

# The urban dimension of the EU transport policy

## Outline of the initiative

The European Commission wishes to explore with the public and all other relevant stakeholders on how best to contribute with targeted EU-level action to high-quality and sustainable urban transport and mobility for all users in the 27 EU Member States.

The Europe 2020 Strategy of 2010 highlighted the importance of an efficient and effective transport system for the future development of the European Union. Europeans should have access to mobility and transport services. These services should support a smooth functioning of the internal market, and minimise any burdens on the free movement of goods and people in the EU. Furthermore, the European transport system has to become more sustainable. We need to break the current dependency on fossil fuels and to reduce the negative impacts of transport on citizens' health and well-being, the climate and the environment.

The European transport system is highly complex and the responsibilities for its development, operation, and maintenance are shared between administrations at EU, national, regional and local level. Therefore, action at all these levels is required.

## The urban dimension of the EU transport policy

In 2006, the mid-term review of the 2001 White Paper 'European transport policy for 2010: time to decide' concluded that efforts needed to be stepped up *inter alia* in the field of urban transport in order to reach key objectives of EU transport policy.

In 2007 the Commission presented the Green Paper "Towards a New Culture for Urban Mobility". This Green Paper marked the starting point for a broad consultation with all relevant stakeholders on possible EU action. The consultation confirmed the added value of EU-level intervention in a number of urban transport-related areas.

As a consequence, the European Commission published in 2009 an Action Plan on Urban Mobility with 20 concrete EU-level actions to be implemented by 2012. Subsequently, several initiatives were announced on urban transport in the 2011 Transport White Paper "Towards a single European Transport Area". The implementation of the Action Plan on Urban Mobility now draws to its conclusion and the Commission prepares to implement the initiatives proposed in the Transport White Paper on Sustainable Urban Mobility Plans, access restrictions and urban pricing schemes and urban logistics, which are the subject of this consultation.

Urban transport challenges are pressing. For instance, many urban areas are still plagued by congestion and by transport related air quality problems, with pollutant concentrations well above the limit values set by EU legislation for health protection. Urban transport is responsible for about 23% of total CO<sub>2</sub> emissions from transport. This is still rising despite EU legislation to reduce greenhouse gas emissions by 2020. About 70% of CO<sub>2</sub> emissions in urban transport come from passenger cars and 27% from goods transport vehicles. Traffic accidents on urban roads cause about 40% of all traffic accident fatalities in the EU. Equally, high noise levels, in urban areas often caused by transport, are detrimental to public health.

Questions marked with an asterisk \* require an answer to be given.

## 1. Information about respondents

### 1.1. Personal data

1.1.1. In what capacity are you completing this questionnaire?

\*

- My personal capacity
- Local or regional public authority
- National public authority
- Association or NGO
- Company
- Academia
- Other (please specify)



1.1.2. Please specify "Other"

\*



1.1.3. Is your association/organisation registered in the Transparency Register of the European Commission

[http://europa.eu/transparency-register/index\\_en.htm](http://europa.eu/transparency-register/index_en.htm) ?

Your contribution will be considered "as a citizen" if your organisation is not registered in this register

\*

- Yes
- No



1.1.4. Please indicate the identification number

\*



1.1.5. What is the name of the company, organisation or authority?

\*

1.1.6. Please specify your main country of operations or residence

\*

- |   |  |  |
|---|--|--|
| <input type="radio"/> AT - Austria        | <input type="radio"/> HU - Hungary     | <input type="radio"/> SI - Slovenia                              |
| <input type="radio"/> BE - Belgium        | <input type="radio"/> IE - Ireland     | <input type="radio"/> SK - Slovakia                              |
| <input type="radio"/> BG - Bulgaria       | <input type="radio"/> IT - Italy       | <input type="radio"/> UK - United Kingdom                        |
| <input type="radio"/> CY - Cyprus         | <input type="radio"/> LT - Lithuania   | <input type="radio"/> HR - Croatia                               |
| <input type="radio"/> CZ - Czech Republic | <input type="radio"/> LU - Luxembourg  | <input type="radio"/> MK - former Yugoslav Republic of Macedonia |
| <input type="radio"/> DE - Germany        | <input type="radio"/> LV - Latvia      | <input type="radio"/> TR - Turkey                                |
| <input type="radio"/> DK - Denmark        | <input type="radio"/> MT - Malta       | <input type="radio"/> IS - Iceland                               |
| <input type="radio"/> EE - Estonia        | <input type="radio"/> NL - Netherlands | <input type="radio"/> LI - Liechtenstein                         |
| <input type="radio"/> EL - Greece         | <input type="radio"/> PL - Poland      | <input type="radio"/> NO - Norway                                |
| <input type="radio"/> ES - Spain          | <input type="radio"/> PT - Portugal    | <input type="radio"/> CH – Switzerland                           |
| <input type="radio"/> FI - Finland        | <input type="radio"/> RO - Romania     | <input type="radio"/> Other                                      |
| <input type="radio"/> FR – France         | <input type="radio"/> SE – Sweden      |  |

### 1.1.7. Please specify "Other"

## 1.2. Publication

Contributions received to this consultation, together with the identity of the contributor, may be published by the Commission, unless the contributor objects to the publication of the personal data on the grounds that such publication would harm his or her legitimate interests. In this case, the contribution may be published in an anonymous form. If the contribution cannot be published at all, its content will not be taken into account.

### 1.2.1. Do you object the publication of your personal data and/or your contribution?

\*

- No (the contribution may be published)
- I object to the publication of my personal data (publication in anonymous form)
- I object to the publication of my reply (the contribution will not be published nor will its content be taken into account)

## 2. Questionnaire on focal points

### 2.1. Local strategies for better and more sustainable urban mobility – and the plans that underpin them

It is widely held today that the development of ambitious, yet realistic local strategies, and the plans to support their implementation, are crucial starting points for improving performance and sustainability of urban transport systems. The concept of Sustainable Urban Mobility Plans<sup>1</sup> received particular attention in the 2009 Action Plan on Urban Mobility. Several EU initiatives have been realised to establish and disseminate good practice for their establishment.

The 2011 Transport White Paper observes that many cities have established Sustainable Urban Mobility Plans, but it is not yet the norm and this practice needs to be further encouraged. The Commission proposes to establish a European "framework for the development of Sustainable Urban Mobility Plans including procedures and support mechanisms". The Commission would not seek to prescribe top-down solutions, but to provide the competent authorities in the Member States at local level with a sound but flexible framework for urban transport planning and a strong support structure.

---

<sup>1</sup> A Sustainable Urban Mobility Plan is a Strategic plan designed to satisfy the mobility needs of people and businesses in cities and their surroundings for a better quality of life. It builds on existing planning practices and takes due consideration of integration, participation, and evaluation principles. Source: [http://www.mobilityplans.eu/docs/SUMP\\_guidelines\\_web0.pdf](http://www.mobilityplans.eu/docs/SUMP_guidelines_web0.pdf)

2.1.1. Do you think that there is a lack of coordination between authorities and other actors in the use of various policy instruments and that integrated urban mobility planning could be an answer to tackle this issue?

\*

- Yes
- No
- I don't know

2.1.2. Please specify

2.1.3. Do you agree that integrated Sustainable Urban Mobility Plans are a useful tool for fostering coordination at local and regional level?

\*

- Yes
- No
- I don't know

2.1.4. Additional comments

2.1.5. Do you think that EU-support for the development of Sustainable Urban Mobility Plans would contribute to the broader take-up of such plans in urban areas across Europe?

\*

- Strongly agree
- Somewhat agree
- No view / Don't know
- Somewhat disagree
- Strongly disagree

2.1.6. Additional comments

2.1.7. What support should be provided at the EU level to facilitate the development of Sustainable Urban Mobility Plans?  
*More than 1 answer possible.*

\*

- Development and exchange of best practice on sustainable urban mobility planning
- Support R&D projects on urban mobility planning
- Provide a platform for cities to exchange best practice
- Development of guidelines and recommendations
- Support for professional training activities and staff exchange
- Financial support for the development of Sustainable Urban Mobility Plans
- Definition of the minimum scope and content of Sustainable Urban Mobility Plans
- Mandatory development of Sustainable Urban Mobility Plans for all cities in the EU
- Mandatory development of Sustainable Urban Mobility Plans for cities in certain situations (e.g. air quality problems, congestion)
- Others



### 2.1.8. Please specify "Others" \*

### 2.1.9. Additional comments

### 2.1.10. Which topics should a Sustainable Urban Mobility Plan address?

*Up to 7 answers possible.*



*(between 1 and 7 answers)*

- |   |   |
|---|---|
| <input type="checkbox"/> Public Transport Plan including travel information, ticketing and payment systems                    | <input type="checkbox"/> Integration of transport and mobility services                               |
| <input type="checkbox"/> Walking and cycling  | <input type="checkbox"/> Safety and security  |
| <input type="checkbox"/> Procedures for citizen and stakeholder engagement  | <input type="checkbox"/> Corporate mobility management plans  |
| <input type="checkbox"/> School mobility plans  | <input type="checkbox"/> Car sharing and carpooling facilities  |
| <input type="checkbox"/> Urban logistics  | <input type="checkbox"/> Parking management   |
| <input type="checkbox"/> Access Restriction Schemes (e.g. 'green zones/low emission zones' and 'congestion charging schemes') | <input type="checkbox"/> Coherence with transport plans developed at regional, national and EU level. |
| <input type="checkbox"/> Coherence with urban development and land-use planning   | <input type="checkbox"/> Procedures for impact or process evaluation; monitoring                      |
| <input type="checkbox"/> Accessibility; social inclusion; demographic change  | <input type="checkbox"/> Investment, financing, Public Private Partnerships                           |
| <input type="checkbox"/> Others   |   |



2.1.11. Please specify "Others" \*

2.1.12. Additional comments

## 2.2. Access restrictions and urban pricing schemes

Towns and cities across Europe are considering or have completed the establishment of urban Access Restriction Schemes<sup>1</sup> in order to improve air quality, reduce congestion, or to foster the development of alternative transport modes and the use of cleaner and more energy-efficient vehicles.

The Commission noted in its 2007 Green Paper "Towards a new culture for urban mobility" that "a lot of stakeholders have called for guidance and development of harmonised rules for urban Green Zones<sup>2</sup> at the EU level in order to facilitate a wider use of such measures without creating disproportionate barriers to mobility for citizens and goods. Furthermore, harmonisation and interoperability of similar technologies will reduce costs."

A study delivered within the Action Plan on Urban Mobility concluded that "Access Restriction Schemes are seen as a powerful policy instrument by most stakeholders groups, and that their potential in addressing the major challenges of urban sustainability (notably air quality, noise, congestion, but also the need to strengthen the role of non-motorised modes) is recognized as considerable." The study also concluded that the approach to the implementation of Access Restriction Schemes varies considerably across the 27 Member States.

The 2011 Transport White Paper announced the Commission's intention to tackle this issue by providing an EU-level "framework for urban road user charging and Access Restriction Schemes and their applications, including a legal and validated operational and technical framework covering vehicle and infrastructure applications". This framework would seek to address the modalities for the development of Access Restriction Schemes. Authorities at local level would retain their authority to decide on the appropriateness of an Access Restriction Scheme and to delimit the area under the scheme, to fix the amount of fees levied where a charging scheme is used, etc.

---

<sup>1</sup> *Urban access restriction schemes are demand management strategies based on the concept of 'controlled access' which entails the more or less gradual interdiction of selected urban areas to motorised traffic (source: Study on Urban Access Restrictions, Rome, December 2010). Existing types of urban Access Restriction Schemes are e.g. 'low emission zones', 'green zones' and 'congestion charging zones'.*

<sup>2</sup> *E.g. pedestrianisation, restricted access, speed limits, urban charging, etc.*



2.2.1. Do you live or work in an urban area where an Access Restriction Scheme is considered or has been introduced?

\*

- Yes
- No
- I don't know

2.2.2. Additional comments

2.2.3. What should be the principal objectives of an Access Restriction Scheme?

*Up to 2 answers possible.*

\*

(between 1 and 2 answers)

- Improve accessibility
- Improve air quality
- Reduce greenhouse gas emissions
- Reduce noise emissions
- Improve road safety
- Improve liveability, leisure and recreation
- Others



2.2.4. Please specify "Others"

\*

#### 2.2.5. Additional comments

2.2.6. >Do you consider 'low emission zones' an effective measure to improve air quality in urban areas?

\*

- Strongly disagree
- Somewhat disagree
- No view / Don't know
- Somewhat agree
- Strongly agree

#### 2.2.7. Comments

2.2.8. >Do you consider 'congestion charging zones' an effective measure to improve accessibility in urban areas?

\*

- Strongly disagree
- Somewhat disagree
- No view / don't know
- Somewhat agree
- Strongly agree

2.2.9. Additional comments

2.2.10. Which access criteria are most suitable to develop and implement Access Restriction Schemes in urban areas?  
*More than 1 answer possible.*

\*

- |   |  |
|---|--|
| <input type="checkbox"/> Vehicle categories (passenger cars, light and heavy duty vehicles, etc.) | <input type="checkbox"/> Environmental criteria of a vehicle         |
| <input type="checkbox"/> Size and weight of a vehicle   | <input type="checkbox"/> Point based criteria (e.g. bridge, tunnel)  |
| <input type="checkbox"/> Time based criteria  | <input type="checkbox"/> Area based criteria                         |
| <input type="checkbox"/> Distance based criteria  | <input type="checkbox"/> Depends on local circumstances / objectives |
| <input type="checkbox"/> Others   |  |



2.2.11. Please specify "Others"

\*

2.2.12. Additional comments

2.2.13. Do you think that EU support could facilitate a more harmonised development of Access Restriction Schemes by local authorities?

\*

- Yes
- No
- I don't know

2.2.14. Please specify

2.2.15. Which support should be provided by the EU to facilitate a more harmonised development of Access Restriction Schemes?

\*

- Development and exchange of information and best practice
- Development of voluntary guidelines and recommendations (e.g. regarding access criteria, the assessment of impacts, certification, monitoring and evaluation)
- Interoperability standards for equipment
- Mandatory criteria (e.g. regarding access, the assessment of impacts, certification, monitoring and evaluation)
- Others



2.2.16. Please specify "Others"

\*

2.2.17. Additional comments

2.2.18. Which aspects regarding the development of Access Restriction Schemes should be covered by a more harmonised EU-approach?

*More than 1 answer possible.*

\*

- |   |   |
|---|---|
| <input type="checkbox"/> Road signals   | <input type="checkbox"/> Vehicle categories (passenger cars, light and heavy duty vehicles, etc.) |
| <input type="checkbox"/> Vehicle identification, incl. standards for corresponding technologies | <input type="checkbox"/> Access criteria  |
| <input type="checkbox"/> Modalities of reclassification (e.g. following retrofits)              | <input type="checkbox"/> Exemptions   |
| <input type="checkbox"/> Methodology for impact assessment                                      | <input type="checkbox"/> Methodology for monitoring and evaluation                                |
| <input type="checkbox"/> Technical interoperability (e.g. On Board Units)                       | <input type="checkbox"/> Others   |



2.2.19. Please specify "Others"

\*

2.2.20. Additional comments

2.2.21. >Would a more harmonised EU approach on Access Restriction Schemes be beneficial?

\*

- Yes
- No
- I don't know

2.2.22. Please specify

2.2.23. >Could a more harmonised EU approach on Access Restriction Schemes help develop the market for clean and energy-efficient vehicles and other 'green' transport technologies, as well as new mobility services?

\*

- Yes
- No
- I don't know

2.2.24. Please specify

## 2.3. EU Financial support for urban transport project

The European Union is supporting the development and implementation of urban transport solutions through various instruments and programmes, such as the EU Research Framework Programme or its financial instruments in the field of regional development and cohesion. EU-funded urban transport projects contribute to reaching key policy objectives for better, more efficient and more sustainable transport in Europe.

In the 2011 Transport White Paper the European Commission proposes to link access to regional development and cohesion funds for urban transport projects to the existence of validated Sustainable Urban Mobility Plans which give due consideration to the relevant EU policy objectives as identified above.

Commission initiatives, such as CIVITAS, support European cities and companies in testing innovative concepts and novel technologies in the field of urban transport and to turn them into validated solutions. Such initiatives support the generation and dissemination of knowledge and help advance the state-of-the-art. They presently provide little or no financial support for subsequent steps in the innovation chain, deployment and market entry.

Here the regional policy and cohesion instruments can play an important role by supporting the up-scaling and exploitation of proven solutions that are innovative and correspond to the latest-state-of-the art, and thus contribute to their successful and broad market entry.

2.3.1. Would linking the access to EU funding for urban transport projects to the existence of Sustainable Urban Mobility Plans provide a safeguard that supported projects are in line with relevant local, national and EU policies?

\*

- Strongly disagree
- Slightly disagree
- No view / don't know
- Slightly agree
- Strongly agree

### 2.3.2. Additional comments

### 2.3.3. Does particular added value arise where EU funding for urban transport projects seeks to foster innovation?

\*

- Yes
- No
- I don't know

### 2.3.4. Please specify

### 2.3.5. How should Commission initiatives like CIVITAS or SMART CITIES AND COMMUNITIES evolve to engage cities more effectively in the innovation process?

## 2.4. Urban freight logistics

Urban logistics is central to the efficiency and economic vitality of cities however it is a much neglected area of urban transport planning. Passenger and freight transport are equally important, but the lack of integrated treatment causes many problems. There is consensus amongst all actors on the need for action. Under the Action Plan on Urban Mobility, the Commission launched a study to explore the scope for action for fostering more efficient and sustainable urban freight logistics. The study



recommended "a set of policy measures such as the internalisation of external costs in urban areas, research into the support of zero emission vehicles and the application of ITS, investigation of standards for low noise freight vehicles and the availability of TEN-T funding for urban freight transport." The study also recommended "that urban freight transport plans should be part of sustainable urban transport plans".

The 2011 Transport White Paper announced the Commission's intention to produce "best practice guidelines to better monitor and manage urban freight flows" and to put forward "a strategy for moving towards 'zero-emission urban logistics'."

2.4.1. Does current urban transport planning give sufficient consideration to urban freight logistics?

\*

- Yes
- No
- I don't know

2.4.2. Please specify

2.4.3. How could local authorities, logistics companies, and consignees improve urban freight deliveries?

2.4.4. Should Information and Communication Technologies (ICT) be used to make urban freight transport more efficient?

\*

- Yes
- No
- I don't know

2.4.5. Please specify

2.4.6. Which policy actions should be taken at EU level to support this?

*More than 1 answer possible.*

\*

- |  |  |
|--|--|
| <input type="checkbox"/> No action needed at EU level                                  | <input type="checkbox"/> Development of standards on ICT-applications  |
| <input type="checkbox"/> Development and exchange of best practice                     | <input type="checkbox"/> Support R&D projects                          |
| <input type="checkbox"/> Provide a platform for stakeholders to exchange best practice | <input type="checkbox"/> Development of guidelines and recommendations |
| <input type="checkbox"/> Legislation (e.g. on interoperability of equipment)           | <input type="checkbox"/> Others  |



2.4.7. Please specify "Others"

\*

2.4.8. Additional comments

2.4.9. Do current Access Restriction Schemes in the city where you live or work affect urban freight logistics positively or negatively?

\*

- The Access Restriction Schemes help efficient urban freight deliveries
- The Access Restriction Schemes hinder efficient urban freight deliveries
- The Access Restriction Schemes could help urban freight deliveries if it was adjusted
- The Access Restriction Schemes have no effect on urban freight deliveries

2.4.10. Please specify

## 2.5. Other issues

Additional contributions through position papers are encouraged. They should be sent to [MOVE-APUM@ec.europa.eu](mailto:MOVE-APUM@ec.europa.eu)

2.5.1. Do you have any other issues, suggestions and/or comments that you would like to raise related to the urban dimension of EU transport policy?

## Useful links

Europa page about this Public Consultation:

[http://ec.europa.eu/transport/strategies/consultations/2012-10-12-urban-dimension\\_en.htm](http://ec.europa.eu/transport/strategies/consultations/2012-10-12-urban-dimension_en.htm)

Clean and urban transport: [http://ec.europa.eu/transport/urban/index\\_en.htm](http://ec.europa.eu/transport/urban/index_en.htm)

European transport strategies: [http://ec.europa.eu/transport/strategies/index\\_en.htm](http://ec.europa.eu/transport/strategies/index_en.htm)

Sustainable Urban Mobility Plans: <http://www.mobilityplans.eu/>

Intelligent Transport Systems: [http://ec.europa.eu/transport/its/index\\_en.htm](http://ec.europa.eu/transport/its/index_en.htm)

Road user charging: [http://ec.europa.eu/transport/road/road\\_charging/road\\_charging\\_en.htm](http://ec.europa.eu/transport/road/road_charging/road_charging_en.htm)

Road haulage: [http://ec.europa.eu/transport/road/haulage/haulage\\_en.htm](http://ec.europa.eu/transport/road/haulage/haulage_en.htm)

CIVITAS: <http://www.civitas.eu/index.php?id=69>

SMART CITIES and COMMUNITIES: [http://ec.europa.eu/energy/technology/initiatives/smart\\_cities\\_en.htm](http://ec.europa.eu/energy/technology/initiatives/smart_cities_en.htm)