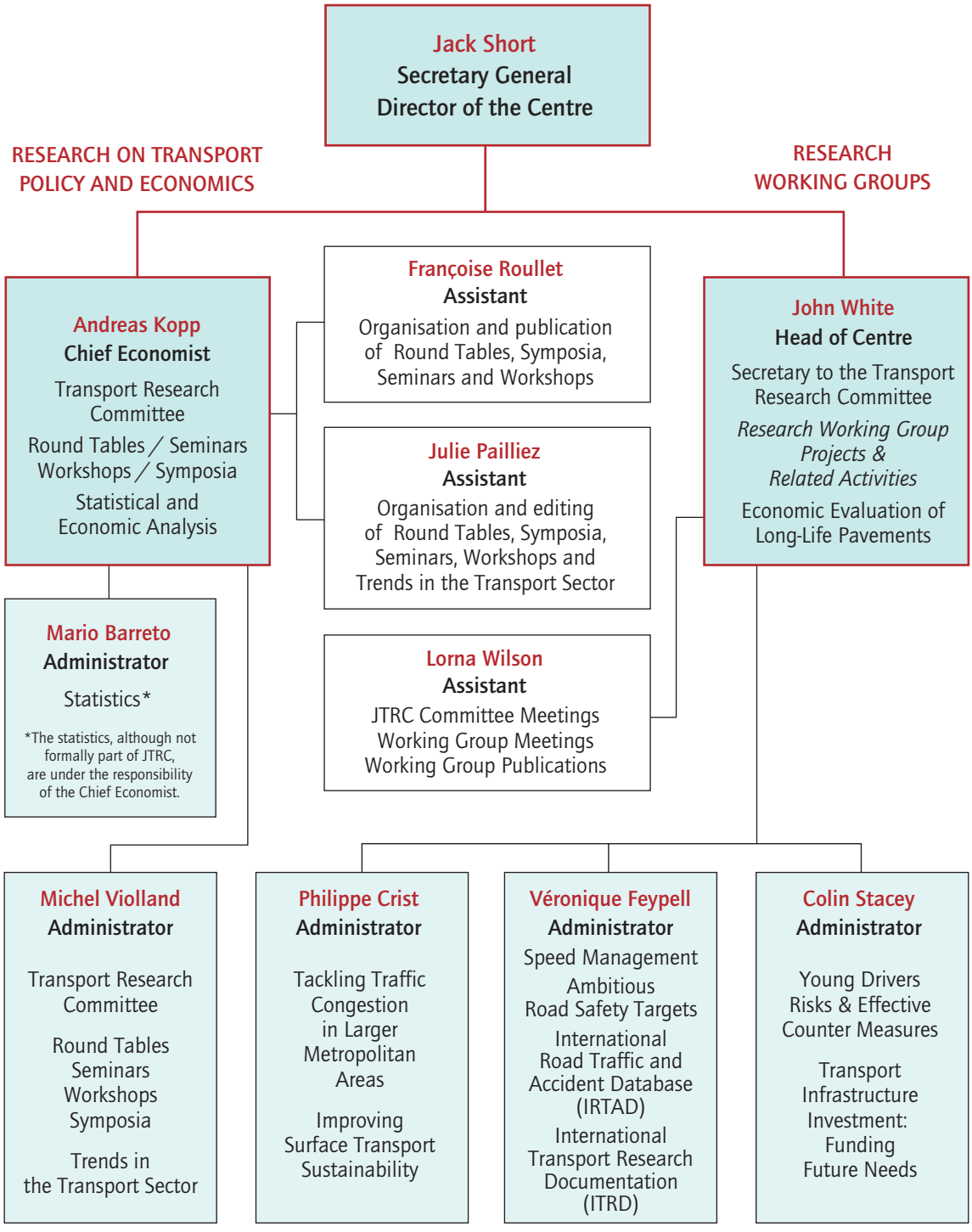

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