

**EUROPEAN CONFERENCE OF
MINISTERS OF TRANSPORT**

ECMT

**Sustainable
Transport
Policies**

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**Sustainable
Transport
Policies**

Foreword

Substantial progress has been made in improving the sustainability of transport in Europe in a number of areas and is reported here. Nevertheless there remain important problems and challenges:

- unsustainable rates of traffic growth, locally and in some cases at regional or international scales;
- sometimes severe noise, severance and intimidation nuisances from traffic in built up areas;
- persistent growth in emissions of greenhouse gases from road and air transport;
- poor air quality in specific locations despite major improvements in vehicle emissions controls;
- destruction and fragmentation of protected landscapes and habitats.

The European Conference of Ministers of Transport is working to improve policies and move towards solutions in many of these areas, notably:

- improved decision making incorporating best practice in cost benefit analysis and environmental assessment;
- efficient and coherent pricing and financing of infrastructure;
- reducing CO₂ emissions from road transport;
- promoting the use of low emission trucks;
- improving the competitiveness of road alternatives – rail and inland shipping – and removing barriers to international development of their markets;
- improving road safety;
- resolving conflicts between transport and sustainable development in urban environments.

Many sustainability issues can only be resolved if decisions affecting access to jobs, housing, goods and services are taken in an integrated manner across sectoral administrative divisions. This implies that Transport Ministers need a stronger voice in land use planning, housing and regional development decisions, if unsustainable traffic generation is to be avoided. It also means Transport Ministers will have to play an increasingly significant role in shaping fiscal policy where it affects transport prices. In short, Transport Ministers need to take a more proactive lead in achieving sustainable development.

Ministers from ECMT's 47 Member and Associate countries endorsed this approach, and this paper as a whole, at their Council meeting in Prague in May 2000. Vaclav Havel, President of the Czech Republic, called on Transport Ministers "*to devote more attention to making transport sustainable as in this time of globalisation it is increasingly important to protect landscapes, the environment and our cities from the adverse impacts of transport*". This paper sets out a common strategy for response.

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The objective of sustainable development is to maximise welfare, and provide a sound economic, social and environmental base for both present and future generations¹. This paper identifies key issues for transport policy over the medium and longer terms and reviews progress to date towards the development of more sustainable transport policies, following up on the ECMT's Comprehensive Resolution on Transport and the Environment of 1989 and other recommendations and resolutions agreed since then².

***Maximising
present and
future
welfare***

1 **Key Policy Issues**

The development of sustainable transport policies implies reconciling environmental, social and economic objectives and will require further improvements on a wide range of fronts for inland transport.

Death and injury from accidents are the most important issue in making transport systems more sustainable. Current rates of death and injury from road accidents are regarded as far from acceptable by Governments even in countries at the forefront of road safety performance. Accident rates in other modes, though much lower are still not regarded as acceptable. However, policy responses are not addressed in this document as road safety is the subject of a considerable volume of ECMT work in its own right.

Accidents

Excluding accidents, the key issues for current policy making can be summarised as follows.

■ Transport is a fundamental element in the creation of wealth. Improving access to markets for jobs, housing, goods and services is essential to realising the goals of European economic integration across the continent. Facilitating the free movement

***Wealth
creation***

7

1. *Sustainable Development: A Renewed Effort by the OECD, OECD Policy Brief No.8, 1998.*

2. *The ECMT is mandated to work on inland transport but most of the conclusions and recommendations presented in this paper apply to all modes of transport.*

of people in Europe is important for the social as well as the economic dimension of integration. Infrastructure investments are not always the most efficient route to improving access, but unnecessary delays in commencing work on valid projects as a result of poorly co-ordinated tests of economic utility, financial viability and environmental acceptability are increasingly perceived to be a barrier to integration and economic renewal.

Access ■ All citizens should benefit from the access transport services provide in a reasonably equitable manner. This implies avoiding excessive dependence on private automobiles if certain sections of society are not to be excluded.

Traffic growth ■ Recent rates of road traffic growth are widely viewed as unsustainable in many countries. Failure to integrate land use planning sufficiently with transport policy has in many places been the cause of traffic demand that is difficult to manage. A certain degree of congestion should be expected on optimally dimensioned roads but it is unacceptably severe in some locations and at some times in many Member countries.

■ In many sensitive areas it is no longer possible to construct new infrastructure for reasons of noise, space or the existing impact of heavy traffic. On some trade routes through mountain valleys only very limited further growth in road traffic is acceptable and new traffic will have to be carried by other modes, with consequent heavy investments in rail infrastructure in some cases.

Intimidation ■ The severance, nuisance and intimidation effects of road traffic for pedestrians and other non-motorised pavement and road users in built environments are in many places severe.

Nature ■ The costs attributed by the public to impacts of transport infrastructure investments on landscapes and biodiversity are rising.

Noise ■ Noise, from road use and from rail freight, in urban areas and in mountain valleys, is a major and growing problem. It frequently ranks top of the environmental issues of concern in household surveys. It is also important to conserve existing

areas of quiet and limit the fragmentation that can result from the construction of new infrastructure.

■ Most Member countries have still to identify, in quantitative terms, measures for the transport sector that will make a sufficient contribution to meeting the economy-wide targets set under the 1997 UN Kyoto Protocol on reducing emissions of CO₂.

CO₂

■ In many countries there have been striking improvements in the emissions of air pollutants from new vehicles over the last decade and two further rounds of significant cuts have been agreed in the EU in respect of CO, NO_x, hydrocarbons, particulate matter and benzene. Important work in this direction is also undertaken by the UN/ECE Inland Transport Committee.

Air quality

■ However, at least for the medium term, air quality with respect to NO_x, ozone and particulate concentrations remains a problem in many locations at a local and sometimes regional scale. The influence of prevailing weather patterns and topography, as well as traffic conditions, make the nature of air quality concerns specific to location.

■ In most transition economies, developing strategies to reduce CO, hydrocarbon, NO_x and particulate emissions from both new and existing vehicles remains a challenge. Air quality is deteriorating in many cities in these countries, with rapid growth in the car fleet through the addition of used and new vehicles with poor environmental performance.

■ Ineffective enforcement of existing regulations, e.g. parking regulations and vehicle inspections, exacerbates some of the above issues. This is the result of either insufficient resources being allocated to enforcement or to inappropriate design of regulations. In many cases improving the design or enforcement of existing regulations should be addressed before introducing additional measures.

Enforcement

2 Progress

The Council's comprehensive Resolution on Transport and the Environment of 1989 (No. 66) makes recommendations on all of the above issues, many of which remain highly relevant. Progress in areas covered by the resolution is reported here.

Vehicle emissions controls

In relation to vehicle emissions controls, the Council recommended that best available technology be applied to the maximum extent practically possible at acceptable cost. In the intervening period, four rounds of negotiations have cut EU emissions limits for new vehicles very substantially and the UN/ECE is following a similar course in developing emissions regulations under the 1958 Geneva Agreement. The joint Auto-oil programme of the European Commission, ACEA and EUROPIA has defined what is practically possible and what constitutes acceptable costs on the basis of cost effectiveness over a series of time horizons. The European Parliament played a key role in the process of negotiations required to reach a consensus acceptable to the public.

The work continues under Auto-oil II, as technological development of anti-pollution techniques progresses and modelling of the impact of emissions on health and the environment improves. Results of the Auto-oil programme have been applied in recent rounds of EU emissions regulations for both light and heavy-duty vehicles (see p.21).

The ECMT multilateral quota has been regularly updated to provide continuing incentives for the use of the cleanest trucks available in step with changes in future emissions regulations through the green quotas. An extension, preparing the way for incorporation of Euro 3 and 4 standards, is to be tabled at the 2000 Prague Council.

The 1997 UN/ECE Vienna conference on transport and the environment provided for EU and UN/ECE emissions limits and technical inspection procedures to be applied to all international truck and car traffic through the Agreement Concerning

Euro 3 & 4 standards and the Auto-oil programme

Eco trucks under ECMT multilateral quota

Emission limits, tests & inspection under UN agreements

the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of Such Inspections. ECMT Member Governments that have not yet done so are urged to ratify the agreement.

The 1998 UN/ECE Global Agreement provides for the development of harmonised world wide vehicle and testing procedures, including in respect of environmental emissions. Preparations for world wide emissions certification for truck engines are planned to be completed between 2005 and 2008.

Phase out of leaded petrol

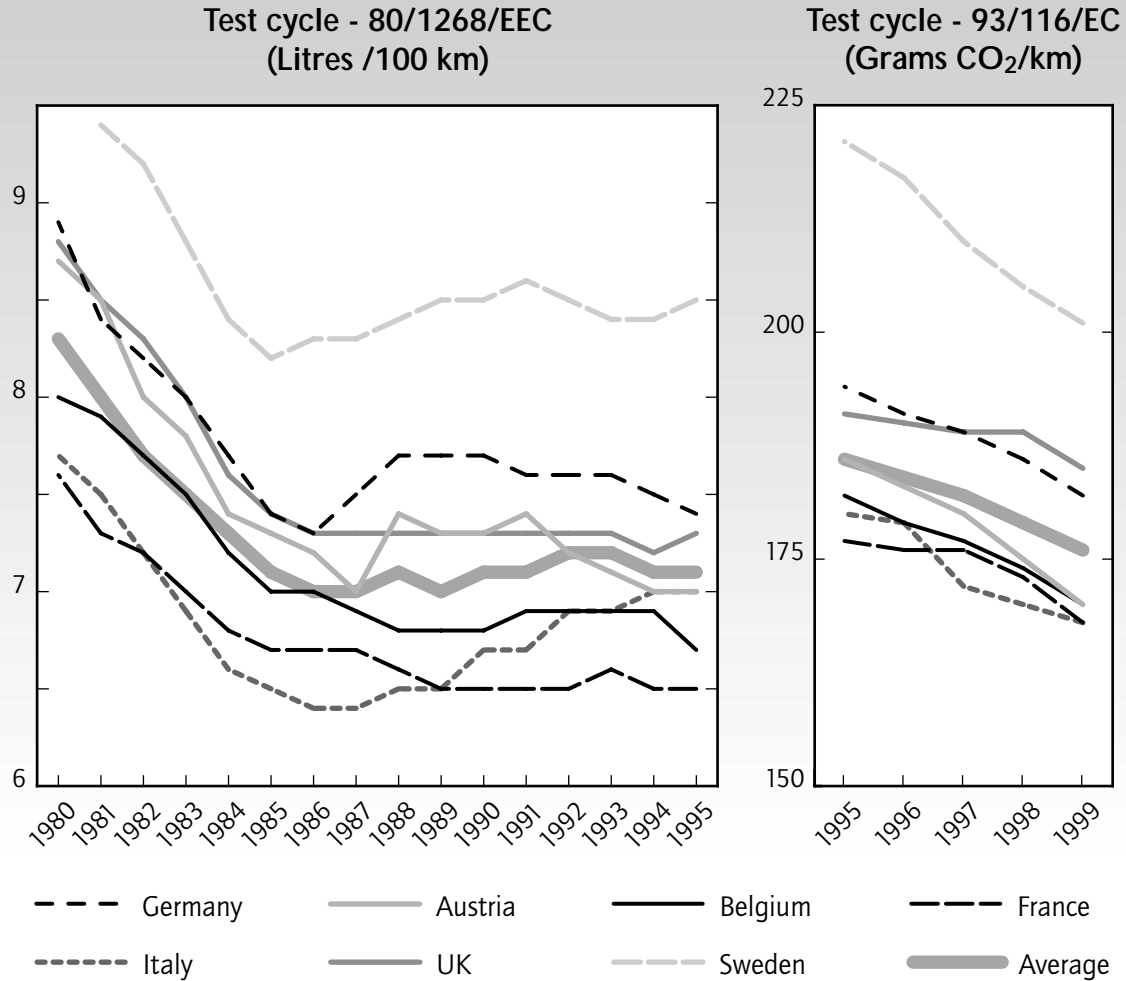
The Council's recommendations on fuels have also been addressed, by Auto-oil I and through the phase out of leaded petrol recited in ECMT Resolution 99/6 and implemented, in particular, by EU Directive 98/70/EC and observance of the 1998 UN/ECE Declaration on the Phase out of Added Lead in Petrol.

Greenhouse gas emissions

ECMT & EU voluntary agreements

Council recommendations on global pollution issues were followed up by the 1995 ECMT Joint Declaration with ACEA and OICA on the reduction of CO₂ emissions from new cars which agreed on significant and continuous improvements in fuel efficiency. The subsequent ACEA voluntary agreement concluded with the European Commission quantifies the industry's commitment with targets. Monitoring under the ECMT agreement suggests that the trend in average emissions from new passenger cars is currently on course to meet the target of 140g of CO₂ per km in 2008 (a 25% reduction compared to 1995). This represents much the largest contribution in the transport sector to measures taken so far towards meeting the commitments to reduce CO₂ emissions made under the 1997 UN Kyoto protocol.

Weighted Average Fuel Consumption and CO₂ Emissions, All New Cars



Note: Bold line shows weighted average for the 7 selected countries for the period 1980 to 1995 and the weighted average for the full 15 EU member countries from 1995 onwards.

Source: ACEA/OICA/ECMT, 2000.

Efficiency and traffic management

ECMT Resolution on internalisation

In relation to the Council's recommendations on traffic management which underlined the importance of improving the efficiency and commercial organisation of transport, gradual progress has been made. Specifically, a Resolution on the Policy Approach to Internalising the External Costs of Transport was adopted in 1998. This was followed up by a report establishing a methodology for making international comparisons of transport charges and taxes and recommendations on efficient transport taxation and a Resolution on Charges and Taxes in Transport adopted at the 2000 Prague Council.

Policy approaches towards travel in urban areas remain particularly challenging and now focus on the necessity of integrated strategies that combine urban land use and transport planning, improvement of public transport systems and pricing measures. This integrated policy approach requires more effective horizontal and vertical coordination between policy institutions and implementing bodies accustomed to working somewhat independently. Achieving a sufficient degree of integration has been difficult in practice and slowed the implementation of widely accepted principles for sustainability in urban travel such as those set out jointly in 1995 by ECMT and the OECD³.

Infrastructure investments

Strategic environmental assessment for TENs and TINA

In relation to infrastructure, Council called for better environmental assessment, better public consultation and better assessment of infrastructure needs. In 1997, the Council made recommendations on strategic environmental assessment and took up the issue again in 1999–2000 with a report and recommendations that highlight, inter alia, the need for SEA of corridors in central and eastern Europe where TINA projects are located and also further east in the New Independent States. Assessing infrastructure needs is a regular ECMT exercise and recommendations on assessing

3. *Urban Travel and Sustainable Development, ECMT, Paris, 1995.*

the benefits of transport were also prepared in 2000. On better public consultation, the 1998 UN Aarhus Declaration on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters is the seminal policy statement.

UN and EU transport and environment policy statements

In October 1999, the EU Council agreed a Strategy on the integration of environment and sustainable development into transport policy; in June 1999 Ministers from 51 European countries adopted the WHO Charter on Transport, Environment and Health; and in 1997 transport and environment Ministers adopted the UN/ECE Declaration on Transport and the Environment. These three recent international declarations cover many of the areas of concern identified above.

The EU Strategy states that long term environmental concerns should play a role equal to other concerns, such as economic and social factors, when formulating future transport policy. Notably, the EU Council called on Member States to develop integrated strategies to promote sustainable development, leading where necessary to co-ordinated measures.

EU strategy

3 Policy Objectives

The challenge of developing transport policies for sustainable development is to orient the sector towards a compromise that maximises the economic and social benefits of transport and minimises associated environmental, social and economic costs. Many of the measures required to achieve this balance are not new, the main difficulty is effective implementation.

Efficiency

The most efficient approach to achieving sustainable development of the transport sector requires a combination of regulatory instruments (particularly for vehicle emissions) and restructuring of charges and taxes on the basis of marginal costs to provide incentives to reduce external costs to optimal levels. It often also requires improvement of the quality of transport, especially rail services (ensuring reliability and complete logistic services) and promotion of inter-modal services. Failure to structure charges efficiently will make the use of other tools much less cost effective.

Initially the structure of charges is more important than the precise level. It should be noted that efficient prices do not generally coincide with coverage of total infrastructure costs (for example in railways efficient prices will in many cases leave substantial uncovered infrastructure costs; and for urban roads efficient prices will raise revenues substantially above capital infrastructure costs). In this context it has to be acknowledged that efficiency is not the only political consideration in setting the level of charges, and budgetary pressures at times result in increasing charges above marginal social cost levels. Moreover, full cost coverage is viewed as an important principle in some countries.

Technological advance has brought down costs and opened opportunities for introducing charges closely linked to the incidence of external costs. This now appears feasible for heavy goods vehicles and an electronic km charge could be introduced to replace part of existing fuel charges and annual vehicle taxes, as for

*Combine
regulation,
pricing &
better service
quality*

*Restructure
charges &
taxes*

***Electronic
t-km charges
for trucks
are now
possible***

example with the new Swiss Heavy Vehicle Fee which will enter into force in 2001. Recent restructuring of the *Eurovignette* in 6 Member countries to provide environmental incentives is consistent with Resolution 98/1 on the policy approach to internalising the external costs of transport. Dissatisfaction with the current system in some participating countries presents an opportunity to replace it with an international system of electronic t-km charges. Other countries could join such a new truck charging system rather than increasing existing fuel charges and fixed taxes.

***Three point
strategy***

More generally, a number of Member countries have adopted a three part strategy for improving the incentives produced by charges levied on all vehicles: shifting the emphasis from fixed to variable charges; introducing relatively simple systems of use charges; and differentiating both fixed and use charges.

Congestion

***Adjusting
expectations***

To some extent congestion is a form of rationing that reflects the absence of a pricing mechanism for road space. In some places chronic congestion is the result of under-investment in road capacity over a prolonged period. Frequently it results from a failure to integrate land-use and transport planning. To some extent, however, concern with congestion reflects unrealistic expectations that free-flow conditions should be the norm – optimally dimensioned infrastructure will inevitably be congested at peak periods of use. The utility of even crowded transport infrastructure is such that net benefits remain positive, even when quite extended periods of congestion are encountered. A better understanding of the way economic benefits get transferred from direct users of infrastructure to their employers, customers and other economic agents is required.

Congestion pricing can certainly improve traffic flows on inter-urban trunk roads and its potential for managing congestion in urban areas needs to be assessed through trials in pilot cities. Better integration of land-use and transport planning is the underlying imperative for the longer term.

Urban travel

Current best practice in local planning and traffic management policies is an appropriate target for all Member countries in many areas of urban traffic management, for example in addressing the severance and nuisance effects of road traffic. In the ongoing joint ECMT/OECD work, it is becoming clear that although progress is slow, a majority of cities experiencing chronic congestion and air quality problems are introducing measures to improve the efficiency of urban travel. Much is being done to enhance public transport solutions, for example improving service quality and integrating public transport networks into a more individualised “door-to-door” approach to urban mobility. It is widely accepted, however, that public transport cannot solve the problem alone and complementary pricing measures (including for parking) are essential as an incentive for more optimal use of private cars. Recent European research and the experience with planning guidelines of several countries, including the Netherlands (where the “ABC” guidelines direct developments to different sites according to their public and private transport impacts and needs), has highlighted the importance of coherence between policy towards the development of urban planning, public transport and parking.

Greenhouse gas emissions

To ensure cost-effective CO₂ emissions reductions, the measures applied to the transport sector should be determined on the basis of a cross-sectoral analysis of possible measures. The first step in the transport sector is to accurately quantify the emissions reductions expected from national and multilateral measures already taken and proposed. Reference to a robust base case scenario for emissions projections is important. The process is underway in most Member countries, but not complete in any as yet.

To complement the ACEA voluntary agreement on emissions from new cars, efforts to influence driving styles and ensure adequate maintenance of vehicles are likely to be most rewarding in the short term. Economic instruments will be important

***Integrating
land use
planning
and traffic
management***

***Quantify
cuts in CO₂
emissions***

***Smart
emissions
reductions***

both in providing incentives for accelerating the uptake of more fuel efficient vehicles and in managing demand. Improved traffic management has made a significant contribution in a number of cities (e.g. Turin) particularly through integrated measures to improve information in real time on congestion and information on bus arrival times (a key factor in quality of service).

***Voluntary
agreement
for light
goods
vehicles?***

For the longer term complementary progress in improving the fuel efficiency of commercial vehicles, especially the lighter vehicles, is required and a further voluntary agreement could be appropriate. Cost sensitivity and the modularity of vehicle models complicate the issue for heavy goods vehicles where improved driver behaviour and advances in logistics and information technology appear to offer the greatest potential for emissions reductions.

The outlook for CO₂ emissions trends suggests some stabilisation in emissions from passenger cars whilst emissions from trucks and air transport continue to grow, truck emissions overtaking car emissions in the near future. This suggests efforts should now focus on measures to deliver emissions reductions in these fast growing sub-sectors.

***More
support
for advanced
technology***

Technological advance is a key part of all strategies to reduce emissions. There is therefore a role for efficiently targeted public support for research and development in improved engine and vehicle technology and design. Some joint research with industry is being funded under the current research programme of the European Community and there is scope to expand the co-operation at both national and international levels.

Government measures are required both to sustain technological development, notably towards low emissions vehicles, and to moderate transport demand. In this latter respect the measures already discussed in relation to land use planning, inter-modal transport and improving urban mass transport are important.

A coherent regulatory framework is required to avoid obstacles to the commercialisation of technological advances. This sometimes requires explicit trade-offs between incompatible regulatory pressures. Fuel quality is an important part of this equation. It also requires a degree of uniformity in the regulations and incentives

introduced across Europe in order to achieve economies of scale, for example in the development of the use of alternative fuels.

Because of the relatively long time frame for many measures to achieve their full potential, it is necessary to make an early start in order to achieve the CO₂ emissions reductions required. This underlines the importance of non-product measures (for example changing driver behaviour, improving vehicle inspection and maintenance programmes, raising tyre pressures) which have an impact on existing vehicles in use and have at least as great a potential as improvements to vehicle design.

Air quality

Measures to improve maintenance of existing vehicles and accelerate uptake of low emission vehicles are required if current advances in vehicle technology and emissions regulations are to have an impact on air quality in the short to medium term, in all Member countries. The remarks made in the previous section on driver behaviour and other non-product measures also apply.

An assessment of the impact of the particulate emission limits planned to enter into force will be important in determining what further measures, if any, should be envisaged. Particle traps, recently commercialised on some diesel cars and on trucks, are expected to cut not only the mass of particles but also the number of particles emitted, reducing emissions to levels comparable with petrol engines. It appears, however, that some cars might be able to respect EU Euro 4 emissions regulations applicable from 2005 without the use of particle filters. If filters are not widely employed, further regulation of particulate emissions may be required, subject to the results of research into the health impacts, including cancer risks, of ultra-fine particles.

In the longer term, as a result of progress in reducing emissions from passenger cars and commercial vehicles, emissions from other kinds of vehicles (e.g. aircraft, diesel locomotives, motorbikes, agricultural and industrial vehicles) will become increasingly significant and attention should shift to these sources.

Smart measures – immediate gains

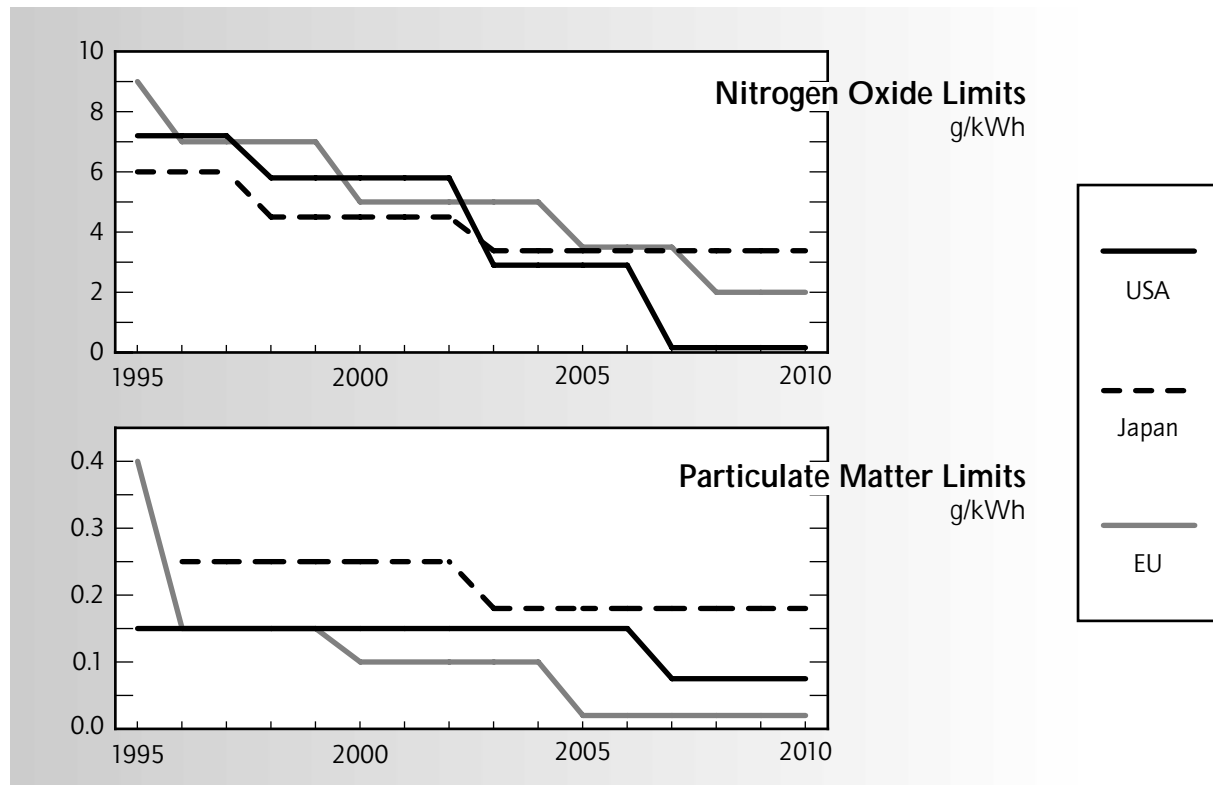
Inspection & maintenance

Success in cutting the mass and number of particles emitted?

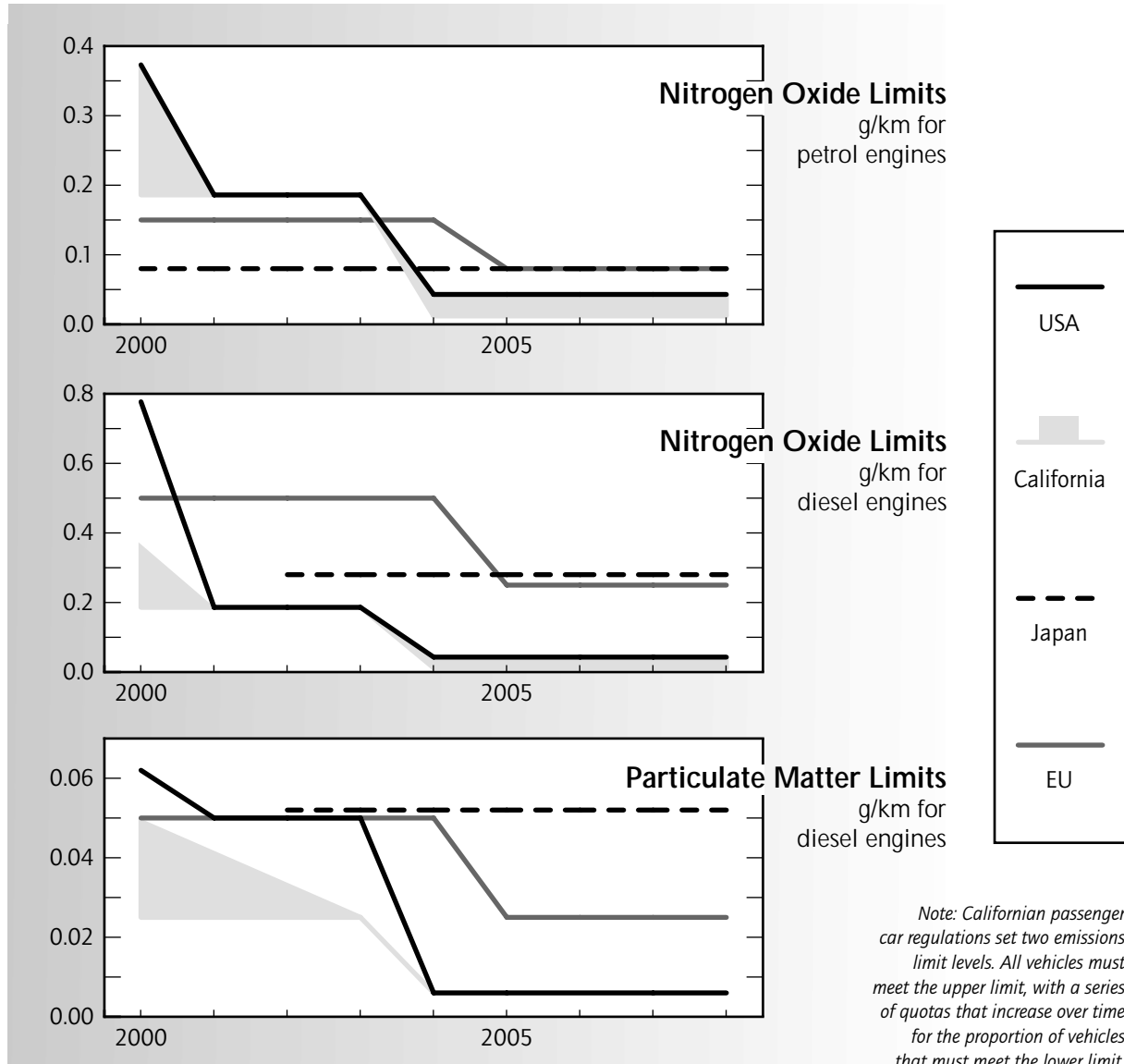
New member countries – old problems

In the newer Member countries additional measures to reduce emissions from new and existing vehicles are required. This includes developing and enforcing tighter emissions standards – based on the two latest rounds of EU emissions limits in order to avoid creating barriers in the international market for vehicles. For some of the major cities, introduction of measures to retrofit existing vehicles with pollution control devices and promote the use of alternative fuels needs to be considered, taking account of expected cost-effectiveness. Improving fuel quality will probably be an important part of strategies in these countries.

Comparison of Heavy Duty Diesel Emissions Standards in the EU, USA and Japan



Comparison of Passenger Car Emissions Standards in the EU, USA and Japan



Source: Vehicle Emission Trends, ECMT, Paris (forthcoming).

Noise

Integrated measures

Traffic from aircraft and on arterial roads can cause severe noise stress in homes, offices and schools, etc. in their vicinity. Where noise exposure guidelines exist, exceedence tends to be widespread and frequent. Noise from rail operations, freight wagon brakes in particular, is not such a widespread problem but nevertheless significant and night-time noise restrictions can be a barrier to efficient use of the railways. Tackling problems of road and rail freight traffic noise will require a combination of measures to influence traffic, invest in noise barriers and reduce noise emissions at source. At the other end of the noise nuisance spectrum, quiet in recreational areas is increasingly compromised both in urban areas and in rural areas traversed by trunk roads.

Protect quiet spaces

Impacts of investments on landscapes and biodiversity

As the territorial extent of transport networks grows, more money will inevitably have to be spent on mitigation, more attention given to alternatives to construction and better procedures developed for public consultation (as set out in the 1998 UN/ECE Aarhus Declaration). The conclusions on strategic environmental assessment developed below are relevant here.

4 Decision Making

During the last Council debate on environmental issues in 1997, the Dutch Minister underlined that despite the major environmental costs of transport, the benefits are large and the real issue is in making decisions that achieve the greatest benefits while minimising the costs. How this balance is reached in making decisions on transport projects, and also policies, is critical to making the transport system sustainable in practice.

The real issue

Evaluating transport policies and projects

Recent work⁴ underlines the importance of good cost benefit analysis (CBA) to making sustainable investment and policy decisions. It also provides a framework for arriving at reliable results in the face of market failures that are widespread in transport, overcoming weaknesses in traditional CBA that has undermined its use in many countries. The framework identifies the economic circumstances in which additional analysis is appropriate according to the degree to which there is distortion in a) transport prices and b) the prices of products on the market:

*Accounting
for market
distortions*

- Where distortions are minor, good traditional CBA is adequate to capture all economic benefits flowing from the decision to invest. There are no significant additional economic benefits (e.g. from regional development) beyond those captured by the analysis.
- Where prices are distorted there will be additional benefits *and costs* to consider.
- But where *transport* prices are distorted, it will be appropriate to correct transport prices rather than shape investment decisions on the basis of inefficient pricing.

4. *Assessing the Benefits of Transport, ECMT, Paris (forthcoming).*

***Who benefits
in the end?***

The distributional aspects of the benefits from investments are likely to be of overriding political importance, particularly in respect to regional development policy. Over time the beneficiaries of an investment change as, for example, companies relocate to extract the best advantage from the expansion of a road network. The ability of the economy to shift benefits to those who value them most in monetary terms may indeed make the original target beneficiaries worse off, once the economy fully adjusts to the new piece of infrastructure. Reliable analysis of the way benefits are expected to be realised, and the way they are expected to be captured and redistributed over time, should therefore be included as a priority in any cost benefit assessment. The way some of the initial time-savings get replaced by other, financial forms of benefit are particularly important, especially where an investment is designed to relieve congestion.

***The right
balance
in public
investment
expenditure***

The relation of project assessment to government spending decisions is of crucial importance. Transport projects that have passed a full CBA and satisfy environmental and legal conditions are not always implemented. This is often because they are believed to 'crowd out' private investments. There is a problem in that financial assessment tests differ between private and public sectors, making direct comparison of value for money difficult. The appropriate test for public spending is whether the calculated return on investment exceeds its cost by more than the opportunity cost of public funds. This might be measured by the long term bond rate, including a weighting if higher public expenditure would affect this rate. A project that passes this test would then be justified. Such a decision rule was employed in France (using an opportunity cost rate of 8%) for most of the 1990s. The rule has important implications for marginal social cost pricing in transport, demonstrating that its revenues arise as part of a consistent set of economic instruments and not as a result of under-investment. Further research to build consensus internationally should be encouraged in this field.

Strategic environmental assessment

Environmental impact assessments are an essential component of the process of making decisions on infrastructure investments. Shortcomings in this discipline have become apparent in relation to impacts that go beyond the scope of projects in isolation. Strategic environmental assessment (SEA) has emerged in response to address large scale effects including:

- impacts on traffic on the network beyond the geographical confines of the project assessment;
- regional and global environmental impacts including acidification, stratospheric ozone, climate change and biodiversity;
- the environmental impacts of policy decisions.

Recent work in ECMT highlights four key aspects to maximising the effectiveness of this new tool:

- link SEA clearly to the planning process leading to an investment decision and begin it early;
- keep the output of SEAs simple and to the point, to maximise the impact on decision-makers;
- the only way to develop effective SEA methodologies and procedures is through practice;
- in the newer Member countries, SEAs along pan-European corridors, for example undertaken in conjunction with the TINA programme, are a priority.

The aim of procedures for SEA is to improve the decision making process by addressing fundamental environmental issues early in the planning process. When successful this should streamline decision making and eliminate unnecessary delays, rather than creating new barriers to implementation of successful projects.

Decision tool

***Do it
without delay***

5 Implementation

Implementation of the measures to achieve the policy objectives set out above is sometimes slow or politically difficult. Better understanding of how implementation can best be carried out and how barriers to the introduction of the appropriate measures can be overcome is important. A number of lessons emerge from ongoing work on implementing sustainable urban travel policies.

Consultation with the public and with interest groups is extremely important, not only in preparing proposals for infrastructure projects but also in introducing traffic management, pricing and other policy initiatives. Effective consultation requires time and resources but without it the risk of failure or prolonged delay close to planned implementation is exacerbated.

It is vital to win popular and political support. This can make the introduction of measures better understood and accepted. It requires communication, campaigning with local or affected groups, mobilising support from groups who benefit as distinct from the rather natural mobilisation of groups who think they will not. The role of the media is crucial and it is necessary to work with the media to ensure balanced coverage. Proof by example, through well publicised pilot projects, can also be a powerful tool.

The sequencing of measures can in some circumstances be planned to foster acceptance where a package of measures includes some that will be seen as positive and others as negative by certain interest groups. In a special case of this general principle, earmarking of revenues from new charging schemes to investment in improved transport services has also been used with success in some instances. Earmarking revenues to provide for the reduction of taxes elsewhere (inside or outside the sector) could probably be used to similar effect.

Effective enforcement is an essential part of implementation. Where enforcement proves problematic, modification of the regulation, charge, etc. to render enforcement

*Consult with
the public*

*Work with
the press*

*Build
support*

*Enforce
properly*

easier may be appropriate but technological advance is increasing the opportunities for automatic enforcement of the law, for example with the existing use of speed governors on trucks and likely development of satellite tracking applications for pricing and possibly regulatory controls.

6 Enhanced Role for Transport Ministers

External pressure for improved environmental protection has, over the decade since the Council's Comprehensive Resolution on Transport and the Environment, resulted in improved planning and regulation of the transport sector. Meeting the challenge of developing sustainable transport policies is now going to require a proactive lead from Transport Ministers. The emphasis will be on integrating sectoral policies, as emphasised for example in the 1998 EU Amsterdam Treaty. Integration of transport and environment policy is a two way process and transport Ministries cannot make their full contribution to sustainability unless the traffic and mobility impacts of decisions taken outside the sector are given adequate consideration. Transport Ministers thus will have a significant role in shaping fiscal policy where it affects transport prices. Transport Ministers also need a stronger voice in land use planning decisions if unsustainable traffic generation is to be avoided and similarly in other areas such as housing and regional development policy traditionally the responsibility of environment and other Ministers.

To achieve better policy integration, initiatives are particularly recommended in the following specific areas:

- Transport Ministers should advise Finance Ministers on ways charges and taxes for the use of transport infrastructure can be developed to improve the efficiency of the transport sector. This should be done both in the national context and in international institutions such as the ECMT to ensure coherent developments in this field across the continent.
- In making economic assessments of potential investments in transport infrastructure, transport and infrastructure ministries should take full account of distortions in transport prices. Assessments should also identify clearly how benefits are expected to accrue to target beneficiaries and take account of the way these benefits are likely to be captured by other economic groups over time, for example through changes in behaviour and in the location of industry. In

*Taking
a more
proactive
lead*

*Integration
is a two-way
process*

seeking public funds for projects that have passed stringent cost benefit analysis and environmental evaluations, more weight should be given to objective tests of financial returns as opposed to arbitrary spending limits.

- Transport Ministers should seek to establish joint consultative procedures with planning authorities at local level and Environment, Housing, Public Works and Regional Development Ministers at a national level, to subject transport projects to environmental impact assessments and land use plans to assessments of transport impact.

***Intelligent
management***

In the long term transport ministries will increasingly see a change in emphasis in their role and will be seen less as a simple provider of transport infrastructure and more as responsible for the intelligent management of the transport system as an integrated whole.

Recent and Forthcoming Documents & Publications

- ***Joint ECMT-ACEA-OICA Conference: Smart CO₂ Reductions*** - Turin 2000.
Conclusions and proceedings available on the ECMT website
(<http://www.oecd.org/cem/>).
- ***Quantifying CO₂ Abatement Policies.***
Document available on request.
- ***Vehicle Emission Trends.***
Forthcoming publication.
- ***Assessing the Benefits of Transport.***
Forthcoming publication.
- ***Strategic Environmental Assessment for Transport.***
Forthcoming publication.
- ***Joint OECD/ECMT Conference on Strategic Environmental Assessment for Transport*** - Warsaw 1999.
Conclusions and proceedings available on the ECMT website.
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- ***ECMT Expert Workshop on In-Car Technology and Driver Behaviour*** - Delft 1996.
Conclusions and proceedings available on the ECMT website.
- ***Urban Travel and Sustainable Development.***
(97 95 04 1) ISBN 92-64-14370-X - Published 1995.
- ***Joint Declaration with Vehicle Manufacturers on Reducing the Carbon Dioxide Emissions from New Passenger Cars***, 1995. Available on the ECMT website.
- The ***ECMT Resolutions*** cited in this document are all available on the ECMT website.

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THE ECMT IN BRIEF

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

At present, the ECMT's role primarily consists of:

- helping to create an integrated transport system throughout Europe that is economically and technically efficient, meets the highest possible safety and environmental standards and takes full account of the social dimension;
- helping also to build a bridge between the European Union and the rest of the continent at a political level.

The Council of the Conference comprises the Ministers of Transport of 39 full Member countries: (Albania, Austria, Azerbaijan, Belarus, Belgium, Bosnia-Herzegovina, Bulgaria, Croatia, Czech Republic, Denmark, Estonia, Finland, France, FYR Macedonia, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russian Federation, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, Ukraine and the United Kingdom. There are five Associate member countries (Australia, Canada, Japan, New Zealand and the United States) and three Observer countries (Armenia, Liechtenstein and Morocco).

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

The issues currently being studied – on which policy decisions by Ministers will be required – include the development and implementation of a pan-European transport policy; the integration of Central and Eastern European Countries into the European transport market; specific issues relating to transport by rail, road and waterway; combined transport; transport and the environment; the social costs of transport; trends in international transport and infrastructure needs; transport for people with mobility handicaps; road safety; traffic management, road traffic information and new communications technologies.

Statistical analyses of trends in traffic and investment are published regularly by the ECMT and provide a clear indication of the situation, on a trimestrial or annual basis, in the transport sector in different European countries.

As part of its research activities, the ECMT holds regular Symposia, Seminars and Round Tables on transport economics issues. Their conclusions serve as a basis for formulating proposals for policy decisions to be submitted to Ministers.

The ECMT's Documentation Service has extensive information available concerning the transport sector. This information is accessible on the ECMT Internet site.

For administrative purposes the ECMT's Secretariat is attached to the Organisation for Economic Co-operation and Development (OECD).

Further information about the ECMT is available on Internet at the following address: <http://www.oecd.org/cem/>

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