

# Dutch Mobility Policy Document in a European Context



Kennisinstituut voor Mobiliteitsbeleid

# **Dutch Mobility Policy Document in a European Context**

**Netherlands Institute for Transport Policy Analysis  
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*Learning more about mobility is what the Netherlands Institute for Transport Policy Analysis (KiM) focuses on. KiM was established on 1 September 2006. As an independent institute within the Ministry of Transport, Public Works and Water Management (V&W), KiM explores and analyses mobility policy with a view to strengthening the policies' strategic basis.*

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## Summary

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The traffic and transport policy of Belgium, Austria, Germany, the UK and Sweden most closely resemble that of the Netherlands. This is one of the findings of a study into the differences and similarities between the Dutch Mobility Policy Document and the policy of a number of other EU Member States and of the European Commission. Various policy documents and several interviews served as the basis of the study.

With regard to passenger transport, the aims of Belgium, Germany, Sweden and the UK are comparable to those of the Netherlands. In addition to the Netherlands, Austria, Belgium, France, Slovenia and the UK aim to facilitate and encourage growth in public transport. The EC's passenger transport policy focuses primarily on the protection and safety of passengers and much less so on facilitating and encouraging growth in public transport.

The freight transport policy of many countries focuses on maintaining and/or increasing reliability, safety and sustainability. Likewise, EU policy aims to maintain the sustainability of transport. As part of this, the EC is pursuing shipping as an alternative to road transport. The transition from modal-shift policy (actively promoting the use of modalities other than road transport) to co-modality (opting for the most efficient modality in terms of economic interests and sustainability) enjoys widespread support in Europe and is in keeping with the change in policy in this respect embodied in the Mobility Policy Document.

With regard to the environment, most countries agree that more restrictive regulations should be enacted to minimise the negative environmental impact of transport. This is also in keeping with the EC's policy. Belgium and the Netherlands are the only countries to explicitly include source policy in their respective transport policy documents.

As regards road safety, all of the countries surveyed aim to effect improvements. This is being achieved both by means of the enactment/more rigorous enforcement of regulations and through public awareness campaigns. The EC's policy aims to halve the number of road casualties by 2010 (in comparison to 2001).

Much like the Netherlands, Austria, Belgium, the Czech Republic, France, Portugal, Slovenia and the UK support the internalisation of external costs by means of price policy. The EC is also working to develop policy in this regard.

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This study offers an indication of the European countries that the Netherlands may be able to work with to achieve certain aims. The extent to which the Netherlands actually collaborates with these countries and the question of whether this is prudent with regard to the level of foreign influence on internal matters were not addressed by this study. In order to respond to these issues, a more extensive force field analysis needs to be implemented with specific and more detailed attention to certain issues.

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# 1. Introduction

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Europe is becoming increasingly important, and also plays a prominent role in the field of transport. In addition to the European policy, the individual European countries have their own transport and mobility policy. This report discusses the intrinsic supporters and opponents that can be identified when Dutch policy is compared to that of a number of other European countries. In this way the Ministry will gain an understanding of the intrinsic supporters and opponents in a European context when implementing measures from the Mobility Policy Document, the introduction of which could be better implemented either in an EU-context, or among individual countries.

The Dutch policy described in the Mobility Policy Document is briefly discussed first. After the Mobility Policy Document, the mobility policy in the European Union is discussed. Lastly, a limited number of aspects from the Dutch policy are investigated to see whether they are also on the agendas of other countries. The Directorates-General of the Ministry of Transport, Public Works and Water Management (V&W) have made a selection of the most important points for the Dutch policy, which are to be compared in this study. A selection was also made in the number of other countries: Belgium, Germany, France and the United Kingdom were considered to be neighbouring countries; the Netherlands has 'memoranda of understanding' (relating to mobility) with Poland and the Czech Republic; Austria, Spain and Sweden are equivalent to the Netherlands in a number of aspects (large focus on sustainable mobility and urban issues); Portugal and Slovenia were included in this study as they will hold the next EU presidencies and will therefore 'determine the agenda' of the EU.

This comparison of countries is mainly aimed at policy themes and targets and, to a lesser degree, at policy measures and strategies. It is not the intention of this study to analyse, assess or verify the Mobility Policy Document. As a result of this approach the mobility policies of the various EU countries in this study will be mapped to a relatively high level of abstraction.

For this study we have used public sources relating to the national policies of the various countries in the field of transport and mobility. To view these policy documents from the correct perspective, interviews were conducted by telephone or in person with the Traffic Councils or the attachés at the Dutch embassies in these countries.

Despite the high level of abstraction, this document may have added value for policy planners who wish to familiarise themselves with the transport and mobility policies of other countries.

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## 2. Policy in the Netherlands: Mobility Policy Document

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The Mobility Policy Document establishes the main features of the traffic and transport policy for the period 2006–2021. In the 'Executive Agenda from Policy Document to Mobility', the 'Mobility Policy Document Part III – Cabinet standpoint' and the 'Mobility Policy Document Part IV – key planning decision (PKB) established after parliamentary debate', the following policy targets and themes have been established:

### **General objectives of the Mobility Policy Document**

A correctly functioning system for the transportation of people and freight is an essential condition for economic development. This is why the cabinet wishes to improve accessibility and to leave the growth of mobility unhindered within the legal framework of areas such as safety and living environment. The reliability, speed and safety of journeys must increase.

### **The Mobility Policy Document as a further specification of the Spatial Planning Policy Document**

The Spatial Planning Policy Document defines the spatial strategy to achieve a strong economy, a safe society, a good-quality living environment and an attractive country, and improves the relationship between space, traffic and transport and economy at every level (municipal, regional, national and European). The national government, provinces, urban regions and municipalities use infrastructure as a structuring principle for spatial planning policy. The Mobility Policy Document works out the broader principles from the Spatial Planning Policy Document in more detail.

### **Stronger economy by improving accessibility**

The structure of the economy must be strengthened, which requires correctly functioning infrastructural networks and streamlined government intervention. The government is responsible for the entire main infrastructure in this respect.

Strategy:

- The main connections between the national urban networks and key economic areas (including the main ports, brain port Eindhoven and green ports) will be given priority.
- The sea port Rotterdam will be strengthened by investing in the development of the port (*Maasvlakte 2*).

### **Facilitating growth of traffic and transport**

Traffic and transport continue to grow strongly as a result of demographic, economic, spatial and international developments. Due to its social and economic importance, this growth is being managed

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carefully and as much as possible within legal and policy-related frameworks for environment, safety and living environment.

### **Reliable and predictable accessibility from door to door**

Reliability is improving, as a result of which passengers know when they will arrive at home and transporters can deliver *just in time*. This improvement is occurring along the entire journey, from door to door. National, regional and local road, waterway and public transport networks are interconnected, necessitating an integrated network approach.

### **Local where possible, central where necessary**

Provinces and urban regions are the right levels for considering regional matters in consultation with municipalities. They define the goals for their region themselves using a cohesive set of measures. The elimination of barriers between resources for traffic and transport block grants helps in this matter.

### **More public-private partnerships**

Businesses are providing an active contribution to the realisation of projects via public-private partnerships. In such cases the opportunities for regional development and partial funding via toll or innovative tendering formats (design, building, funding and maintenance) are utilised to optimum efficiency.

### **Innovation is very much needed**

Innovation drives economic development and can improve accessibility, safety and living environments with a better price-quality ratio. Innovation performance within most mobility sectors is lagging behind the Dutch average.

Strategy:

- The national government will try to improve innovation performance with an inspiring innovation policy.

### **Setting boundaries for local policy**

The Mobility Policy Document uses boundaries to indicate which national interests must be reflected in government policy, and in local traffic and transport policy. These central boundaries apply to traffic flow on the motorway network, traffic safety, transport of hazardous substances, and international and other boundaries for natural and living environments. Monitoring and benchmarking are used to render the effects of the decentralised policy transparent and report them, so that adjustments can be made where required.

### **A decisive government**

The government will facilitate development, abolish regulations that are obstructive, not functioning properly and/or disrupting the market, and reduce the administrative burden.

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Strategy:

- The government will ensure that infrastructural decisions can be taken more quickly.
- The government will set enforceable standards for safety and environment.
- The government will monitor and intervene if national public interests are threatened.

**Actively and confidently focusing on international policies**

The Netherlands will benefit from a high-quality European infrastructure and good European policy. The Netherlands is directly involved at an early stage in the decision-making process in Brussels for all relevant traffic and transport matters and is intensifying its relationship with neighbouring countries.

Strategy:

- In global organisations, the Netherlands is working to promote good international competitive conditions, firm environmental agreements and cooperation.
- The government is trying to gain priority within the EU for the elimination of bottlenecks within the main infrastructure in Europe if this will improve the accessibility of, or accessibility for, the Netherlands.
- The Netherlands is campaigning for the introduction of stricter environmental measures for modes of transport in a European context.
- In addition, the Netherlands is striving to create an international *level playing field* that enables fair competition.

**Catching up on maintenance backlogs in the near future**

In recent years, not enough has been invested in the management and maintenance of all infrastructural networks; this backlog will be tackled, with the aim of keeping the costs as low as possible over the entire service life. The government is investigating whether, for reasons of cost-efficiency, the level of maintenance may vary for each location.

**Reliable and fast road transport**

The goal is to strongly improve the reliability of travelling times by 2020 – travellers should arrive at their destination on time in 95% of the cases. During peak hours, travelling times must not be more than 150% of the travelling time outside of peak times on motorways, and it must not be more than 200% on urban ring roads and roads other than motorways that are managed by the government.

Strategy:

- powerful boost of construction and utilisation measures;
- Alternative Ways of Paying for Transport [*Anders Betalen voor Mobiliteit*];
- regionally-focused collaboration;
- elimination of maintenance backlogs;
- improvement of incident management;
- improvement of traffic control;

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- improvement of route and travel information.

### **Introducing a fairer method of paying for transport**

The report by the Alternative Ways of Paying for Transport Platform [*Platform Anders Betalen voor Mobiliteit*] takes a big step towards widespread support for an alternative way of paying for transport. The cabinet already wishes to take an initial significant and irreversible step towards kilometre pricing during this term of office. This initial step is intended to bring about a national kilometre charge, calculated according to time, place and environmental characteristics.

### **Public transport: a targeted, ambitious and integrated approach**

The cabinet, the local authorities and the transporters involved will make sure that public transport will be offering a realistic, attractive product – especially towards, within and between urban networks – and that it will be providing customised solutions where demand is limited, allowing people to participate in society. Passengers must be able to change between the various forms of public transport and to change from public transport to cars and bicycles quickly and easily. Public transport can also contribute to quality of life, especially in urban networks.

The government is focusing on achieving reliable and short travelling times over entire journeys in 2020, focusing on an integrated network approach. Overall, the following public transport goal applies: 'The government makes it possible; transporters, managers and local authorities make it happen'.

Strategy:

- The cabinet will ensure that transporters and local authorities work towards growing passenger numbers.
- To achieve this, the cabinet will continue to incorporate incentives, monitor progress and hold the various parties to account.
- The government will ensure that transport on the railways within the 'Randstad' (the conurbation of Western Holland) with the greatest passenger numbers during peak times will be able to handle an expected growth of 40–50%.
- The government will keep the reliability of rail traffic at the level that is achieved with the current policy package (punctuality in 2010 and 2020 from 89-91%).
- The government will eliminate the backlog for rail management, maintenance and replacement.

### **Flexibility for reliable, safe and sustainable freight transport**

The aim here is to accommodate transport quickly, reliably, safely and within the preconditions set for the quality of the relevant living environments. It will be up to the market to improve the structure of logistics processes, but the government will promote increased efficiency within logistics. All modes of transport will be required to handle the growth. This requires properly functioning networks, and the policy is therefore aimed at improvements in every mode of transport.

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Strategy:

- The government will be making an effort to eliminate bottlenecks (both on the road and in policy) and will prioritise access to the main ports, the green ports, the key economic areas and international corridors.
- Important objectives include safe transportation of hazardous substances and improvement of the safety of freight transport.
- In an international context the government will be devoting attention to sustainable freight transport and fair market conditions.

#### **Inland waterway and sea transport: fair international competition**

The government is aiming at reliable travelling times for the transport of freight across water.

Strategy:

- Eliminating maintenance backlogs and selectively introducing utilisation measures. The main transport axes will have priority; new waterways will not be required.
- The sea port Rotterdam will be strengthened by investing in the development of the port (*Maasvlakte 2*).
- Creating an international *level playing field*.
- Better utilisation of the waterway network.

#### **Keeping the Netherlands accessible via the air**

Good accessibility of the Netherlands via the air is in the interest of its business climate and economic growth. Aviation will be growing strongly all over the world, including in the Netherlands.

Strategy:

- The government is aiming at further free market operation within international aviation.
- Keeping the accessibility of the Netherlands via the air optimal within clear preconditions for safety, the environment and living environment.
- Improvement of accessibility to Schiphol via land.

#### **Permanent safety improvements**

The Netherlands continues to rank among the countries in the European Union with the fewest traffic accidents. Despite the growth in mobility, traffic safety is improving. A reduction in the annual number of road deaths is possible to 900 by 2010 (this has already been adjusted to 750 in 2010) and 580 by 2020.

Strategy: approach aimed at vehicles, behaviour and infrastructure.

- Vehicles: innovation, international vehicle regulations.
- Behaviour: conditions for driving licences, focus on road safety via campaigns, stricter legislation, enforcement.
- Infrastructure: essential recognisability characteristics.

This will require innovation and a toughening of the European vehicle policy. Traffic law enforcement is the important final ingredient for road safety policy. Social safety in public transport as experienced by

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passengers will improve by using measures such as supervisors and the 'chip card'. The transport of hazardous substances will remain possible in selected cases via a chain-based approach, which aims at the safest possible transport within spatial boundaries. Security and the protection of vital infrastructure have high priority.

### **Improving the quality of the living environment**

Complying with all national and international agreements relating to the reduction of emissions for traffic and transport by rail, road and water requires innovation and source-based measures. For international aviation and shipping the cabinet is pursuing measures in both an EU and UN context. For current situations, the Netherlands will not be able to comply with the EU air-quality standards for NO<sub>2</sub> everywhere in time. A strong focus on European and national source policies, supplemented with customised local solutions should ensure compliance on time by 2015. For fine particulate matter, the regulations will have to be adjusted to fit in more tightly with health aspects. For noise, the national standards are being applied for new situations, and bottlenecks at national transport lines above 65 dB (Lden) for roads and 70 dB (Lden) for trains will be tackled, with priority for residential areas. The acoustic quality within the main ecological structure will not be any worse in 2010 than it is now, and will have improved by 2020. The main ecological structure itself will be complete in 2018. Together with local and regional authorities, an additional boost will be given to prevent fragmentation of the habitats of plants and animals near roads, railways and waterways.

The strategy is mainly aimed at complying with international standards through the use of source policy:

- stricter technical requirements for vehicles and fuels;
- where necessary, modifying maximum speed limits;
- dealing with vehicles, road surfaces or train tracks in the event of noise pollution;
- silent tyres and engines for lorries and new braking systems for trains.

For the longer term:

- sustainable mobility

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## 3. Policy in Europe

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Transport policy was one of the first common policy areas of the European Community. Since the Treaty of Rome came into force in 1958 one of the most important aims of this policy has been to eliminate hindrances at the borders of the member states and in this way contribute to the free movement of people and freight. The major objectives of the transport policy are completion of the internal European market, guaranteeing sustainable development, the roll-out of major networks within Europe, spatial control, improvement of safety, and international collaboration.<sup>1</sup>

Even though many aspects of the transport policy fall under the powers of the national governments, it is still important that the internal European market can make use of a shared traffic infrastructure. The EU also promotes major infrastructural transport projects, i.e. the Trans-European Networks (TEN).<sup>2</sup>

The policy of the European Commission is laid down in 'white papers'. The most recent white paper relating to the transport policy (2001) contained an action plan for improving the quality and efficiency of the European transport sector. The key objective is to establish a new balance between the various forms of transport by 2010.<sup>3</sup>

In 2001, the most important issues were congestion and the lack of balance between the various forms of transport. Since then the situation has evolved. The congestion of road traffic has increased and is now costing the EU around 1% of its Gross Domestic Product (GDP). Air traffic and the associated consequences for the environment have also increased sharply. Greenhouse gases and climate change will be priority matters from now on. Generally speaking, national transport is responsible for 21% of greenhouse gases emitted. These emissions have risen by around 23% since 1990 and are interfering with the successful achievement of the Kyoto objectives.

The measures planned by the European Commission in 2001 will therefore not be sufficient to achieve the original objectives; this will require a greater number of more flexible policy instruments. The European Commission therefore wishes to start a debate about transport scenarios for the next 20 to 40 years, and in this way develop a general policy relating to sustainable mobility.<sup>4</sup>

In the 2001 Transport White Paper, the European Commission established objectives for each sector. During the evaluation of the

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<sup>1</sup> <http://europa.eu/scadplus/leg/nl/lvb/l24040.htm>

<sup>2</sup> [http://europa.eu/pol/trans/overview\\_en.htm](http://europa.eu/pol/trans/overview_en.htm)

<sup>3</sup> <http://europa.eu/scadplus/leg/nl/lvb/l24040.htm>

<sup>4</sup> <http://europa.eu/scadplus/leg/en/lvb/l24461.htm>

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transport policy in June 2006 the European Commission formulated new key objectives that had been adjusted based on developments.<sup>5</sup>

In 'Keep Europe moving - Sustainable mobility for our continent; Mid-term review of the European Commission's 2001 Transport White Paper', the European Commission underlined the fact that efficient transport systems are essential for European wealth, as they greatly affect economic growth, social developments and the environment.<sup>6</sup> Even though it still considers the objective of the 2001 Transport Policy White Paper to be relevant, the European Commission has pointed out that the context determining the European transport policy has changed over the past five years. Various factors have contributed to this:

- Expansion of the EU;
- Globalisation;
- Increased dependence on oil and increased oil prices;
- Increasing importance of technology and innovation;
- International environmental treaties;
- Permanent threat of terrorism.

In view of this evolving context and to match the renewed strategy of Lisbon and the revised strategy for sustainable development, the European Commission is planning to reorient the future EU transport policy according to the following key aspects:

- Sustainable mobility, i.e. where mobility is freed of its adverse side effects;
- Protection of the environment and the safety and security of citizens;
- Innovation;
- The international aspect, in order to face the challenges set for Europe by globalisation.<sup>7</sup>

Within these key aspects the European Commission has outlined the following possible policy measures.

### **Sustainable mobility in the internal market: connecting Europeans**

#### *Road transport*

Whilst road transport has been deregulated at an international level (elimination of access obstacles), it has largely remained protected at a national level. The European Commission wishes to specify common regulations with regard to professional qualifications and working conditions, as these have differed widely thus far between member states. Furthermore, the consequences of the fuel surcharges (which also differ widely between member states) for competition are highly important factors for future development. The European Commission therefore wishes to implement measures to reduce the excessive differences in fuel surcharges.

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<sup>5</sup> [http://europa.eu/pol/trans/overview\\_en.htm](http://europa.eu/pol/trans/overview_en.htm)

<sup>6</sup> Here, the Commission is implicitly abandoning modal shift and introducing co-modality.

<sup>7</sup> Communication from the Commission to the Council and the European Parliament, 12831/06 (18 September 2006)

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### *Rail transport*

After the deregulation of freight transport, the legal framework for which should be finished in 2007, international passenger transport should be deregulated as a result of the third railway package (deregulation of passenger transport, introduction of a driving licence for train drivers and granting compensation to passengers when delays occur). The European Commission wishes to:

- propose measures relating to access to the market and the job sector;
- find a solution for the excessive differences between duty rates;
- speed up the efforts aimed at eliminating the technical and operational hurdles for international transport;
- establish a programme for promoting freight transport by rail within the framework of the policy relating to transport logistics;
- introduce rail market monitoring, including indicators.

### *Aviation*

The restructuring and integration of the internal market for aviation is at an advanced stage and the internal market has provided considerable benefits for customers. Nevertheless, the European Commission wishes to:

- widen the internal market and expand the benefits to include external air connections;
- finalise the common airspace to improve the efficiency of European aviation;
- invest in expansion of airport capacity and draw up clearer regulations relating to airport tax;
- limit damage to the environment arising from the rapid growth of air traffic.

### *Shipping*

The European Commission views shipping as an alternative to road transport, especially due to the considerable potential of shipping with regard to short distances, intended to be proven by the concept of 'maritime highways'. However, the development of the shipping sector is facing two important challenges:

- The establishment of an internal shipping market. As a result of international regulations, sea journeys between members states are considered to be international journeys.
- The development of port capacity. Absorbing the expected growth in sea transport will require investments in ports to improve and expand the services provided; the port policy should pursue a balance in competition and clear rules for investment support issued by the government.

### *Inland shipping*

The European Commission has pointed out the potential offered by inland shipping which can be utilised by integrating it into intermodal logistics chains. The Naiades programme includes an action plan for the promotion of this sector, which the European Commission wishes to implement.

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## **Sustainable mobility for citizens: reliable and safe transport**

### *Employment and working conditions*

Transport is an important source of employment and has resulted in over 10 million jobs within the Union. However, in certain sectors such as rail transport and road transport, shortages of qualified staff have arisen. This is why the European Commission wishes to focus its efforts on education and encourage more young people to look for a job in the transport sector. The European Commission has suggested investigating the regulations relating to working conditions, as labour costs differ widely.

The Commission has specified the notion of protection in the following aspects:

- **Passenger rights:**

The European Commission has pointed out that passenger rights have expanded considerably in recent years, but that national governments must step up their efforts in handling complaints. The European Commission also wishes to investigate means of improving the services provided and guaranteeing essential passenger rights for all modes of transport, particularly concerning passengers with limited mobility.

- **Safety:**

The European Commission has also emphasised that progress has been made in this area as well, and that a blacklist of unsafe airline companies has been drawn up. The European Commission wishes to supplement the safety regulations with a third package of legislation for shipping and with CARS 21 and eSafety for road traffic.

- **Security:**

The European Commission wishes to refine the measures that were taken after the attacks on 11 September 2001; these showed that means of transport can be both the target and the instrument of terrorist attacks. As a result, the European Commission will be submitting proposals for adjusting security measures and expanding them to include road transport, intermodal transport and critical infrastructure.

- **Urban transport:**

The European Commission will be publishing a green paper on urban transport, to investigate how European policy can offer additional value to local policy.

### **Innovation**

The European Commission wishes to integrate innovation in all aspects of the transport policy in order to speed up the optimisation of certain solutions. Intelligent transport systems, new communication systems and systems for traffic security may contribute to increased mobility and integration of European networks. Businesses within the Union will also be able to conquer new markets due to their excellence in the field of transport technology.

### *Innovation: Transport and energy*

The transport sector consumes an enormous amount of energy. The sector accounts for 71% of oil consumption in the EU. The text makes a plea for improvement of energy efficiency in the entire EU and for

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supporting activities in the field of research, demonstrations and the introduction of new, promising technologies to the market.

*Innovation: Optimisation of infrastructure*

A number of regions in Central Western Europe are facing congestion and pollution. It is expected that 60 major airports will be seriously overburdened by 2020. A similar trend can be seen in ports. This means that there will be a need for new (or improvement of old) infrastructure. Intermodal logistics chains could also provide solutions, however spatial planning will need to be taken into account.

*Innovation: Using any source of funding*

The cost price of the 30 prioritised Trans-European Network (TEN) projects that were designated in 2004 is estimated to be around EUR 250 billion. However, the public funding options of the member states remain limited. The financial outlooks from 2007 to 2013 also state a limited increase in the budget available for the TENs. This means that co-funding from the EU will have to be focused on the critical cross-border routes and the other significant bottlenecks. It will also be necessary to develop a number of new funding mechanisms.

*Innovation: Intelligent mobility*

The introduction of tolls for the use of infrastructure, which is the case in London and on certain motorways, is gaining popularity. The EU has approved a directive establishing a framework for motorway charges. The aim of these charging systems is to fund the infrastructure and also to contribute to optimisation of traffic. No later than in 2008, the European Commission is expected to submit a proposal for a generally applicable, transparent and complete model for determining the external costs, which may serve as a basis for future calculations of infrastructural charges. According to the European Commission, a broad discussion will have to be initiated, also paying attention to other modes of transport to establish how intelligent charging systems can help improve functioning within the sector.

Furthermore, the European Commission has pointed out that all methods of transport must be able to use communication systems, navigation equipment and computers, particularly those based on Galileo. This includes programmes such as Intelligent Car, SESAR for aviation, ERTMS for the railways and RIF for inland shipping. The European Commission also wishes to develop similar initiatives for the shipping sector (the e-maritime programme).

**Global aspect**

Due to the fact that the transport sector has an inherent international character, the European Commission wishes to make the policy part of a wider partnership with other countries. In addition, the convergence between European and international standards makes export markets for European technology accessible. However, European transport companies are often faced with import or investment obstacles in other countries. The European Commission therefore intends to develop both collaboration in the field of policy and the industrial dialogue with the most important trade partners and regional partnerships through

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methods such as establishing agreements. It also wishes to develop a strategic framework for extension of the main routes of the internal transport market and the European network to neighbouring countries that share the same wish.<sup>8</sup> For international aviation and shipping, the EU is also in contact with international agencies, such as the International Civil Aviation Organisation (ICAO) and the International Maritime Organisation (IMO). ICAO, which was established in 1947, is a specialised organisation of the United Nations with the aim of drawing up the principles and standards for international aviation in order to improve air traffic. As part of the United Nations, IMO is responsible for the global regulations with regard to shipping. Among other things, it handles the coordination in technical terms to improve maritime safety and to prevent and reduce water pollution from ships.

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<sup>8</sup> <http://europa.eu/scadplus/leg/en/lvb/l24461.htm>

# 4. Overview

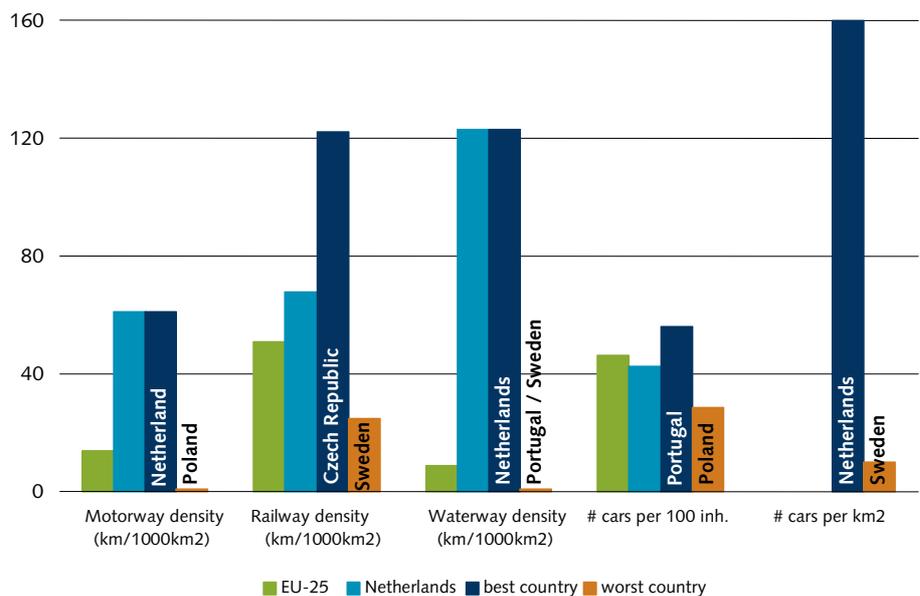
The aim of this study was to map the differences and similarities between the policy principles of the Mobility Policy Document and those of the policies of a number of other countries in the European Union and that of the European Commission. This will help the Ministry gain an understanding of which actual supporters and opponents can be identified in a European context for the implementation of measures in the Mobility Policy Document, allowing these to be implemented better, only in a European context, or perhaps only among individual countries. After discussing a few of the transport characteristics of the various countries, we will outline the relationships between the various countries for each policy topic. Appendix A describes the development of a number of economic, traffic and transport characteristics of the countries in figures. Appendix B describes the mobility policy of the countries; in this case a profile of the country is provided first, followed by the national policy.

## 4.1 Comparison of transport characteristics

Viewing the policy of the various countries from the correct perspective requires some information about the current state of infrastructure and its 'performance'.

Figure 4.1 shows the motorway, railway and waterway density. The number of cars per 100 residents and the number of cars per km<sup>2</sup> can also be read for the EU-25, the Netherlands, the 'best country' and the 'worst country'. The 'best country' is the country with the highest score; the 'worst country' is the country with the lowest score for the indicator in question.

**Figure 4.1**  
Motorway, railway and waterway density (km/1000 km<sup>2</sup>), the number of cars per 100 residents and car density (number of cars per km<sup>2</sup>).  
**Source:** Atlas Europa, Planet, people, profit, politics, RPB (2006)



Compared to other countries, the motorway and waterway density is the highest in the Netherlands; the Netherlands has 60 km of motorway for each 1000 km<sup>2</sup>, the EU-25 average is 14 km. For the waterway density these values are 123 km and 9 km, respectively. The Czech Republic has the highest railway density (122 km per 1000 km<sup>2</sup>). The number of cars per 100 residents is highest in Portugal (56), Poland has the lowest number (29); at 42 the Netherlands is just below the EU average of 46. In the report *Typical Dutch* by the Ministry of Transport, Public Works and Water Management (2007) a different criterion is used, i.e. the number of cars per km<sup>2</sup>. This value says more about the consequences on the road. By combining the two statistics you could say that the Netherlands is at the top in terms of car density, despite rather limited car ownership.

## 4.2 Comparison of policy aspects

In this paragraph we will try to give an understanding of the relationship between the Netherlands and the other EU countries.<sup>9</sup> The main focus will lie on the most important aspects for Dutch policy (in an EU context). The table shows a schematic overview of which countries also pay close attention to these aspects, which are important to the Netherlands (in a European context). From the table it can be roughly inferred that Belgium, Austria, Germany, the United Kingdom and Sweden have the most in common with the Netherlands in terms of their policy.

**Table 4.1**  
Comparison of policy aspects

	AT	BE	CZ	FR	DE	PL	PT	SL	ES	SW	UK	EU
Facilitate growth of public transport	x	x		x				x			x	
Reliable and predictable travelling times		x		x	x			x		x	x	x
Reliable, safe and sustainable freight transport			x		x		x	x	x	x	x	x
Mode of transport choice	x	x	x	x	x	x	x				x	x
Strict environmental measures	x	x	x	x	x		x		x	x	x	x
Stricter source policy		x										
Permanent improvement of safety	x	x	x	x	x	x	x	x	x	x	x	x
Via behavioural change rather than EU regulations	x	x	x	x			x			x		
Internalising of external costs via pricing policy	x	x	x	x			x	x			x	x
Standard levying technique											x	

### Passenger transport

#### *Facilitating growth of public transport*

Much like the Netherlands, Austria, Belgium, France, Slovenia and the United Kingdom wish to facilitate and further promote public transport. The growth in Austria is mainly sought by offering higher quality,

<sup>9</sup> It should be noted here that with the expansion of the EU, the relationships have changed significantly. A qualified majority is difficult to achieve, but a blocking minority is quite easy to achieve.

greater customer-friendliness and more efficient use of resources. Belgium is pursuing quality improvement for public transport. In France the facilitation of growth in public transport is left to the providers (at a local level). In Slovenia public transport is in more of a developmental phase, as a result of which the growth is different and can be facilitated by improving and expanding the network. In the United Kingdom the intention is to expand public transport mainly in the major cities and it is largely inspired by the climatic agenda, in which case the options of creating new connections are considered.

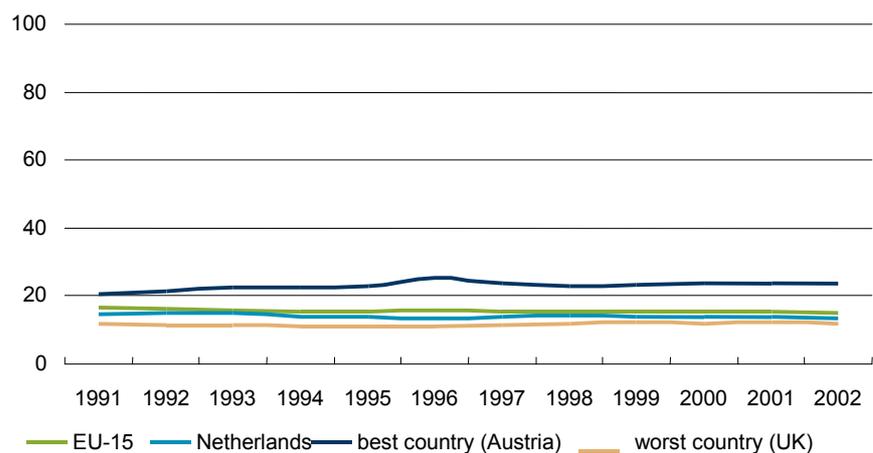
The Dutch policy is mainly focused on facilitating and encouraging the growth of public transport by ensuring that public transport can offer a realistic, attractive product – especially towards, within and between urban networks – and that it delivers customised solutions where demand is limited, to allow people to participate in society. Public transport can also contribute to quality of life, especially in urban networks.

The European policy for passenger transport is not aimed at facilitating or encouraging growth of public transport.

This means that facilitating and encouraging the growth of public transport is a policy aspect in several countries. However, the reasons for this differ per country.

Figure 4.2 shows that the score of the Netherlands is low compared to the EU-15 when considering the 'modal split' in passenger transport. Austria has the highest ratio of public transport to overall national passenger transport. This ratio is lowest in the United Kingdom. However, the policy of promoting public transport growth by creating new connections does show that the United Kingdom would like to increase this amount.

**Figure 4.2**  
Ratio of public transport (trains and buses) to overall national passenger transport (cars + public transport; passenger km), 1991–2002  
Source: Eurostat (2007)



### Reliable and predictable travelling times

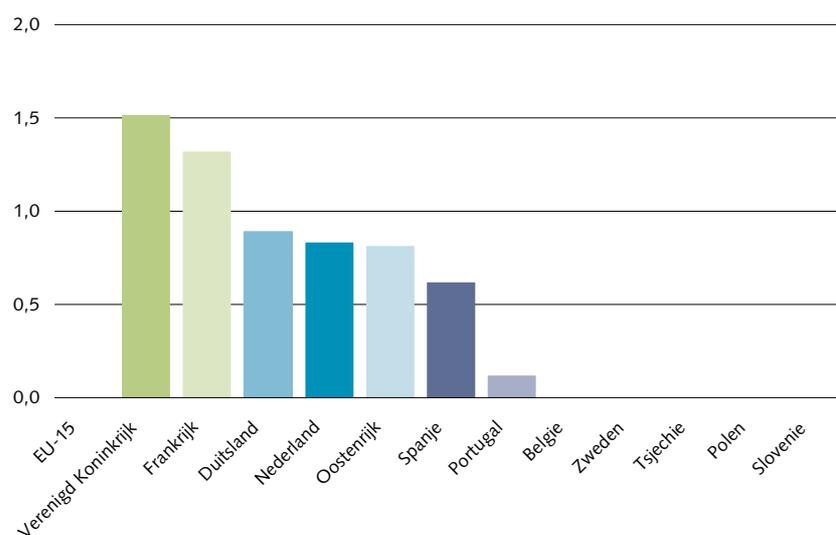
Much like the Netherlands, Belgium, Germany, Slovenia, Sweden and the United Kingdom are explicitly aiming for reliable passenger transport. In Belgium this is done by guaranteeing easy access (focusing on measures for the 'weaker participants') and better accessibility (restrictive parking policy, optimum use of existing infrastructure and expansion of networks). Slovenia wishes to guarantee reliable and predictable travelling times by improving the public transport network and by modernising the road network. In the United Kingdom a high-quality railway and road network is used to guarantee a reliable transport system. The Netherlands wishes to achieve reliable and predictable travelling times by means of construction and utilisation measures, Alternative Ways of Paying for Transport, eliminating maintenance backlogs, improving incident and traffic management and improving travel and route information.

The policy of the European Commission for passenger transport is mainly focused on the protection and safety of the passengers. Attention is also devoted to passenger transport by rail (third railway package; deregulation of passenger transport, introduction of a driving licence for train drivers and granting compensation to passengers in the event of delays).

**Figure 4.3**

Costs of road congestion, 1998 (% of GDP).

Source: ECMT/ITF (2007), *Congestion a global challenge*, Sofia Ministerial meeting 2007 & Eurostat (2007), edited by KIM.



Reliable and predictable travelling times are closely linked to congestion on roads and railways. Figure 4.3 provides an indication of the congestion costs (both for passenger and freight transport) as a percentage of the GDP. The United Kingdom and France have relatively high congestion costs. With just under 1% of the GDP the Netherlands is halfway down the table of countries studied regarding road congestion costs. However, a lot of attention is still devoted to this issue in the Netherlands, and also in the United Kingdom.

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## Freight transport

### *Reliable, safe and sustainable*

Much like in the Netherlands, the policy relating to freight transport in the Czech Republic, Germany, Portugal, Slovenia, Spain, Sweden and the United Kingdom is aimed at making and/or keeping freight transport reliable, safe and sustainable. In the Netherlands this is achieved by encouraging the improvement of logistics efficiency. Every mode of transport is required to handle the growth. This requires properly functioning networks, and the policy is therefore aimed at improvements in each mode of transport. In the Czech Republic, this is achieved via maintenance and new development of infrastructure, and by reforming the rail sector. Germany is focusing on proper maintenance of the infrastructure and further development of a well-functioning system of links between various modes of transport. Portugal is hoping to boost freight transport via the road and the railways by further deregulating the transport sector. And in the United Kingdom a high-quality railway and road network is utilised to guarantee a reliable transport system, including attention to ports.

For all modes of transport, the EU policy relating to freight transport is aimed at creating a deregulated market containing a *level playing field*. In addition, the difference in fuel price and duty in the various countries is also a point for attention. The EU also wishes to eliminate all obstacles to international transport on the railways. The European Commission views shipping as an alternative to road transport, but is still dealing with an internal shipping market that is yet to be completed, as well as increasing port capacity. However, the European Commission also realises that the environmental performance of shipping must improve, and that emissions must decrease.

### *Different modes of transport*

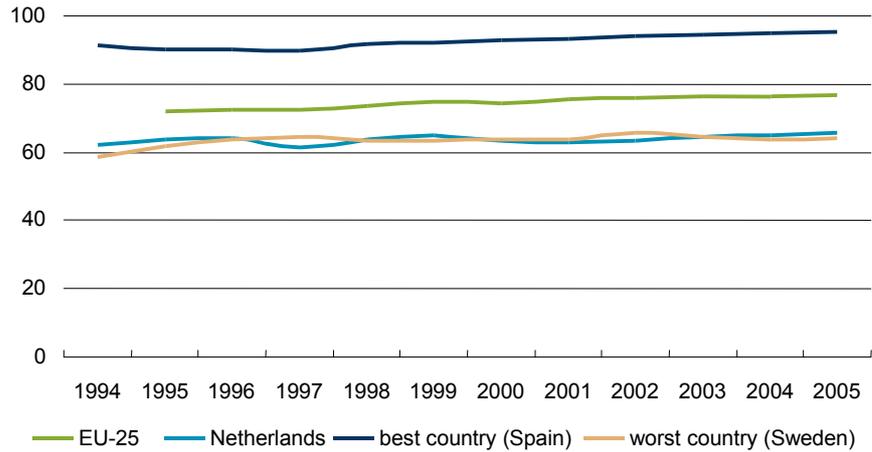
Almost all countries are talking about the use of different modes of transport (modal split). In only a few cases (Poland and Sweden) will this involve promoting the use of modes of transport other than road transport (modal shift). The other countries are talking about co-modality, choosing the mode that is more efficient, both in economic terms and in terms of sustainability.

This is the best approach to guarantee a high level of mobility and high-level protection of the environment.

This movement in policy from modal shift to co-modality by the European Commission has widespread support in Europe, including from the Netherlands.

Figure 4.4 shows that in Sweden and the Netherlands the share of road transport in national freight transport is relatively low. Sweden is also one of the few countries that are still actively involved in reducing the share of road transport (modal shift). The Netherlands is pursuing co-modality.

**Figure 4.4**  
Share of overall road transport in national freight transport (tonne kilometres), 1994–2005.  
Source: Eurostat (2007)



## Environment

### *Stricter regulations*

In the Netherlands a great deal of effort is required to comply with international agreements relating to the reduction of emissions by traffic and transport over rails, roads and waterways. This requires innovation and source-based measures. For international aviation and shipping the Dutch government is pursuing measures in both an EU and UN context. For current situations, the Netherlands will not be able to comply with the EU air-quality standards for NO<sub>2</sub> everywhere in time. A sharp focus on European and national source policies, supplemented by customised local solutions should ensure compliance on time by 2015. For fine particulate matter the regulations will have to be adjusted to fit in more tightly with health aspects. Just like the Netherlands, all other EU countries need to comply with the existing laws and regulations of the European Commission regarding the environment. It is therefore not surprising that almost all countries (except Poland and Slovenia) mention stricter regulations in policy documents. The fact that only Belgium is talking about a stricter source policy in a similar way as the Netherlands does not mean that no attention is devoted to it in other countries. Other countries may have stated this in other policy documents or they may assume that it will be handled by the European Commission, as a result of which a national policy of their own will be superfluous.

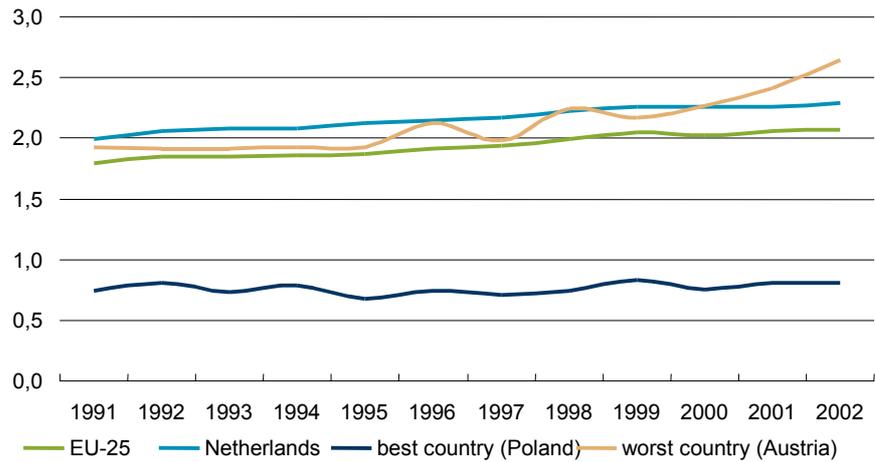
The transport and energy policies of the European Commission are closely interwoven and pursue the same objectives, i.e. cutting back CO<sub>2</sub> emissions, and reducing European dependence on fossil fuel imports. The European Commission is aiming at improving the energy efficiency of all modes of transport, with much attention being devoted to innovation in new technology. This matches the policies of France, Germany, Portugal and the United Kingdom.

Figure 4.5 shows that the Netherlands has relatively high emissions as a result of transport (per million residents) in comparison with the EU-25. The sharp rise in Austria and the low levels in Poland are also striking.

**Figure 4.5**

Greenhouse gas emissions by transport, x1 million tonnes of CO<sub>2</sub> equivalent per 1 million residents.

Source: Eurostat (2007), edited by KiM.



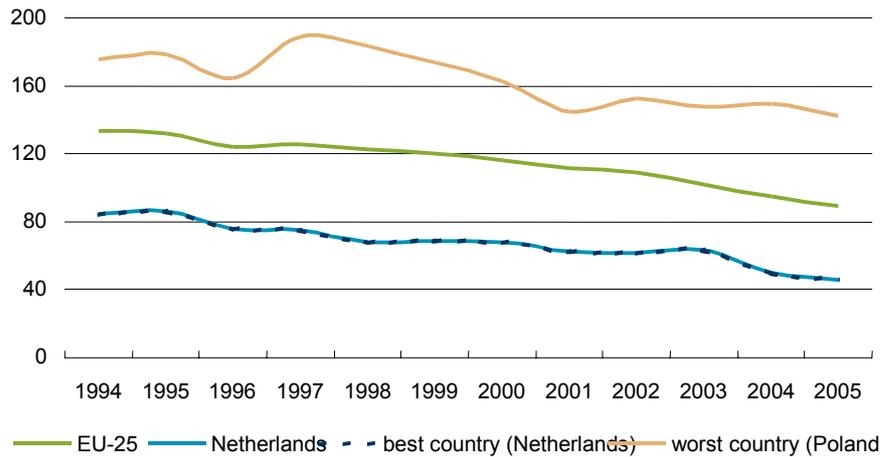
### Road safety

Despite the fact that the Netherlands is one of the countries with the highest road safety levels in the European Union, the Netherlands expects that a reduction of the annual number of traffic deaths to 750 in 2010 and 580 in 2020 will be possible. All of the countries studied are aiming for permanent improvement of road safety. This is being achieved both by means of the implementation and/or more rigorous enforcement of regulations, as well as through public awareness campaigns. In some countries (Belgium, Poland and the United Kingdom) the possibilities offered by new technology to make means of transport safer are being studied explicitly. The Dutch policy is aimed at vehicles (innovation, vehicle regulations), behaviour (conditions for driving licences, focus on road safety via campaigns, stricter legislation, and enforcement) and infrastructure (recognisability characteristics). Traffic law enforcement is the important final ingredient in road safety policy in the Netherlands.

The aim of the European Commission to halve the number of road deaths in the period 2001–2010 did not change during the mid-term review. According to the Commission, improved driving behaviour and intelligent infrastructure and vehicles are aspects that can be improved.

The difference in the initial situation of the various countries makes it difficult to compare them with each other. In countries where the number of road deaths is high (for example, in the new member states), it will be less difficult to reduce the number of casualties, as it has received little attention until recently. The United Kingdom and Sweden are comparable to the Netherlands in terms of road safety. Figure 4.6 shows that, among the countries studied, the Netherlands performs best as regards the number of road deaths per million residents.

**Figure 4.6**  
 Number of road deaths per 1 million  
 residents, 1994–2005.  
 Source: Eurostat (2007)



### Internalising external costs

In the Netherlands, the report by the Alternative Ways of Paying for Transport Platform represents a big step towards widespread support for an alternative way of paying for transport. The cabinet wishes to take the next step by introducing an acceleration price in a number of locations. The proceeds of this will be used to tackle these bottlenecks more rapidly (note: in the current coalition agreement this is referred to as an initial significant step). Much like the Netherlands, Austria, Belgium, the Czech Republic, France, Portugal, Slovenia and the UK support the internalisation of external costs by means of a pricing policy.

Pursuant to the Road Charging Directive, the European Commission will propose a generally applicable, transparent and complete model for determining all external costs by 10 June 2008 at the latest. This may serve as a basis for the future calculation of infrastructural charges in connection with an assessment of the effects of internalising the external costs for all modes of transport. Intelligent charging should guarantee a correct and non-discriminatory price for users, provide income for future investments, offer a solution for congestion problems and provide discounts for more environmentally friendly vehicles and environmentally friendly driving behaviour.

#### Pricing policy

Many of the countries studied already have some kind of pricing policy. In most cases this is in the form of toll (Austria, France, Slovenia, Spain and the United Kingdom), a vignette (Austria and Germany (freight traffic)) or a 'congestion charge' (Sweden and the United Kingdom). The reasons for the pricing policy differ for each country (funding of new infrastructure, tackling the negative effects of traffic, improving accessibility).

The European Commission has recently adopted a directive relating to road charging, which forms the framework for introducing modular toll charges for lorries on TENs; this represents a switch from the Euro vignette to a directive.

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### 4.3 Conclusion

The above shows that the traffic and transport policies of Belgium, Austria, Germany, the UK and Sweden are those that most closely resemble that of the Netherlands. In view of the limitations of this study, it only provides an indication of the countries in Europe with which the Netherlands could collaborate to achieve certain objectives. Here it should also be noted that the current relationship of the Netherlands with these countries is important.

In this study the mobility policy of the various EU countries has been mapped at a relatively high level of abstraction by mainly consulting the available policy documents on transport and mobility. In this way an image has been created of the overall positions of the various countries. The results may serve as a good starting point for a more precise and more tangible analysis of the balance of powers.

For a more detailed analysis of the balance of powers a selection will have to be made from the selected policy themes and the themes will have to be defined more specifically, as varying and more tangible policy measures are to be found behind the general definition. The objective may be the same, but countries can still have widely differing opinions about how to achieve this objective.

This analysis also makes it clear that certain themes are not being addressed in a number of countries. However, the finding that country X does not mention a particular theme does not mean that this country is no longer a potential ally. Countries that are neutral or oppose a particular policy measure may still be or become valuable partners, as interests may be exchanged as well. Country X will then support the Dutch position in exchange for Dutch support in another area.

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## Appendix A

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The appendices to this report can be found on the internet at [www.kimnet.nl](http://www.kimnet.nl) (in Dutch).

