

# *Position paper*

30 SEPTEMBER 2009

*Prise de Position – Stellungnahme*

Response to the communication on

## **A sustainable future for transport: towards integrated, technology led and user-friendly system**

COM(2009) 279 (final) of 17 June 2009

# Passenger transport in urban areas

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.

## **TOWARDS DYNAMIC, COMMUNITY-FOCUSED URBAN GROWTH THAT IS MORE SPACE AND ENERGY EFFICIENT**

**Urban areas represent the economic motors of Europe. They play a crucial role for economic recovery and more generally for delivering the Lisbon objectives:**

More than 70% of the economic wealth in Europe is created in urban areas. Cities are the places where business is done and investments are made. At the same time they face high congestion and pollution levels and approximately 7% of this wealth is wasted on the external costs of accidents, congestion, health and environmental damage linked to transport.

**However, the current development model of cities is not viable and the severity of climate change, the looming prospect of "peak oil" and the heightening of social tensions mean that we can no longer delay.**

In the last decades, the majority of European cities expanded and lost inhabitants from their central and inner-city areas. Between 1995 and 2001 average population density fell in European cities by 5% and the proportion of journeys made by car rose by just over 4%. The effects of urban sprawl are well-known: longer journeys, more time spent travelling, higher energy consumption and an intensification of the greenhouse effect, severance of neighbourhood social ties, and the marginalisation of the "car-deprived" in the absence of efficient public transport serving less densely populated zones.

**The situation of urban transport (congested cities, high GHG emissions, dependency on fossil fuels and accidents) must be addressed specifically**

Congestion is a scourge affecting the vast majority of our cities. Time wasted in traffic jams is money down the drain economically speaking and a source of frustration and stress. Excessive car use in towns harms the health of inhabitants through pollution and noise and contributes to greenhouse gas emissions and the depletion of non-renewable energy sources.

**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.

UITP is fully aware that the car is an essential factor in economic activity and remains one of the favourite consumer goods of our fellow citizens. Nevertheless "too many cars kill the car and kill the city".

**Sustainable urban transport patterns are vital  
for higher quality of life, including reduction of congestion,  
pollution and accidents in European cities.**

## PUBLIC TRANSPORT IS AN ESSENTIAL PART OF THE SOLUTION

### ➤ Cost of transport for the community:

The cost of transport for the community varies from 5% of GDP in dense cities with high public transport use to over 12% of GDP in sprawling cities where the car is virtually the only mode of transport.

#### Public transport competitiveness, cost of transport for the community and energy consumption

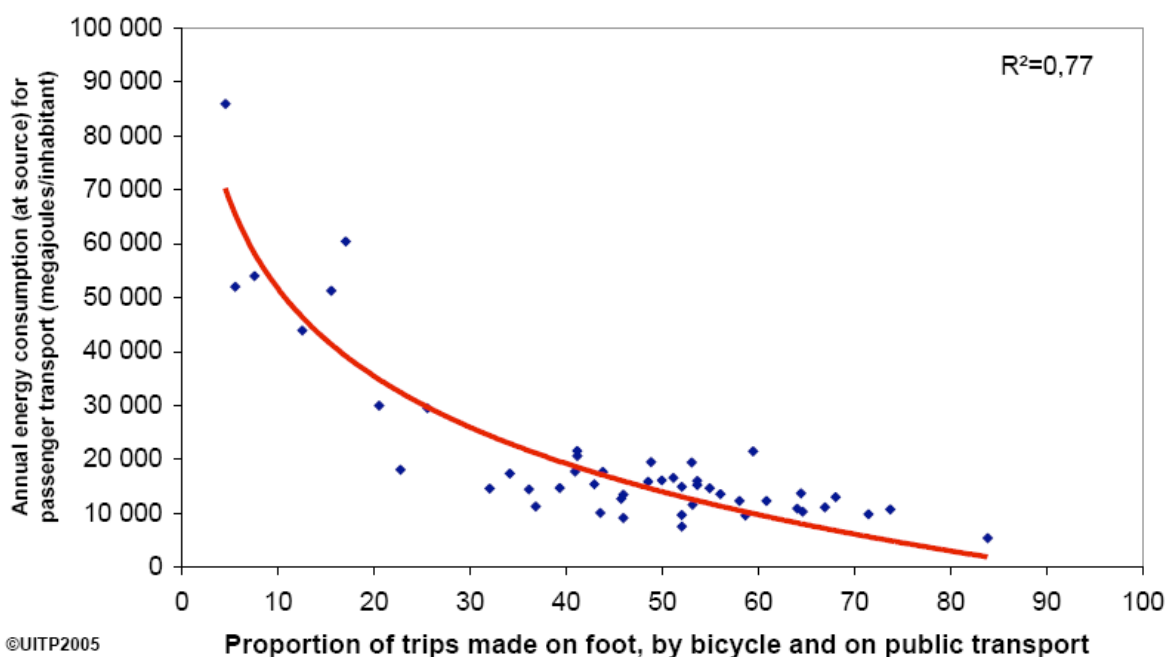
	Market share of motorised and mechanised journeys by PT (%)	Cost of transport for the community (% of GDP)	Annual energy consumption (at source) for journeys (megajoules per inhabitant)
Chicago	6.7	11.7	44,000
Melbourne*	9.0	11.8	32,000
Manchester	11.8	8.8	14,600
Copenhagen	15.0	8.3	16,600
Brussels	18.6	10.3	20,600
London*	26.8	7.5	16,100
Paris	27.5	6.65	16,000
Munich	30.4	6.4	21,500
Helsinki	34.6	5.6	13,600
Singapore	45.7	5.35	14,700
Vienna	46.6	6.55	10,900
Hong Kong	73.9	4.85	5,400

2001 values (source Mobility in Cities Database – UITP)

### ➤ Energy consumption and energy efficiency:

Public Transport consumes 2.25 times less energy than the car per passenger x km transported. The avoidance of energy consumption for transport in urban areas is potentially very high when high quality public transport is available.

#### Energy consumption for passenger transport vs. Modal split



### ➤ CO2 Emission:

Public transport is at least 3 times more energy efficient than private transport and this can only improve if more people choose to use it. In addition, carbon avoided by using public transport should be recognized. Most trips made by public transport in Europe displace a motorized trip.

#### **CO<sub>2</sub> emission per passenger per mode**

*Average occupancy of vehicles*

*(Source VDV, Germany)*

Car	215,3g CO <sub>2</sub> /km
City bus (12 m)	66,4g CO <sub>2</sub> /km
Metro	24,7g CO <sub>2</sub> /km ( <i>calculation based on the German energy mix for electricity production</i> )

Emissions per passenger x km

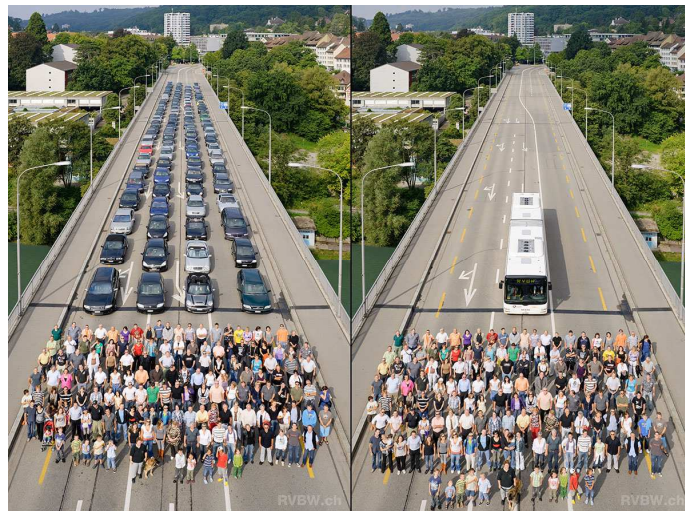
**are 3,24 to 8,71 lower**

when public transport is used!

(At peak times when most transportation problems in urban areas occur, public transport has an even bigger advantage over the private car)

### ➤ Space consumption:

Transport vehicles make use of urban road infrastructure, which is also associated with congestion and occupied parking space. Parking space is lost for other activities such as private housing, recreational space and commercial activities. Congestion leads to considerable economic costs to society and makes travel times unpredictable.



### ➤ 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.

**Modal shift in urban areas to low carbon transportation  
like public transport, walking and cycling should be  
the main objective for the 2010 White Paper**

## RECOMMENDATIONS

The UITP EU-Committee welcomes the opportunity to contribute to the definition of the future orientations of the European transport policy. As far as urban transport is concerned we strongly believe that many issues faced by European cities have not been properly addressed yet. Strong action is therefore needed at all levels of responsibility: local, regional, national and European to address urban sprawl and all related transport problems (congestion, GHG emissions, pollution, non-renewable energy consumption, accidents).

The UITP EU-Committee is convinced that

*“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<sup>1</sup>.”*

In this spirit, the EUC makes following recommendations:

### **Land use planning and the development of long-term sustainable transport plans is key**

Such planning tools are still too often missing in urban areas in the European Union. “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<sup>2</sup>.”

A European framework should be developed requiring cities 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 are 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.

Any mobility policy should include a rationale for existing road space allocation. Over and above the need to service more sparsely populated peripheral areas, the solution does not involve building more motorways, but implementing a rational policy for existing road space that gives priority to public transport, cyclists and pedestrians - transport modes that are more efficient in terms of space consumption (traffic and parking).

### **Pricing of mobility should integrate the “polluter pays” principle**

The true cost of transport to society should be reflected in the pricing mechanisms for the usage of the different modes of transport. In urban areas, at least following external costs should be captured in a pricing system: emission of GHG and pollutants, accidents and usage of space for parking and traffic, as space is very scarce commodity in our cities.

There is a need to establish at European level guidance for cities on the different possibilities to reflect the external costs of mobility in the price of transport. Such a guide should also address the usage of the collected money that should be reinvested in the development of the more sustainable modes of transport, like public transport. This is crucial to enable these modes to fully play their role.

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<sup>1</sup> Green paper on urban transport

<sup>2</sup> See European Environmental Agency (EEA) report on «Urban sprawl – Europe’s ignored environmental challenge – 2006»

## **Developing appraisal methodologies taking into account the full benefits of public transport investment schemes<sup>3</sup>**

Public transport contributes to all aspects of urban life, and consequently transport appraisal needs to consider all of the following areas:

- Economic - public expenditure and income, user time savings, reliability and wider economic impacts;
- Environmental - noise, air quality, greenhouse gases, landscape, townscape, historic heritage and water environment;
- Social - safety, security, accessibility, mode interchange, land-use policy, physical fitness and journey ambience.

Current methodology still does not do justice to the full benefits public transport schemes can provide to the wider public. Nevertheless, the assessment of a number of individual schemes has highlighted the range of wider economic, environmental and social impacts that could be taken into account: Wider economic benefits; Urban realm; Regeneration and social inclusion; Reliability of transport system; Support to population growth; Health; Personal security.

The European Union (and the European Investment Bank) should continue to develop transport appraisal methodologies and frameworks to enable the wider benefits of public transport to be included in appraisal;

- appraisal of transport schemes or strategies should take into account impacts on other relevant public policies such as economic growth, housing (or generally speaking land use), health, environment and social inclusion, wider economic benefits, regeneration and urban realm
- appraisal of non-transport schemes should include assessment of impacts on the transport network

## **Support communication 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.

The European transport policy should contribute to achieving this consciousness by supporting awareness campaigns addressing directly the European citizens.

## **Regular exchange of experience to enhance visibility of good and replicable practices**

The exchange of best practices in particular on restrictive demand management for the use of private cars should be promoted. Such a policy influences the number of cars driving into city centres and thus has a direct impact on the share of the different transport modes. Obviously, the exchange of best practices should also cover "positive" approaches, like for example the promotion of car sharing systems as a valuable complement to public transport. Last but not least, the distribution systems of goods in urban areas have to be addressed by innovative solutions (integrating in some case the infrastructure and the vehicles used for public transport). The exchange of good practices between cities and urban areas should also integrate those aspects. Successful programmes like CIVITAS should be further enlarged in this sense and be open to all cities.

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<sup>3</sup> Assessing the benefits of public transport, UITP Focus paper, January 2009

## **Research and development**

A former FP6 research project – EURFORUM – has identified some research priorities along the four main components of the urban mobility system:

- The two components of transport demand:
  - The user's needs and behaviour
  - The urban structure, land use, urban sprawl, ...
- The two components of transport supply:
  - Integrated mobility services, enabling a dynamic interaction between demand and supply
  - Integrated transport systems, i.e. the road and rail infrastructure and the operation of public and private rail and road vehicles

These results should be used more significantly when defining the European research calls.

In addition, setting up a European Research Forum on Urban Mobility which would meet regularly with relevant urban mobility decision makers would help developing the research priorities along the four above components by defining and screening urban mobility actions and programs at European level.

## **Technical harmonisation and standardisation**

Technical harmonisation and standardisation should be promoted in the field of public transport in order to increase quality and reach more economies of scale as well as improve the effectiveness of the internal market. Nevertheless, the approach has to be based on the specific needs of local public transport. It would be counterproductive to just extend to the urban level, technical solutions and standards that have been developed for other types of mobility services, like for example long distance passenger transport or management of vehicle traffic.

In the field of ITS, it is of utmost importance to keep the needs of the citizens in the centre of all developments. Such systems should enhance the mobility of persons and not of vehicles. In urban areas, one important objective should therefore be to provide the needed real time information to the individuals to enable them to make an informed decision for seamless travel.

## **Security and anti-terrorism**

As shown by last decade's experiences, mass passenger transport in Europe may represent a target for terrorism. Increased security through improved anti-terrorist measures are seen as essential by all key stakeholders, including operators, passengers, authorities, etc...

Only a combination of sound organisational practices, surveillance and detection systems, etc.. can possibly reduce the frequency and intensity of those attacks. In addition it should be noted that not all Member States (and public transport networks within one Member State) face the same the risk from terrorism.

The UITP EU-Committee would like therefore to underline its strong opposition to developing a common European approach and/or policy on security which would be binding for all public transport networks in the EU.

The recommended actions cover:

- Promotion of best practice exchange between operators on the most appropriate ways towards improving security (depending on local circumstances),
- Increasing the knowledge base about possible security strategies (and systems) addressing the unique character of mass land passenger transport in all its different aspects. The Counteract project represents within this framework an excellent tool. Its recommendations and results should be used in an appropriate way by the Commission services.

## **High-quality public transport**

High-quality public transport has a vital role to play in ensuring that every city-dweller (whether motorised or not) has access to work, shops, services and leisure facilities. Economic dynamism and social cohesion are at stake. High-quality public transport means an intermodal approach, enabling fluid mobility with high levels of comfort, accessibility, safety and security, real-time information, integrated ticketing, etc...

Customer focus is also an essential element in the development of high quality public transport. In line with Regulation 1370/2007 (public passenger transport services by rail and by road) decisions about the extent and level of passenger rights lay within the responsibility of local authorities.

Depending on various local circumstances, operators and local authorities have different duties for the delivery of service to customers. Their aim will be to work together to secure improvements for customers; they will agree how their responsibilities are allocated and will keep this under regular review.

The UITP EU Committee, working together with many of its members, developed in autumn 2006 a Charter on passenger rights, as a tool providing an opportunity to reinforce the dialogue between operators, authorities and customers.

Any European binding requirements in this area have to take into account the very diverse and specific situations of public transport in Europe:

1. Urban and suburban public passenger transport is very often multi-modal. The different modes are integrated into one network with one information and ticketing system. It should not be subject to different passenger rights legislations depending on the mode (different rights for bus, metro, tram or suburban rail passengers).
2. Those services are very often subject to public service requirements including quality levels of service, etc.. set by the responsible local authority. In line with Regulation 1370/2007 (public passenger transport services by rail and by road) decisions about the extent and level of passenger rights lay within the responsibility those local authorities.
3. Local and regional public transport services should not be treated in the same way as long distance services (rail and road), the nature of those services being totally different.

## **Protecting and developing the human capital**

The offer of the local public transport relies above all on multiple and high quality human resources. In most of the local public transport companies, staff assuring the drive of the vehicles represent 60 to 70% of the workforce of the company. Currently the sector directly employs 1,2 million persons and the statistics show that every direct job in this sector generates 2 to 2,5 indirect jobs.

The first challenge linked to the development of local public transport is the job market of the professional drivers and the ability of attracting candidates to the job vacancies that will be created due to the development of the activity and above all to the ability of the companies to keep the recruited staff. In the local public transport sector it is indeed considered that there is a structural link between the quality of service and the quality at work. Training as well as further training of staff is therefore high on the agenda.

The development of the sector will also lead to recruit more women than nowadays. This is an even more important stake as it has been noticed that female drivers pay more attention to the quality of service and to the customer relations. However the development of this female recruitment – and more widely the development of the part time job – will also presume a particular attention to the working organization in order to facilitate the conciliation between professional and private lives.

It is a fact that the development of new technologies that are useful tools for driving, or for traffic and services regulation, or even information and communication tools, will be much more important. These new technologies will imply a further development of training programs.



Training shall also be reinforced on customer relations, defensive driving (driving economically, ecologically, and comfortable for the passengers) and how to handle conflict situations. Last but not least, training is the key element of evolution especially for "seniors": training on health at work, but also promoting the acquired experience, for the professional mobility or, eventually to encourage the redeployment within the companies.

It is still essential to underline that all those human resources aspects of management and organization will not be able to be carried on without the establishment of wide consensus among the sector and the companies sector. The social dialogue – its development, intensity and the results that it has to achieve – is essential, according to the different levels of skill and effectiveness between the European social dialogue, the national social dialogue and/or of the company, "local" social dialogue, as close as possible of the daily organization of the services. The objective of the social dialogue is to associate performance and social responsibility within the companies.

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