GREEN PAPER ON URBAN TRANSPORT

“TOWARDS A NEW CULTURE FOR URBAN MOBILITY”

RESPONSE OF THE UITP EUROPEAN UNION COMMITTEE

UITP (Union Internationale des Transports Publics) is the international organisation of public transport, it is based in Brussels and covers all urban, suburban and regional public transport modes (bus, metro, light rail, regional rail and waterborne public transport). It gathers over 3,100 members worldwide, public transport operators, their authorities and suppliers.

In the European Union, the UITP EU Committee (EUC) represents the views of the public transport undertakings of the 27 member countries. It is closely following and participating in the elaboration of the different European policies and initiatives that have an impact on urban, suburban and regional public passenger transport.
PUBLIC TRANSPORT IS PART OF THE SOLUTION

Urban areas play an important role in delivering the objectives of the Lisbon Agenda

Urban areas represent the backbone of economic wealth creation. They are the places where business is done and investments are made. The attractiveness of European cities is a key element in enhancing their potential for growth and job creation. At the same time, cities are confronted with the most transport-related environmental and health problems linked to high levels of traffic and congestion, poor air quality, high noise levels, high numbers of accidents, etc... The cost of road traffic congestion alone will reach 106 billion € by 2010 for the whole EU area.

Tackling climate change (and increasing energy efficiency) must also address the specific situation of urban transport

With the clearly perceptible climate change as well as the significant energy import dependency, in particular for fossil fuels, the EU is facing unparalleled challenges. Currently, urban transport, in particular motorised private transport, relying almost entirely on fossil fuels, accounts for 40% of GHG emissions of the total road transport sector and up to 70% of other pollutants from transport.

Technology alone can not deliver the required change within an appropriate time frame without other measures and changes in the mobility behaviour of citizens.

New engine technology, better fuels and other improvements have not had the required significant overall impact on reducing Green House Gases (GHG) as these gains are offset by the sheer growth in traffic, particularly in urban areas. Higher comfort levels in many vehicle specifications such as air conditioning and GPS also increase energy consumption and therefore increase emissions as well.

Modal shift to public transport, walking and cycling should be a main objective for the EU

As it takes around 20 years to renew a national vehicle fleet, transition technologies and modal shift must bridge the gap. Urban sprawl makes all transport less efficient but shifting more trips to public transport (bus, and rail), walking and cycling from individual car use can help reduce national CO2 levels and stop the worsening trend.

Last but not least, where there is mobility, there is social inclusion

The ability to access – in the spatial sense – jobs, education, health services, and other facilities is a key factor of social inclusion. Barriers to spatial mobility include problems of awareness, availability, physical accessibility, and affordability. Within this context, public transport facilities and services are an essential component to re-connect socially excluded citizens to the social and economic structures of society.

Sustainable transport patterns are vital for higher quality of life in European urban areas, enabling the reduction of congestion levels, pollution and accidents.
EXECUTIVE SUMMARY AND PRIORITIES

The UITP EU-Committee welcomes the publication of the Green Paper on urban transport “Towards a new culture for urban mobility” as part of a broader and target-oriented discussion on the future design of the European, national and local framework for sustainable urban transport.

The European public transport operators are looking forward to the forthcoming action programme to be announced in autumn 2008 and are willing to continue their fruitful collaboration with all EU-Institutions.

The EU-Committee fully agrees with the following statement contained in the Green paper: “The European Union must play a facilitating role in helping to bring about this change, but without imposing top-down solutions which may not necessarily be appropriate for the diverse local situations.”

From a public transport operator's perspective, the main European added value lies in the following areas:

**Priority n°1: Coherence of all European policies & initiatives**: It is essential - for the overall impact of its strategic initiatives - that the EU-Commission makes sure that all its policies and its financial instruments (including regional funds) support those strategic objectives. For example, there must be doubt about how the strategic objective of “tackling climate change” is compatible with the clear preference for the investment of structural funds into road network development rather than into urban public transport and/or rail networks (see also questions n°2, 3 and 21)

**Priority n°2: Binding requirement to regularly measure CO₂ emissions in agglomerations (job-catchments areas)**. Such a measure would contribute to the urgently needed “better information of the local decision making process”. Many political choices made at a local level, in particular those concerning housing and/or transport have lasting consequences for the performance of agglomerations in terms of CO₂ emission levels, congestion, accidents, pollution, etc… Reliable statistical data on CO₂ emissions would enable local politicians to make better informed choices. (see question n°6, 15)

**Priority n°3: Binding requirement to develop long term sustainable urban transport plans**. Such planning tools are still too often missing in urban areas in the EU. A European framework for such plans (for cities of over 100,000 inhabitants) should be established while avoiding duplication with existing national legislation and leaving cities the freedom to adapt the plans to their unique local circumstances. (see question n°3, 14, 15)

**Priority n°4: Support communication and awareness campaigns for modal shift towards more sustainable transport modes**. No single “easy to introduce” policy measure will solve the problem in an appropriate time frame. Achieving greater awareness of all citizens about the impact of their mobility choices is an essential element towards the new culture for urban mobility. (see question n°2, 3, 11, 16)

**Priority n°5: Develop a European observatory for urban mobility** to gather on a voluntary basis, statistical data, based on a common methodology (see question n°1, 20).
1. Answers to the questions

1) Should a "labelling" scheme be envisaged to recognise the efforts of pioneering cities to combat congestion and improve living conditions?

A labelling system should be considered to acknowledge the efforts of pioneering cities in combating congestion and improving living conditions. The idea should focus on an integrated approach combining technological innovation, developing clean, safe and intelligent transport solutions, as specified in the Green Paper.

With regard to public transport, the UITP EU-Committee refers to the common position paper on quality with ETF (European Transport Workers' Federation), adopted in January 2007: "Public transport is most successful in attracting and retaining users if the quality of service provides a realistic alternative to the private car. The principal elements of quality in public transport are:

- Accessibility
- Comfort
- Service quality by well qualified personnel
- Frequency
- Information
- Integrated services
- Punctuality
- Regularity and continuity
- Safety
- Security
- Adaptability to customer needs
- Technical and service innovations
- Speed
- Tidiness
- Value for money"

These issues should be included in the definitions for a labelling scheme.

However, some caution needs to be taken in relation to some of the requirements that would be difficult to achieve in some member states because of the economic situation in these states and of the industry in them. A progressive system should therefore perhaps be required, taking into account such elements.

Besides this the application of general criteria may be difficult and complex. Nevertheless, recognition of the efforts of cities with positive experiences may stimulate other developments in the same positive way elsewhere. The continued development of best practice initiatives at an EU level (e.g. CIVITAS) is supported by the UITP EU-Committee.

Which should be the role of the EU?

The EU should continue the development of best practice initiatives and continue to refine them. The labelling scheme should be developed carefully setting out a common system for the evaluation of results and should take into account the different situations in small, medium and big cities.

The labelling scheme should be closely linked to the project structure of the European Observatory mentioned in question 20.
2) What measures could be taken to promote walking and cycling as real alternatives to car?

A report produced by the rapporteur Gyula Hegyi, Committee for the Environment, Public Health and Food Security, European Parliament proposes in the period 2002-2012 to transfer 5% of the volume of passenger-km carried out by means of individual modes of transport (including automotive) towards sustainable transport, such as public transport or bicycle. More than 70% of all car trips are less than 4 km.

One important measure to promote walking and cycling as real alternatives to the car is the existence of public transport as a complementary mode and the physical and the psychological accessibility to it.

As a start investments in infrastructure and integration of different transport modes are necessary. One important aspect is the continuous travel information from the start to the end showing how to travel with sustainable modes (avoiding private car usage).

In some EU countries, e.g. France, Germany and the UK, public authorities or transport associations already supply regional door to door routing information for potential public transport customers – in several languages and accessible by internet or mobile phones. It will be important to supply information on the possibilities where bikes may be taken onto public transport vehicles or to supply information for the special needs of pedestrians.

It is also important that the infrastructure for pedestrians and cyclists is included in transport and mobility plans. Additionally it is desirable to have a set of policies and measures mutually reinforcing and combining their effects in promoting urban transport systems in a sustainable way:

- To build on the best practices and successful experiences such as "Vélib" in Paris.
- To promote walking and cycling in European health campaigns.

More generally, it is essential - for the overall impact of its strategic initiatives - that the EU-Commission makes sure that all its policies as well as its financial instruments (including regional funds) support those strategic objectives. For example, there must be doubt about how the strategic objective of “tackling climate change” is compatible with the clear preference for the investment of structural funds into road network development rather than into urban public transport and/or rail networks.

Which should be the role of the EU?

The EU should make sure that all its policies and actions contribute in a coherent way to the overall aim of sustainable transport in urban areas.

"Best-Practice"-programs at an EU level should be developed, including specific support for sustainable transport modes (walking, cycling and public transport).

Also at an EU level research programmes should be developed and promoted giving a better understanding of the social determinants of mobility behaviour and of factors determining the image of different mobility options. In that context, the EU-project EURFORUM (European Research Forum for Urban Mobility) has defined a “Strategic Research Agenda” identifying all major research areas.

In addition the EU could promote EU-wide awareness and health campaigns, starting with the education of children for a more sustainable and healthier life.
3) What could be done to promote modal shift towards sustainable transport modes in cities?

UITP understands that “sustainable transport modes” includes public transport, cycling and walking and has developed numerous recommendations in the past on how modal shift could be achieved.

Increased traffic and urban congestion go hand in hand with more accidents, as well as air and noise pollution. Half of all fatal traffic accidents take place in urban areas and usually involve private cars. Urban transport accounts for 40% of CO2 emissions of road transport and up to 70% of other pollutants. German research suggests that 1,800 early deaths - most in urban areas - are caused each year through excessive noise. Moreover, in the urban areas where problems of congestion, pollution, noise and risk of accidents are increasing, the inhabitants of these areas, road users, and employees are exposed to higher risks such as stress, health, personal safety and security hazards. Clearly, urban problems are not just a concern for local Government.

The European members of UITP believe that modal shift can be reached by so-called push and pull measures which could be applied successfully if they are coordinated and introduced at the same time.

Pull measures are measures making public transport and other sustainable modes more attractive. They should be there to help to convince people of the use of sustainable transport modes. Measures include:

- Investment in new systems or the modernisation of systems
- Public transport stops should be easily accessible and no more than a short walk from (and as close as the car parking space to) the office
- Dedicated public transport solutions for better and more reliable flows (dedicated lanes, etc.)
- Good integration of the different sustainable transport modes, e.g. Park & Ride or Bike & Ride solutions
- Information and awareness campaigns about public transport and the usage of sustainable modes
- etc.

The approach based on persuasion must implement a whole series of measures focused on the responsibility of citizens, politicians and the industry by saying that it is no longer acceptable to put private interest before the public interest. It is therefore necessary to reinvent (or, perhaps, to invent for the first time) a concept of ethics and behaviour linked to urban travel.

Push measures to promote modal shift are partly of a deterring or punishing nature; for example:

- Limitation of parking space
- Congestion charges
- Limitation of car circulation (Pedestrian zones etc.)
- Fuel taxation
- Strict law enforcement with regard to the abuse of infrastructures of sustainable modes by cars.
- etc.

Relevant measures for modal shift should also be considered in the financial area:

1) Polluter Pays Principle: those who cause a problem compensate for the cost imposed on the community. The compensation paid may then be used to fund alternative, less polluting forms of transport - e.g. use of the proceeds of the German Mineral Oil Tax (Mineraloelsteuer) to fund public transport infrastructure, environmental taxes on the use and ownership of cars and parking charges (if they are used to fund public transport).
2) Beneficiary Pays: those who gain benefit from a service meet its costs. Thus employers and retailers both gain from the provision of public transport services which give them access to wider labour-markets and retail markets respectively. Access to public transport also allows the number of car park spaces to be reduced. The French Transport Tax (Versement Transport) requires employers with more than nine staff to contribute towards the cost of public transport investment and operation (and in addition, in the Paris area, they also reimburse to their employees half the cost of public transport season tickets). In Hong-Kong, the construction of new metro infrastructure is partly funded from the rents and sale values of property erected adjacent to metro stations.

3) General Public Pays: through national and local taxation, whether or not they are public transport users. This is normally the principal source of external funding.

Other relevant measures for modal shift include:

- The application of regional, structural and cohesion funds for urban public transport.
- Incentives for the use of public transport.
- The treatment of VAT.
- Incentives for the use of clean fuels in public transport operations.

Last but not least, the UITP EU-Committee believes that the contract between an organising authority and an operator may constitute an effective tool to increase quality and promote modal shift from the private car to public transport. In fact, in many European countries, the public service contracts contain:

- incentive clauses for the improvement of the quality of service: punctuality, comfort, reliability, information for the traveller, etc;
- commitments by the operator to develop ridership as well as the fare box revenues;
- and in certain cases, the payments based on the number of passengers;

All have proved to be powerful ways to promote sustainable mobility based on modal shift.

As mentioned previously, local decision makers should decide how, where and when to apply any measures proposed. However, without ignoring the principle of subsidiarity, the UITP EU-Committee believes that the European institutions have a responsibility to promote sustainable urban mobility. This process must be based on an examination of the implementation of existing EU legislation related to urban transport, such as legislation on air quality.

Which should be the role of the EU?

With reference to its “better regulation” approach, the European Commission should increase the integration of urban transport into all other EU-policy areas. As already outlined, it is essential in the view of the UITP EU-Committee, that coherence between the different EU policy and initiatives is reinforced so that contradictory actions or initiatives with a negative effect on urban transport are avoided.

The recommended actions cover:

- The appointment of “urban transport liaison officers” in other DGs (such as DG ENVI, DG REGIO, DG EMPL, DG ENTR, DG RESEARCH, DG INFOSOC, ...),
- The publication of a yearly report by each DG on how urban transport policies are taken into account, including achievements,
- Include in the “Impact Assessment” process the likely impacts of the proposed measures on urban transport (if relevant). “Impact Assessments” represent an important aid to political decision-making and should reflect the likely impacts on urban transport.

(see also question n°21)

In addition, any measure and action taken by the EU for the promotion of awareness and for the use of sustainable transport modes will be supported. No single “easy to introduce” policy measure will solve the problem in an appropriate time frame. Achieving greater awareness among all citizens of the impact of their mobility choices is an essential element towards the new culture for urban mobility. The EU could and should host programmes promoting the exchange of best practice at local levels.
Last but not least, the action plan coming from this consultation should also consider the possibility of **mandatory sustainable urban transport plans in urban areas with populations of 100,000 and more.** It would also be helpful to establish the extent of implementation of transport plans by airport authorities, businesses, educational and government establishments and the results obtained in achieving greater use of environmentally friendly means of travel. Nevertheless the EU commission non-binding guidelines on the preparation of sustainable urban transport plans is welcomed: [http://ec.europa.eu/environment/urban/urban_transport.htm](http://ec.europa.eu/environment/urban/urban_transport.htm)

4) **How could the use of clean and energy efficient technologies in urban transport be further increased?**

In order to promote the reduction of global GHG emissions and local particles, action should not be limited to the introduction of clean and energy-efficient technologies. The aim can only be reached by a strategy aiming at modal shift from individual transport to collective and sustainable transport modes such as public transport.

New engine technology, better fuels and other improvements have not had the required significant overall impact on reducing Green House Gases as gains are offset by the growth in traffic, particularly in urban areas. Higher comfort levels in many vehicle specifications such as air conditioning and GPS also increase energy consumption and therefore increase emissions as well.

Nevertheless in many countries of the EU public transport is not only environment-friendly but also “greener” from many measures initiated by the sector, e.g. the use of ecologically and energy efficient technologies or by the use of sulphur-free fuels as a standard in many countries, the use of technologies for the reduction of emissions in all countries, etc. The UITP EU-Committee and the national public transport associations have also developed guidelines and hand books for their members for the promotion of clean and energy efficient technologies.

**Which should be the role of the EU?**

The EU should promote the **exchange of best practice and the introduction and use of environment-friendly technologies, using existing national and supranational structures** of public transport associations. This could be achieved by **strengthening and supporting the research activities** in the field of clean technologies (see also the Strategic research Agenda as developed in EURFORM).

**Frameworks and standards for the use of clean and energy efficient technologies should not be set by the EU alone,** but in close co-operation with the (technical) professional sector organisations, such as UITP.

Another measure - especially with regard to the financial situation in the new member states - could be the provision of **targeted financial support by the EU.** Lower VAT rates for the use of clean fuels in public transport represent an effective lever. This option should be taken up by the EU by proposing incentives for the use of cleaner fuels by public transport.

5) **How could joint green procurement be promoted?**

The procurement of rolling stock cannot only focus on ecological aspects but must necessarily take economical reasons into account. From legislation in many EU countries public transport operators are competitors in the bidding phase for contracts and are as such under pressure to become even more efficient. Local transport authorities and organisers of public transport are at the same time facing limited budgets and have to spend public money in the most efficient way.
Since green public procurement will impose higher costs onto the system (buying, maintenance, operation) the higher ecological standards should be financed from different sources than the existing public transport budget.

In this context, the UITP EU-Committee has taken note of the new COM (2007) 817 and welcomes the proposed technology-neutral methods of a lifecycle cost approach during the acquisition of rolling stock, including energy consumption and emissions.

It should be assured that additional costs related to greener vehicles – giving advantages to society as a whole – will be covered by the public from additional resources. The UITP EU-Committee recommends adding a clause in the directive to this effect.

Any new action to green the field of public transport should carefully review past experience which has shown that the use of certain fuels, as well as new Euro norms, have resulted in higher fuel consumption and that the average life time of greener vehicles is shorter than that of other vehicles.

As it takes around 20 years to renew a national vehicle fleet, transition technologies and modal shift must bridge the gap. Urban sprawl makes all transport less efficient but shifting more trips to public transport (bus, and rail), walking and cycling from individual car use can help reduce national CO2 levels and stop the worsening trend.

**Which should be the role of the EU?**

The UITP EU-Committee strongly recommends *not introducing any further obligations* for the acquisition of rolling stock.

If guidelines were to be developed they should not refer to specific technologies but be *output oriented* and should be given more time for development.
In any case, they should be in line with the prescriptions imposed on car manufacturers and should not impose additional costs on a sector that is already providing “cleaner” mobility alternatives for passengers (on the basis of passenger/kms).

In addition new guidelines should recommend the *provision of additional financial resources, which could come from revenues from the internalisation of external costs*.

6) Should criteria or guidance be set out for the definition of Green Zones and their restriction measures? What is the best way to ensure their compatibility with free circulation? Is there an issue of cross border enforcement of local rules governing Green Zones?

As from January 2008 many member states have implemented measures to reduce the concentration of NOx particles and pollution.

From the point of view of the public transport sector, Green zones will only make sense if *public transport is regarded as part of the solution* and not as part of the problem. If guidance and criteria were to be developed by the EU, the UITP EU-Committee recommends definitions exemptions for public transport to recognise its role as alternative to the more polluting car on a passenger/km basis.

**Rules/criteria for green zones should always take into account the benefit of collective transport and be based on relevant comparisons such as emissions per seat or per passenger/km.**

In addition, criteria or guidance for the definition of green zones should always require the *measurement of CO2 emissions in agglomerations*. Such a measure would contribute to the urgently needed “better information for the local decision making process” and would help to define green zones and monitor their success (see also question n°15).
With the growing interest across the EU in road pricing and environmental/green zones, the problem of cross border enforcement of traffic offences will grow. These schemes, including parking control, can only be successful if they are enforceable. Action at a European level to trace and then enforce both criminal and administrative offences would be needed.

7) How could eco-driving be further promoted?

Most of the European operator members of UITP already have programmes to promote eco-driving. Eco-driving is important in the public transport industry and many companies spend both time and money for regular staff training. Directive 2003/59 on initial and continuing training will strengthen this type of conduct for professional drivers.

For many years urban transport operators have been training their staff to reduce fuel consumption for environmental and economic reasons. Results show efficiencies of about an average 12% of the annual fuel consumption across a fleet.

New technical solution in buses and trains could help to reduce fuel consumption even further. Potentially the EU could finance the development of standards and requirements for the rolling stock industry.

In order to promote ecological driving and to reduce fuel consumption even further it would make sense to provide dedicated lanes and other traffic priorities for public transport (see also question n°12).

Which should be the role of the EU?

EU should promote the exchange of best practice

8) Should better information services for travellers be developed and promoted?

For passengers, good information is a sine qua non. In order to attract new passengers there is no alternative to continuing the development of good information.

The European members of UITP and many transport associations have a major interest in improving information for the access and the use of public transport. Implementation and quality have reached different levels. In some countries it has reached a very high standard. The development of barrier-free access to information via telephone and website and the special needs of handicapped people have also come into the focus of public transport information activities.

From the human resource point of view it is in the interest of operators to train their staff about better information. From the technical point of view it could be useful to develop norms, standards and interfaces of information services provided by the public transport sector. This could be a task for the associations of public transport and research organisation under the coordination of project structures as proposed by EURFORUM.

Nevertheless it could be interesting to combine ongoing activities with other information sectors (mobile phones routing systems, industry, etc.) and try to extend the information platforms about the access to public transport. Intelligent car routing systems could also be walking or public transport information systems.

Which should be the role of the EU?

EU research and best practice exchange programmes should also promote the development of better information services for travellers. The EU could facilitate exchange with other information sectors. It is recommended that existing structures be used, as proposed by EURFORUM and should refer to the existing Strategic Research Agenda.
9) Are further actions needed to ensure standardisation of interfaces and interoperability of ITS applications in towns and cities? Which applications should take priority when action is taken?

UITP and its members have been working for many years to develop technical norms on information services. UITP has ongoing activities to promote Europe-wide and worldwide standardisation for telematic applications in the public transport sector. Other activities take place in the frame of EU research projects or the interoperability of payment systems.

Which should be the role of the EU?

The EU should continue to promote **research and standardisation** in this area. When developing EU research programmes, only projects that bring harmonisation should be promoted, avoiding stand-alone solutions.

10) Regarding ITS, how could the exchange of information and best practice between all involved parties be improved?

The idea that the Commission would promote the exchange of information and best practice in the field of ITS and the suggestion of “establishing a framework for the deployment of ITS in cities to resolve the issues of interoperability and exchange of data and information” is generally supported by the UITP EU-Committee.

The activities of public transport associations also include information events and the work of committees and working groups. During the process of reacting to this Green paper UITP, VDV (Germany) and UTP (France) as well as ASSTRA (Italy) organised the international conference and exposition “IT-TRANS – IT Solutions for Public Transport” in Karlsruhe on 13-15 February 2008. This is the leading event for IT solutions in the public transport sector and will take place every two years. It will represent a very important platform for the exchange of best practice and know-how between operators, authorities and the supply industry.

Which should be the role of the EU?

The EU should continue to promote **research and standardisation** in this area. When developing EU research programmes, only projects that bring harmonisation should be promoted, avoiding stand-alone solutions.

11) How can the quality of collective transport in European towns and cities be increased?

“Good quality of service” is a critical element for increasing the use of public transport and thus ensuring the modal shift that is necessary. Regulation 1370/2007 contains provisions to enable competent authorities to set requirements for quality of service. The certification ISO 9001 (quality management) and the European standards of quality in public transport (EN 13816 on quality and EN 15140 on the measurement of quality) represent the basis for managing service quality in public transport.

Given the heterogeneity of the competent authorities in Europe and of the public transport networks, the issue of quality cannot be addressed with a “one size fits all” approach. Levels of quality (including quality requirements) have to be set at a local level and fall therefore within the scope of subsidiarity.

In order to emphasise the messages from our response to question n°3, we set out here some key themes:

- The quality of public transport could be improved in different ways by different means,
- Introduction of compulsory quality requirements and quality management systems in the sector,
- Improving service frequency and travel speed by measures such as bus lanes and other traffic priority measures would help to make public transport more attractive, with benefits for modal shift,
- An end to urban sprawl; the cost of journeys is low when public transport is the dominant mode of transport in areas with high or medium density development,
• Public transport stops should be easily accessible and no more than a short walk from (and as close as the car parking space to) the office
• Allow public transport access to city centres but restrict access for private motorised transport modes, e.g. by strict parking policies in cities,
• Attractive intermodal changes: P+R stations, etc.

Which should be the role of the EU?

Measures can be taken at a European level for the dissemination of good practice, as well as providing financial support for the renewal of equipment or installation of dedicated networks through structural funds.

The EU should publish recommendations for local authorities on the importance of travel speed for increasing the economic and environmental efficiency of public transport services (Priorities at traffic signals, dedicated lanes, etc.). (see also question n°12)

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Quality of staff - Well trained and competent staff are essential

The UITP EU-Committee welcomes the proposal in the Green Paper, to develop the skills of employees. With directive 2003/59/EG on the training of staff, important first steps have been made, putting the focus on economical and ecological driving, road safety and customer-oriented service.

Professional qualifications have to be developed continuously by employers and employees. Only the improvement of skills can help to keep pace with technical innovations and processes in the field of customer-oriented services.

In the few next years transport operators will face the challenge of recruiting and retaining enough qualified staff. It will be important for the sector to become more attractive as an employer. Suitable conditions will have to be created, e.g. working time models, attractive frameworks, corporate health management, etc. The sector will have to address new groups of potential employees, especially older people (50+) and women.

Which should be the role of the EU?

With regard to social and health and safety conditions, the EU should:
• Promote urban mobility and services linked to it by EU-wide image-building campaigns focussing on public transport operators as attractive employers.
• In the general framework of European funding structures, incentives should be introduced for “50+” or “women recruitment” programmes, as along with funding for training for unemployed people in the field of public transport.
• In addition, the EU could promote the exchange of best practice in the recruitment of staff for public transport.

The UITP EU-Committee proposes the creation of a separate section in the European Action Plan on staff recruitment and skills, for three reasons
• Without service-oriented and well-trained staff none of the aims of the Green Paper on urban transport will be properly achieved.
• Due to the impact of socio-demographic change, urban mobility will become more important than ever. This change will also impact on the employment market and will be reflected in the field of urban transport.
• A dedicated section will integrate all the approaches mentioned in other parts of the Green Paper on urban transport.

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12) Should the development of dedicated lanes for collective transport be encouraged?

The introduction of dedicated lanes improves the speed of vehicles and the quality of public transport. Surveys show that the attractiveness of public transport is very much depending on its punctuality, reliability and speed. Measures leading to higher speeds will be very important and should have a central role and should include not only dedicated lanes, but also priority at traffic signals, the design of stops that promote quick and easy to vehicles, etc.

Results of surveys by the French public transport association (UTP) show that the implementation of dedicated lanes improves the speed of urban buses by 2 to 3 km/h. This can generate productivity gains of 10 to 20%. The transition from 12 to 17km/h allows a reduction of energy consumption of 13%.

Provisions must also be put in place to ensure that public transport lanes channels are used only by the vehicles for which they are provided (e.g. no freight delivery vehicles to obstruct such lanes). Many actions have been taken in urban areas to reach the aim of “priority”. Unfortunately a trend can also be detected for the removal of such measures at a later date, particularly priority at traffic signals.

Which should be the role of the EU?

At the EU level best practice exchange could facilitate the (re-)introduction of priority measures for public transport.

The EU should publish recommendations for local authorities about the importance of travel speed for increasing the economic and environmental efficiency of public transport services (priorities at traffic signals, dedicated lanes, etc.).

(see also question n°11)

13) Is there a need to introduce a European Charter on rights and obligations for passengers using collective transport?

The UITP EU Committee, working with many of its members, developed a Charter on passenger rights in autumn 2006. The idea of introducing a voluntary Charter of passenger is supported.

A Charter must propose principles that recognise the different responsibilities of operators and authorities.

In many countries the voluntary arrangements for passenger rights had been very successful. Many operators have introduced service guarantees (UK, Germany, etc.)

It is important to emphasise that operators have made many efforts to match and exceed self-imposed targets. It needs to be stressed that guarantees relating to level access, (e.g. platform redesign, lifts and the like) are very costly; questions of finance have to be considered.

The UITP EU-Committee stresses that local authorities and operators must decide whether and to what extent they wish to adopt a passenger Charter. The compulsory introduction of a passenger Charter will not, of itself, add value.

In addition, in line with Regulation 1370/2007 (public passenger transport services by rail and by road) decisions about passenger rights are the responsibility of local authorities.

Which should be the role of the EU?

There is no need for the EU to take any action in this area.
14) What measures could be undertaken to better integrate passenger and freight transport in research and in urban mobility planning?

Addressing the question of land use and urban mobility planning is essential, both for passengers and freight as “Sprawling cities demand more energy supply, require more transport infrastructure and consume larger amounts of land. This damages the natural environment and increases greenhouse gas emissions. Among the consequences are climate change, increased air and noise pollution. As a result, urban sprawl impacts directly on the quality of life of people living in and around cities.”

Which should be the role of the EU?

The EU should establish a binding requirement for cities of over 100,000 inhabitants to establish, implement and monitor a sustainable urban transport plan. Such a European framework should not set details as far as content or assessment of those plans is concerned in order to avoid any duplication with existing national legislation (where applicable). Cities must retain the freedom to adapt the plans to their unique local circumstances. The European framework should make sure that the plans, as long-term planning tools, include the necessary information for local decision makers:

- Ensuring the accessibility offered by the transport system to inhabitants, commuters, visitors and businesses;
- Reducing the negative impact of the transport system on the health, safety and security of citizens, in particular those who are the most vulnerable;
- Reducing air pollution and noise emissions, greenhouse gas emissions and energy consumption;
- Improving the efficiency and cost-effectiveness of the transport of peoples and goods, taking into account external costs;
- Contributing to the enhancement of the attractiveness and quality of the urban environment.

The European Union should encourage innovation, particularly by the development of research programmes on these issues and financial support for the most innovative projects. See also the proposed research areas put forward within the “Strategic Research Agenda” (EURFORUM), addressing both passengers and freight.

The European Commission should also promote best practice exchange (for freight transport, for example, the cargo tram system in Dresden).

15) How can better coordination between urban and interurban transport and land use planning be achieved? What type of organisational structure could be appropriate?

With evident climate change as well as the significant energy import dependency, in particular for fossil fuels, the EU is facing unparalleled challenges. Currently, urban transport, in particular motorised private transport, relies almost entirely on fossil fuels and accounts for 40% of the GHG emissions of the total road transport sector and up to 70% of other pollutants stemming from transport.

In some countries (e.g. France, Netherlands, Germany) mobility plans are already successfully in use and reflect the special needs of these regions that arise from their different structures.

The efficiency of public transport can be improved and emissions of GHG can be reduced by better coordination between urban and interurban transport plans. Urban sprawl often requires the purchase of two cars per household (or even three) and increases traffic, pollution and energy needs.

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1 See European Environmental Agency (EEA) report on «Urban sprawl – Europe’s ignored environmental challenge – 2006»
Which should be the role of the EU?

The following measures could be taken

• A requirement for cities with more than 100,000 inhabitants to adopt an **environmental management plan**.
• An obligation for cities with more than 100,000 inhabitants to adopt a **sustainable urban transport plan** with objectives for the short, medium and long term.
• In addition, these plans could also address the important issue of freight transportation.
• A binding requirement regularly to **measure CO2 emissions** in agglomerations (job-catchments areas). Many political choices made at a local level, in particular those concerning housing and/or transport, have lasting consequences on the performance of agglomerations in terms of CO2 emission levels, congestion, accidents, pollution, etc. Reliable data on CO2 emissions would enable local politicians to make informed choices.

So as to reduce duplication, plans for the urban environment should be coordinated with existing plans including air quality and noise. Regular monitoring should be mandatory.

(see also question n°3)

16) **What further actions should be undertaken to help cities and towns meet their road safety and personal security challenges in urban transport?**

The Green Paper on urban mobility mentions the high number of victims and casualties of transport in urban areas. Two-third of all road traffic accidents take place in urban areas.

Public transport is by far the safest mode of land transport. The European members of UITP are contributing actively to awareness campaigns for the improvement of safety in transport. This includes information campaigns for the safe use of public transport to school and railway crossings. Huge investments are, of course, made in the improvement of safety.

A strategy to reduce accidents and to improve road safety substantially can only be successful if there is modal shift.

With regard to personal security and safety, the UITP EU-Committee and its members have developed and introduced many measures (Please refer to answers in questions n°17 und 19).

The UITP EU-Committee supports joint awareness campaigns at the EU level for the improvement of road safety.

**Which should be the role of the EU?**

In general, **awareness campaigns** for road safety could be developed at a European level.

(see also question n°17)

17) **How can operators and citizens be better informed on the potential of advanced infrastructure management and vehicle technologies for safety?**

The existing national and international associations of public transport supply their members efficiently and effectively with information about existing intelligent solutions and developments in the field of security.

Within UITP, a security committee was established in 2004, promoting the exchange of good practices to inform the work at a national level. As responsibility for security is at a local, regional or national level it is extremely important to have an exchange of information and best practice between those different levels. Almost all public transport operators in the bigger cities have developed security concepts in cooperation with the local authorities.

When necessary, clients and all other citizens are provided with information from the operators or the local police authorities. A wide discussion on security in public transport might create a wrong public perception, since public transport remains the safest mode of transport in urban areas, when compared with the car, motorcycle or bicycle.
Which should be the role of the EU?

The UITP EU-Committee strongly recommends making use of existing structures for the exchange of information and best practice at levels, especially that of the EU. The results of ongoing research projects on security will form a reliable basis for future actions at the EU level. The UITP EU-Committee recommends making use of these results, especially Counteract.

A new structure or approach is unnecessary. In relation to safety and security in public transport, the UITP EU Committee rejects any proposals to initiate or develop new rules or legal frameworks at the EU level, since this is clearly a national, regional or local responsibility.

18) Should automatic radar devices adapted to the urban environment be developed and should their use be promoted?

This is not a matter that is a relevant consideration for UITP. However, any action helping to enforce the law will help. Public transport operators encounter every day private car users who do not respect dedicated infrastructure or endanger passengers and employees by inconsiderate driving.

19) Is video surveillance a good tool for safety and security in urban transport?

Many UITP European members have long-standing experience with using video surveillance for operational reasons and to improve passenger safely and security.

Video surveillance is a suitable tool to improve the sense of safety and security for passengers or to investigate criminal behaviour. However, the experiences of some UITP European members is that it can have a low impact on the prevention of crime. Thus we stress that video surveillance cannot and should not be the only tool to improve the safety and security for the passengers.

Adequate and suitable measures need to be developed on a case-by-case basis with close co-operation between operators and the responsible authorities.

The members of UITP have developed a range of measures
- Employee presence on the network,
- security officials and security services in the transport companies themselves,
- safety equipment: cameras, vandal-resistant seats, protection of windows…
- partnerships with local stakeholders, including schools and neighbourhood associations to take preventative actions,
- Training employees in the management of conflict.
- Inclusion of security aspects in the social dialogue and provision of enhanced support for the employees in the event of aggression.

These actions have a significant cost, which raise the question of the financing of such measures.

Which should be the role of the EU?

The European Union can help to disseminate best practice in Member States and could encourage the provision of security equipment by the provision of specific funding through structural funds.
20) Should all stakeholders work together in developing a new mobility culture in Europe? Based on the model of the European Road Safety Observatory, could a European Observatory on Urban Mobility be a useful initiative to support this cooperation?

EU transport statistics are not available at a city level. Data on urban transport are routinely collected at local level (sometimes based on national standards) but comparisons between cities and/or countries are usually difficult to make. Furthermore, it appears that few cities have developed appropriate datasets to inform and to support sustainable urban transport policies, at a local, national and EU level.

Against that background, the purpose of the European Observatory of Urban Mobility would be two-fold:
1) to develop a methodology to help cities collect and analyse the data necessary to measure the performance of their urban transport system;
2) to promote this as a common methodology to help cities compare their performance and to identify the most appropriate combination of urban transport measures to improve their own performance (benchmarking).

The European Observatory of Urban Mobility should inform, support and assess local, national and EU urban transport policies.

This would entail the disaggregation of existing EU transport statistics in order to make available information at a city level and to distinguish local and long distance transport, the different modes of transport (notably individual and collective transport), as well as passenger and freight transport. In particular, data should be available by city and by urban passenger transport mode on, for example, the cost for transport services, employment in transport, turnover, transport infrastructure, vehicle fleet, vehicle/km and passenger/km, energy consumption for transport, emissions of local pollutants and CO2, and casualties due to transport.

This would also entail the development of a consistent framework, such as an urban transport account, to measure and to account for the performance of the urban transport system, in terms of energy consumption and cost (direct financial cost and monetisation of externalities).

Which should be the role of the EU?

EU should establish and host a European Observatory (see description above). A close link should be made with existing collectors of data (UITP, Spanish Observatory, etc).

21) How could existing financial instruments such as structural and cohesion funds be better used in a coherent way to support integrated and sustainable urban transport?

Which should be the role of the EU?

Substantial parts of the structural and cohesion funds should be earmarked for investment in sustainable transport modes such as public transport, walking and cycling. This should be an effective measure to avoid using funds for road construction.

22) How could economic instruments, in particular market-based instruments, support clean and energy efficient urban transport?

The UITP EU-Committee believes that market-based mechanisms and instruments have the potential - and are necessary - to contribute to solving mobility-related issues in urban areas by strengthening the environmental and social advantages of softer modes of transport, in particular public transport. It should be a principle that financial incentives are developed for the promotion of modal shift to the most sustainable and most energy efficient transport.
The UITP EU Committee has outlined its position on these issues in response to the separate consultation on the use of market-based instruments.

An attractive public transport system is fundamental for efficient, effective and sustainable mobility in urban areas. It greatly contributes to reducing environmental damage and has great significance for the local economy as well as for social inclusion. The higher the density of urban areas (in terms of population and employment), the higher the efficiency of public transport. High urban density also results in savings in all urban utilities.

On this basis, a discussion on the use of market-based instruments in the transport sector should include regulatory and financial mechanisms to promote public transport. Similar mechanisms should be introduced, in parallel, to encourage an increase in urban density in order to ensure more sustainable mobility patterns.

Market instruments could be:
1) Emission trading - The European Emission Trading Scheme (EU ETS) covers only 40% of European greenhouse gas (GHG) emissions. Diffuse emissions and mobile sources such as the transport and building sectors are not included in the EU ETS. Nevertheless, these emissions are rising. At the current low CO2 prices, the direct application of ETS at the level of the individual, final (transport) consumer does not appear relevant.

2) Taxes - the UITP EU-Committee supports the idea of promoting environmental tax reforms at a national level, including the introduction of hypothecated taxation on private motor vehicles (both ownership and usage) with -
   - Additional resources raised being used to support the most sustainable modes, particularly public transport. They could be used for:
     - public transport
     - Lower VAT on public transport-tickets
     - Higher taxation of private car use

3) In addition, as compensation for the negative external effects of the private car, the following measures could be promoted:
   - Reducing tax levels for public transport operators (Lower taxation of fuels and energy) and (where applicable) on public transport fares, and
   - Charging private car users in congested areas through hypothecated taxation the revenue of which goes to support public transport (see below).
   - Parking fees and taxation of new parking spaces
   - High parking fees for all car users. In addition, private non-residential parking provision should be highly taxed (and/or strictly regulated).
   - Differentiated road pricing
   - Tax advantages for employers promoting the use of public transport

In addition, tax systems should be introduced where the revenue from car (usage and ownership) taxation would be hypothecated to the promotion of more environmental friendly modes, especially that of integrated public transport. A good example is that of the London central access road pricing scheme, where the revenues from congestion charging scheme are used to support public and sustainable transport. The introduction of this scheme in 2003 was accompanied by a considerable improvement in the scale of the public transport network and of its use as well as a clear reduction of CO2 emissions (-16%), NOx (-8%) and PM10 emissions (-6.3 %) in the charging zone.

Which should be the role of the EU?

EU should facilitate the internalisation of external cost in urban areas. This should not be done by extending the Eurovignette legislation to urban areas.

23) How could targeted research activities help more in integrating urban constraints and urban traffic development?

The UITP EU-Committee supports research activities in the field of urban transport at both the EU and national levels. It should be stressed that UITP has co-ordinated the EU project EURFORUM, defining priorities for future EU research activities in the field of urban transport. This could be the core structure for future research within the EU.
Which should be the role of the EU?

The EU should promote the organisation of a dedicated platform integrating the issues of urban constraints and urban traffic development. The use of an existing structure (EURFORUM) is recommended.

24) Should towns and cities be encouraged to use urban charging? Is there a need for a general framework and/or guidance for urban charging?

In order to change and improve urban mobility and to achieve a modal shift to sustainable transport modes, a general assessment should always be made about suitable measures for “push and pull” (see also question n°3). Urban charging can only be seen as one measure out of a range of instruments. Without being put into a general framework it is unlikely that a standalone measure will achieve the intended aims. The local situation should always be taken into account and in consequence a mix of measures should be developed and applied.

Experience with urban charging in London and Stockholm has shown that modal shift will only be achieved if attractive, sustainable and well-developed public transport system offers sufficient capacity.

If the promotion and implementation of urban charging is planned, unintended effects have to be considered and avoided, e.g. the diversion of traffic flows into suburban areas with less public transport.

Should the revenues be earmarked to improve collective urban transport?

Revenue from urban charging regimes should be used for the development and improvement of sustainable transport modes (public transport, walking, cycling) but the financing of public transport would not become dependant on on revenues from urban charging. It is much more important to develop a stable and sustainable base for the financing of public transport.

Should external costs be internalised?

The UITP EU-Committee welcomes the internalisation of external costs in the field of urban transport and has submitted a comprehensive response to the EU consultation on market-based-instruments and internalisation of external costs. As described in the previous sections (see also question n°3) this may be achieved by different measures. (urban charging, parking fees, tax measures, etc.). The advantages of public transport (very low local and global emissions per passenger, low energy consumption, fewer accidents, economic land use, social integration) should be taken into account when developing models to internalise external costs. Financial advantages should be used for investment in public transport.

Which should be the role of the EU?

The UITP EU-Committee recommends the internalisation of external costs for urban areas, after further discussion, at the EU level.

25) What added value could, in the longer term, targeted European support for financing clean and energy efficient urban transport, bring?

The financing of urban transport is within the competence of local, regional or national authorities. Currently, the EU contributes through the structural and cohesion funds, best practice-programmes (e.g. Civitas) and EU-research programmes. These instruments should be developed (see also question n°21). An extension of the competence of the EU to public transport financing should not be considered.