

EUROPEAN PARLIAMENT

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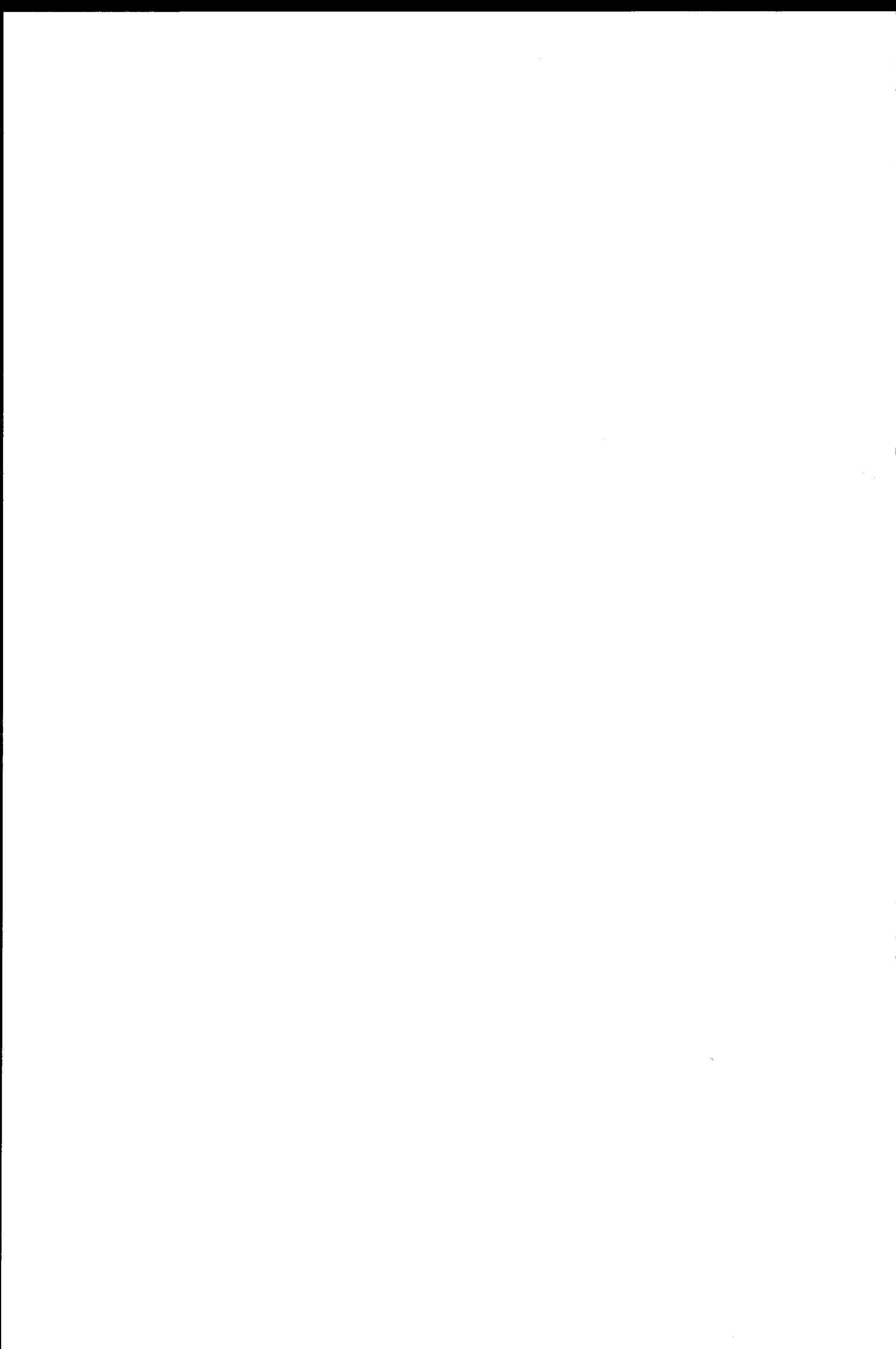
REPORT

drawn up on behalf of the Committee on Transport

on the report from the Commission of the European Communities to the Council concerning:

- I. bottlenecks in transport infrastructures and possible modes of finance (COM(80) 323 final);
- II. Community support for transport infrastructure: evaluation of 'Community interest' for decision-making (COM(81) 507 final)

Rapporteur: Mr J. MOORHOUSE



By letter of 9 December 1980 the Committee on Transport requested authorization to draw up a report on the report by the Commission of the European Communities to the Council on bottlenecks in transport infrastructures and the various possible modes of finance (COM(80) 323 final).

By letter of 26 January 1981 the Secretary-General of the European Parliament informed the committee that the enlarged Bureau had granted the necessary authorization at its meeting of 15 January 1981 and had decided to ask the Committee on Budgets and the Committee on Regional Policy and Regional Planning for their opinions.

The Committee on Transport decided to cover the following motions for resolutions<sup>1</sup> in its report:

- by Mr Dido' and others on the plan for a tunnel between Montecroce and Carnico (Doc. 1-625/80),
- by Mr Bonaccini and others on the development of the Community's transport infrastructure (Doc. 1-396/81),
- by Mr Cecovini and others on the development of the Community's transport infrastructure (Doc. 1-528/81)
- by Mr Filippi and others on the completion of the E1 motorway, in particular the stretch between Civitavecchia and Livorno (Doc. 1-21/82).

On 20 February 1981 the committee appointed Mr Moorhouse rapporteur.

At its meeting of 15 May 1981 the Committee on Transport also decided to consider, in addition to the abovementioned Commission document, the report by the Commission to the Council on Community support for transport infrastructure: evaluation of 'Community interest' for decision-making (COM(81) 507 final). This report was not submitted to the Council, however, until 29 September 1981.

Because of the complexity of the subject under consideration and on a proposal by the rapporteur, the Committee on Transport decided on 25 June 1981 to seek the opinion of experts. On 28 October 1981 detailed information on bottlenecks in transport infrastructures and possible ways of removing them was provided by representatives of the Group of Ten Railway Companies, the International Road Transport Union (IRU) and the Central Commission for the Navigation of the Rhine.

The committee considered the draft report at its meeting of 30 March and 30 April 1982. At the latter meeting it unanimously adopted the motion for a resolution and explanatory statement.

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<sup>1</sup> Annexed

The following took part in the vote: Mr SEEFELD, chairman, Mr CAROSSINO, Mr KALOYANNIS (vice-chairmen), Mr MOORHOUSE (rapporteur), Mrs von ALEMANN, Mr BUTTAFUOCO, Mr COTTRELL, Mr GABERT, Mr HOFFMANN, Mr KEY, Mr LAGAKOS, and Mr VANDEWIELE.

The opinion of the Committee on Regional Policy and Regional Planning is attached.

The opinion of the Committee on Budgets is contained in the report by Mr NORD on financing the common transport infrastructure policy from the tax on mineral oils (Doc. 1-1084/81).

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The Committee on Transport hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

on the reports by the Commission of the European Communities to the Council on bottlenecks in transport infrastructures and possible modes of finance and on Community support for transport infrastructure: evaluation of 'Community interest' for decision making

The European Parliament,

- A. having regard to the report from the Commission to the Council concerning bottlenecks in transport infrastructure and possible modes of finance (COM(80) 323 final),
- B. having regard to the report from the Commission to the Council on Community support for transport infrastructure: evaluation of 'Community interest' for decision-making (COM(81) 507 final),
- C. having regard to the motions for resolutions
  - by Mr Dido and others (Doc. 1-625/80),
  - by Mr Bonaccini and others (Doc. 1-396/81),
  - by Mr Berkhouwer and others (Doc. 1-515/81),
  - by Mr Cecovini and others (Doc. 1-528/81),
  - by Mr Filippi and others (Doc. 1-21/82),
- D. taking into account the information provided by representatives of the competent organizations at the meeting of the Committee on Transport on 28 October 1981 and the written submissions forwarded by those organizations,
- E. referring to the Council Resolution of 15 December 1981 concerning Community support for transport infrastructure,
- F. referring to the reports by Mr NYBORG (Docs. 377/76 and 185/77) and Mr BUTTAFUOCO (Doc. 1-218/80) on the proposal for a Regulation on support for projects of Community interest in transport infrastructure, and the resolutions adopted in connection with those reports<sup>1</sup>,
- G. referring to the report and the resolution by Mr Klinkenborg on the memorandum of the Commission on the role of the Community in the development of transport infrastructure (Doc. 1-601/80)<sup>2</sup>,
- H. having regard to the report by the Committee on Transport and the opinions of the Committee on Budgets and the Committee on Regional Policy and Regional Planning (Doc. 1-214/82),

<sup>1</sup> OJ Nos. C 293 of 13.12.1976, C 183 of 1.8.1977 and C 197 of 4.8.1980

<sup>2</sup> OJ No C 144 of 15.6.1981

1. Stresses once again that a Community policy in the field of transport infrastructure constitutes an essential part of a Community transport policy, since transport infrastructure has a strong bearing on competition on the transport market and adequate infrastructures can contribute significantly to a rationalization of that market and to energy and cost savings;
2. Points out that a Community transport infrastructure policy is of great importance for the development of less-favoured regions, especially regions on the periphery and on certain internal frontiers of the Community;
3. Observes with absolute regret that, after six years, the Council has still not been able to take a decision on the Commission proposal of 5 July 1976 for a regulation on support for projects of Community interest in transport infrastructure <sup>1</sup>;
4. Is firmly convinced that a coherent Community infrastructure policy cannot be implemented without the active involvement of the Community in planning, coordination, decision-making and practical financial support;
5. Welcomes, therefore, the fact that the Commission has reported to the Council on bottlenecks in the existing transport infrastructures, the various possible modes of finance and the criteria for evaluating infrastructure projects of Community interest;
6. Regrets that the written information supplied to the Commission and used in its report on transport infrastructure was drawn up on the basis of national considerations, priorities, criteria and programmes;
7. Notes, therefore, with regret that the report lacks a European dimension and also fails to provide information on bottlenecks in cross-frontier transport links within the Community and in transport links with third countries;
8. Believes, however, that agreement on a regulation on support for projects of Community interest would stimulate the preparation of appropriate project proposals;
9. Notes furthermore that the information supplied by the Member States is difficult to compare and that this approach has resulted in a complex report which does not allow a clear idea to be formed of the nature and scope of infrastructure requirements in the Community;

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<sup>1</sup> OJ No C 207 of 2.9.1976

10. Agrees broadly speaking with the methods of evaluation used to identify infrastructure projects of Community interest as set out in the second Commission report;
11. Stresses that Community interest can be served by supporting both major projects and the many smaller projects which could be assisted at relatively little cost to the Community;
12. Recalls its earlier request to the Commission to draw up a list of priorities for European transport infrastructure projects;
13. Reiterates its request that ports and airports should also be included among the transport infrastructures eligible for Community finance;
14. Calls on the Commission to take express account, when so doing, of the specific projects it has recommended in the past and of the transport projects advocated in the above-mentioned motions for resolutions;
15. Is firmly convinced that a more rational use of existing transport infrastructures is conducive to transport efficiency and thus to the elimination of specific bottlenecks, and therefore urges the Commission to study this matter more closely with a view to bringing forward appropriate proposals for Community action in this field;
16. Places great emphasis in this connection on special measures to promote cross-frontier traffic within the Community and urges both the Council and the Commission to expedite their work in this field;
17. Stresses again the fact that a coherent Community transport infrastructure policy will not be achieved until the Council takes steps to enact a regulation on support for transport infrastructure projects of Community interest;
18. Instructs its President to forward this resolution and the accompanying report to the Council and the Commission, and to the national parliaments of the Member States of the Community.

B.

EXPLANATORY STATEMENT

I. INTRODUCTION

1. In the report drawn up by Mr Klinkenborg on the memorandum of the Commission on the role of the Community in the development of transport infrastructure (Doc. 1-601/80), incorporating a resolution which was adopted by the European Parliament on 7 May 1981<sup>1</sup>, the Committee on Transport has set out what it considers to be the basic principles of a coherent Community infrastructure policy in the transport sector.

2. It is not intended to cover the same ground again in this report. Your rapporteur would like, nevertheless, to underline very briefly the importance of a Community transport infrastructure policy.

3. Community measures for the implementation of a common transport infrastructure policy constitute an integral part of a Community transport policy.

There is no denying that the competitive situation on the transport market, both between the various branches of the transport industry and between transport companies in the various Member States, is strongly influenced by the presence or absence of an adequate transport infrastructure.

Nor can it be denied that an adequate transport infrastructure can make a significant contribution to a more rational organization of the transport market. The establishment of smooth traffic flows can indeed help to avoid or at least to limit delays, diversions and stoppages of traffic and thereby reduce the attendant costs and energy consumption.

The extension of a modern transport network, geared to the needs of the less-favoured regions, is also of vital importance, particularly for regions on the external and certain internal frontiers of the Community.

4. The Committee on Transport is firmly convinced that a functional Community transport infrastructure policy must be more than simply a coordination of national programmes - important though they naturally are - and that the Community should also make resources available to finance specific transport infrastructure projects of importance to the Community.

5. In this connection your rapporteur deplores the fact that, after nearly six years, the Council is still unable to reach agreement on the Commission's proposal for a Council regulation on support for projects of Community interest in transport infrastructure.

<sup>1</sup> OJ No C 144 of 15.6.1981, page 76

The Committee on Transport has repeatedly urged the Council to act with all speed to implement the draft regulation of 5 July 1976<sup>1</sup> which in its opinion is the corner-stone of a coherent European transport network.

This point was brought out, in particular, in paragraph 8 of the resolution on the role of the Community in the development of transport infrastructure<sup>2</sup> and in the report drawn up by Mr K H Hoffmann on priorities and the timetable for decisions to be taken by the Council in the transport sector during the period up to the end of 1983 (Doc. 1-951/80), which considered this objective to have absolute priority<sup>3</sup>.

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6. Because of the extremely complex and at times controversial nature of the issues to be considered when preparing this report, the Committee on Transport decided to seek further information from the organizations directly involved.

On 18 October 1981, therefore, a hearing was held with representatives of the Group of Ten Railway Companies in the Community, the International Road Transport Union (IRU) and the Central Commission for the Navigation of the Rhine.

These organizations, together with the Consultative Committee of Local and Regional Authorities in the Community - which was unable to attend the hearing - sent in written submissions which were translated and distributed in the form of Notices to Members<sup>4</sup>.

In drawing up this report the rapporteur naturally took into consideration the information provided by these organizations, as will become apparent in the rest of the report.

## II. CRITICAL ASSESSMENT OF THE COMMISSION'S REPORTS

### A. General comments

#### (i) Background and objectives

7. At its meeting of 23 November 1978 the Council, after a debate on the proposal for a regulation on support for infrastructure projects of Community interest, called on the Commission:

- to submit a report by 1 January 1980 on bottlenecks in transport infrastructure and the various possible modes of finance and,

<sup>1</sup> OJ No C 207 of 2.9.1976, page 9

<sup>2</sup> OJ No C 144 of 15.6.1981, page 78

<sup>3</sup> OJ No C 77 of 6.4.1981, page 82

<sup>4</sup> See PE 75.120 (Group of Ten), PE 75.148 (IRU), PE 75.242 (Consultative Committee) and PE 75.387 (Central Commission for the Navigation of the Rhine).

- to draw up in collaboration with the Committee on Transport Infrastructures set up on 20 February 1978<sup>1</sup>, a report on the criteria for evaluating projects of Community interest.

8. The object of both reports, therefore, was to present to the Council specific projects which might be eligible for Community aid and to specify the possible modes of finance<sup>2</sup> with a view to the adoption of the abovementioned proposal for a regulation.

(ii) Omissions and shortcomings

9. Before taking issue with the omissions and shortcomings in the Commission's reports, your rapporteur would like to express his appreciation for the amount of work done by the Commission in the field of transport infrastructures. This includes not only the drawing up of the reports considered here, but also its excellent memorandum on the role of the Community in the developments of transport infrastructure of 7 January 1979, its communication on projects in this field in 1976, its proposals instituting a consultation procedure and setting up a Committee on Transport Infrastructures and its proposal for a regulation on support for infrastructure projects of Community interest.

It emerges very clearly from all these documents that the Commission accords the same importance and priority to the implementation of a Community infrastructure policy and the achievement of a coherent transport network as does the Committee on Transport.

10. This having been said, however, one is bound to note that both of the Commission's reports, and particularly the report on bottlenecks, are characterized by a number of omissions and shortcomings which are discussed in more detail below.

(a) The lack of clarity and comparability of data and the absence of a European dimension

11. In order to provide the Council with a summary of bottlenecks in the Community's existing transport network, the Commission has taken as a basis the written submissions of the Member States and not - as it states in paragraph 1.2 of its report - 'standard criteria for identifying bottlenecks, which was the original intention'.

<sup>1</sup> OJ No L 54 of 25.2.1978, page 16

<sup>2</sup> See the press release published following this Council meeting, reproduced in Notice to Members PE 56.319, page 9.

12. While such a method admittedly gives a certain insight into the main bottlenecks in the existing transport infrastructure in the various Member States, it rules out the possibility of a standardized approach to the problem in European terms.

13. Despite the fact that the Commission laid down criteria for identifying bottlenecks (see Annex I to the Commission's document), the data provided by the Member States are too diverse to allow comparison. Moreover, taken as a whole, the national submissions form a disjointed and indigestible mass of information.

For instance, Belgium did not list any bottlenecks in its road transport network, although the section of road between Arlon and the Luxembourg frontier is but one example of a bottleneck.

Some countries (Belgium, Denmark, Ireland) listed ferry ports with inadequate capacity, while others (e.g. France) did not. France, it would appear, has no problems of capacity or facilities at any of its mainline rail or shunting stations. The United Kingdom's report does not mention inland waterways. These are just a few examples of the many contradictions and omissions which can be identified in the report and which point to a tendency by some Member States to be subjective in identifying bottlenecks.

Furthermore, certain Member States (e.g. Germany), have provided much clearer and more accurate information on their bottlenecks than others (e.g. France).

Besides, the way in which specific bottlenecks in transport links and communications, and the existence of stations, shunting stations, ferry ports and locks with insufficient capacity or inadequate facilities have been identified is anything but clear.

14. Mr Karl Schön rightly points out in this connection in his opinion<sup>1</sup>, drawn up on behalf of the Committee on Regional Policy and Regional Planning, that the bottlenecks listed have been designated not only by the national authorities, 'but also on the basis of national criteria'. He adds that 'the documents submitted by the Commission thus constitute the sum of national considerations and projects: this is clearly a shortcoming in a report which should be principally concerned with bottlenecks of significance for several Member States'.

15. The experts attending the hearing of 28 October 1981 expressed similar criticism of the Commission's report.

The representative of road transport, for instance, drew attention to the need to list priorities 'in a Community context' and the rail transport representative deplored the lack of homogeneity and the resultant gaps in the Commission's document.

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<sup>1</sup> PE 73.066, paragraph 3

16. Although the Committee on Transport can appreciate the difficulties which faced the Commission when drawing up this report on bottlenecks in the Community, it is obliged to note that the relevant committees of the European Parliament and the branches of the transport industry concerned find the Commission's approach wanting because this study lacks any European or Community dimension. In your rapporteur's view this should be the signal for an increase in effort towards a Community solution and must not be seen as a further excuse for procrastination.<sup>1</sup>

17. Indeed, this approach has made it impossible for the Commission to do what the European Parliament requested in paragraph 13 of the resolution contained in the Klinkenberg report, namely to 'draw up a list of priorities for European projects' and to 'work out a method guaranteeing uniform assessment for each individual project'.

18. Reports of this type, in the view of your rapporteur, raise false hopes in the minds of the transport operators concerned, the local and regional authorities and the general public, because they do not lead to practical measures aimed at eliminating bottlenecks.

(b) Lack of data on cross-frontier transport links within the Community and transport links with third countries

19. The method adopted by the Commission to deal with the subject of bottlenecks has also meant that the report contains no information on bottlenecks at the internal frontiers of the Community or on its transport links with third countries.

20. The Committee on Transport considers that these are very serious omissions, as will be explained below.

- Cross-frontier transport links within the Community

21. In an own-initiative report on the difficulties encountered at the Community's internal frontiers in the transport of passengers and goods by road<sup>2</sup>, Parliament has already pointed out that transport infrastructures in the frontier areas are seriously inadequate, often

<sup>1</sup> The paper 'Guidelines for European rail transport of the future', published in 1973 by the International Union of Railways and recently revised is an example of how this can be done; it outlines the basic requirements for rail traffic within a genuinely European context.

<sup>2</sup> Report drawn up by Mr Schyns on behalf of the former Committee on Regional Policy, Regional Planning and Transport (Doc.678/78) adopted by the European Parliament on 11.5.1979. OJ No C 140 of 5.6.1979, p.166.

leading to parallel flows of traffic along frontiers, and that, consequently, much remains to be done as regards transport infrastructures on the Community's internal frontiers.

22. On the other hand projects to eliminate bottlenecks at the Community's internal frontiers belong most definitely to the category of transport infrastructure projects of Community interest, because:

- by their nature they concern at least two Member States directly,
- in certain cases even three Member States may be involved (for instance, the area around Maastricht on the Belgian-German-Netherlands border) and
- these bottlenecks frequently occur on major international traffic routes.

Furthermore, the Commission itself included cross-frontier projects as projects likely to be considered for Community aid in its proposal for a regulation in 1976. Indeed, Article 1 of that proposal for a regulation states 'the projects likely to be financed fall particularly into the following groups: cross-frontier projects which are not sufficiently viable to pass the threshold, based on available resources, where a Member State would be willing to intervene'<sup>1</sup>.

A similar argument has been advanced repeatedly by the European Parliament (see inter alia the Klinkenberg report, paragraph 13 of the resolution).

23. Consequently the Committee on Transport must express its dismay at the fact that the Member States have paid little or no attention in their submissions to cross-frontier bottlenecks or projects, and considers it irresponsible of the Commission not to have taken any steps to remedy this situation.

- Transport links with third countries

24. The Commission's report also fails to give any information on bottlenecks in transport links with third countries, a fact which must be deplored for the following reasons:

- the Community is an open community, which must not seal itself off from the outside world and must therefore pursue an appropriate infrastructure policy<sup>2</sup>,

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<sup>1</sup> OJ No C 207 of 2.9.1976 or Doc. 244/76, p.24

<sup>2</sup> See Klinkenberg report (Doc. 1-601/80), paragraph 57 of the explanatory statement

- the elimination of bottlenecks in Austria, Switzerland and Yugoslavia is of particular importance for intra-Community transit traffic through these countries, especially since Greece's entry into the EEC<sup>1</sup>,
- the Commission itself, in its 1980 proposal<sup>2</sup> amending its 1976 proposal for a regulation, which was approved by the European Parliament<sup>3</sup>, has argued in favour of extending the system of subsidizing infrastructure projects to the territory of third countries.

(c) The lack of information on bottlenecks in Greece

25. Although the report on bottlenecks was published on 20 June 1980 and Greece did not become a member of the Community until 1 January 1981, it must nevertheless be regretted that this document contains no reference whatsoever to the scale and importance of bottlenecks in the Greek transport network.

B. Comments on specific aspects

(i) Definition of a 'bottleneck'

26. In its document (COM(80) 323) the Commission describes a bottleneck as 'any section of a route failing to provide a certain level of service and ensure the basic performance one is entitled to expect of a transport mode.'<sup>4</sup>

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<sup>1</sup> See, inter alia, the reports drawn up by

- Mr Noe' on the improvement of traffic infrastructures across the Alps (Doc. 85/73),
- Mr Hill on permanent links across certain sea straits (Doc. 319/74),
- Mr Giraud on problems of EEC transit traffic through Austria and Switzerland (Doc. 500/75),
- Mr Cottrell on relations between the Community and Greece in the field of transport (Doc. 1-684/80) and
- Mr Helms on relations with Austria in the transport sector, in particular: a Community financial contribution to the building of a motorway (Doc. 1-186/81).

The Committee on Transport will be producing in the near future a report on the Commission's report on problems arising from the transit of goods to and from the Community through certain non-member countries (COM(81)406),

<sup>2</sup> OJ No C 89 of 10.4.1980, p.4

<sup>3</sup> Buttafuoco report (Doc. 1-218/80), OJ No C 197 of 4.8.1980

<sup>4</sup> See paragraph 3.1.1 of the Commission report

However, even this definition has to be qualified, because, as the Commission goes on to say:

- 'it is not easy to define the level of traffic at which an infrastructure is described as inadequate and constitutes a bottleneck',
- quantifying 'saturation' presents a large number of problems in practice and
- for some Member States identification of bottlenecks is not an important phase in the planning process.

The Commission also points out that the existence of a bottleneck does not necessarily mean that there is a need for investment i.e. for a project. A bottleneck is simply a useful indicator in an initial approach to the Community's infrastructure requirements.

27. The Committee on Transport agrees with the Commission that there is no need for a precise definition of the term 'bottleneck' and that it simply serves as a useful indicator. It welcomes, therefore, the fact that the Commission has proposed criteria for identifying bottlenecks in Annex I of its report.

The Committee on Transport regrets, however, that the criteria proposed have nevertheless been interpreted in a rather subjective manner by most Member States in their written submissions, and as a result the national data obtained give a rather confused and often contradictory picture of the situation.

Germany, for example, applied only quantitative criteria in its submission on bottlenecks in rail transport, namely 120 trains in each direction per day, while other Member States introduced qualitative criteria as well. France, for example, failed to mention improvements to specific bottlenecks or the modernization of signalling equipment and so on.<sup>1</sup>

(ii) Identification of transport infrastructure projects of Community interest which are eligible for Community aid

28. In terms of the allocation of limited Community resources to improve Western Europe's transport network a factor which is even more important than identifying bottlenecks is identifying 'transport infrastructure projects of Community interest.'

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<sup>1</sup> See the submission from the Group of Ten, PE 75.120, paragraph 3.3.2

29. In Article 1 of the 1976 proposal for a regulation<sup>1</sup> the Commission summarized the categories of projects which could be considered for Community assistance, in particular:

- projects to be undertaken in the territory of a Member State the failure of which to be undertaken creates a bottleneck in Community traffic;
- cross-frontier projects which are not sufficiently viable to pass the threshold, based on available resources, where a Member State would be willing to intervene<sup>2</sup>;
- projects having a socio-economic profitability at the national level which is insufficient to justify their undertaking but from the Community point of view, taking account of the Community's objectives, have a greater benefit;
- projects which facilitate the standardization of equipment and the synchronisation of work on the Community communications network.

30. At the Council's request the Commission attempted in its second report (COM(81) 507) to define 'Community interest' in more precise terms, for the purposes of granting Community aid.

31. The Commission has approached the problem of identifying transport infrastructure projects of Community interest from two angles:

- first, by distinguishing between the Community interest and the purely national interest of a particular project and
- secondly, by attempting to quantify the Community interest of a project.

32. The first method requires no further explanation and one need only refer to the summary in paragraph 29 of this report and to paragraphs 2.1.1 to 2.1.5 inclusive of the Commission's document.

The second approach on the other hand is less obvious and calls for some additional explanation.

33. The Commission rightly points out that quantitative methods of analysis are essential for the purposes of financing transport infrastructure projects from Community funds and that the following factors must be taken into account (see paragraph 2.2.2):

- intra-Community transport considerations, i.e., the respective costs and benefits of a project on the territory of a Member State and the anticipated advantages of the project for the country or countries financing the project or for the Community, and

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<sup>1</sup>OJ No. C 207, 2.9.1976, p. 9 or Doc. 244/76, p. 24

<sup>2</sup>See also paragraph 22 of this report

- aspects which go beyond considerations of transport policy alone and have a bearing on other community objectives, such as regional development, energy saving, economic convergence and so on.

34. The Commission is also right in pointing out that a quantitative analysis, however useful, is not the only parameter on which the decision must be based.

Indeed, infrastructure projects cover a wide range of aspects which are difficult to quantify, in particular environmental and regional implications, and savings of time and money. It is difficult therefore to incorporate all these factors in a definitive cost/benefit analysis, although such an exercise is naturally important.

35. The Committee on Transport believes that, for the purposes of the ultimate decision on whether or not to grant Community aid for transport infrastructure projects, particular importance should be attached to the following factors:

- (a) the anticipated advantages of a particular project for transport in the Community, which should be evaluated by 'multi-criteria analysis', i.e. taking into account not only the costs and benefits but other factors (e.g. regional or environmental factors) which are more difficult or impossible to quantify;
- (b) the likely future trends in transport in general and over particular routes, based of course on traffic forecasts;
- (c) the financial capacities of the Member State in whose territory a project is to be carried out and the probable impact of that project on the Member State;
- (d) making optimum use of the Community's limited financial resources.

36. This latter objective must, by its nature, be the prime objective of a responsible common infrastructure policy financed from Community funds. It is important therefore that the responsible authorities be in a position to make a final choice from among a large number of projects of Community interest and to embark on these projects in a practical and realistic manner. Furthermore, it goes without saying that Community aid is complementary to national aid, as the Commission emphasizes in its report.

(iii) Community support for minor transport infrastructure projects of Community interest

37. To ensure that Community funds for transport infrastructure are spent as effectively as possible, the Commission has proposed in its second report on Community support mainly major projects on principal routes.

In paragraph 6.3.2 of document COM(81) 507 the Commission states that 'The Community can, on practical grounds, only expect to take a practical role in relation to large projects having a wide-spread impact'.

38. At the hearing of 28 October 1981, however, both the experts and the members of the Committee on Transport present took issue with this view and underlined the urgent need for eliminating minor bottlenecks as well. The Consultative Committee of Local and Regional Authorities in the Community noted in its written submission that smaller and less ambitious projects could be of particular value to specific areas<sup>1</sup>.

39. This view concurs with recommendations made in the past by the European Parliament in this connection, including the report drawn up by Mr Seefeld on the present state and progress of the common transport policy in which the rapporteur makes the point that the Community's aim should be to close both the major and minor gaps that exist in the transport network, in particular at the Community's internal frontiers<sup>2</sup>. A similar viewpoint is defended in the Klinkenberg report on the Memorandum of the Commission on the role of the Community in the development of transport infrastructure<sup>3</sup>.

Furthermore, in the annex to her opinion on the preliminary draft budget for 1982 of the Committee on Transport drawn up on behalf (PE 73.948/fin.), Dame Shelagh Roberts suggests some interesting examples of possible combinations of projects which could be considered for Community aid. These include not only major projects, such as the Channel Tunnel and a permanent link across the Straits of Messina, but also smaller projects like the modernization of the railway line between Dublin and Belfast, improvements to road links to ports in the United Kingdom and so on.

40. The Committee on Transport therefore believes that the Community interest can usefully be served at little cost to the Community by eliminating minor bottlenecks in transport links throughout the Community. The allocation of Community funds for minor projects, which must by their nature be of Community interest, also has tactical and political advantages in that action can be taken more rapidly, whereas the decision-making procedure for major projects is understandably often particularly circuitous and time-consuming.

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<sup>1</sup> See PE 75.242, p.4

<sup>2</sup> Seefeld report, Doc. 512/78, p.17, paragraph 41

<sup>3</sup> Klinkenberg report, Doc. 1-601/80, p. 11 paragraph 15

(iv) Introduction of a common system of charging for the use of transport infrastructures

41. The Commission's reports discussed here do not deal in detail with the introduction of a common system of charging for the use of transport infrastructures, along the lines already proposed by the Commission in 1971<sup>1</sup>.

In fact the Commission withdrew a proposal for a decision on this subject at the end of last year<sup>2</sup>. This does not mean, however, that the existence of such a system would not give the Community greater scope for financing transport infrastructure projects of Community interest. Consequently the Commission ought to have given details of such a system in its reports or at least drawn attention to the Council's inability to reach agreement on this subject.

42. Apart from the obvious advantages of this scheme in terms of greater financial participation by the Community in the construction or improvement of transport links which are important from a Community viewpoint, any system which passes on transport infrastructure costs to the consumer constitutes an important basis for a modern, rational and fair transport policy. This view has been explained in detail by the European Parliament in an opinion on this subject<sup>3</sup>.

III. RECOMMENDATIONS FOR THE IMPLEMENTATION OF A COHERENT COMMON TRANSPORT INFRASTRUCTURE POLICY

43. A number of recommendations and suggestions have already been made in this report in response to the comments in the Commission's reports, previous reports on transport infrastructure have also contained recommendations for Community action in this field. Your rapporteur has therefore confined himself in this chapter to recommendations which have not yet been discussed or which he considers to be of fundamental importance.

<sup>1</sup> OJ No. C 62, 22.6.1971, p. 5

<sup>2</sup> OJ No. C 307, 27.11.1981, p. 3

<sup>3</sup> See Kollwelter report (Doc. 195/73), OJ No. C 108 of 10.12.1973, page 67

(i) The urgent need to adopt the proposal for a regulation on Community support

44. As already indicated in paragraph 5, the Committee on Transport considers it absolutely essential for the implementation of the common transport infrastructure policy that the Council should adopt as soon as possible the Commission's proposal for a regulation on support for projects of Community interest in the field of transport infrastructure.

45. In addition to the arguments already put forward in this connection, yet another reason for according such priority is the Committee on Transport's concern to break out of the 'catch 22' situation which exists, and which is described as follows in the Commission's report on bottlenecks: 'Some Member States do not wish to give their views on the proposed regulation until they have full details of the projects to be financed, whereas the Member States which will have to propose concrete projects qualifying for funding are reluctant to do so until the regulation has been adopted.'<sup>1</sup>

46. Without going into details, it is fair to say, in the light of the Council's handling of the proposal for a regulation since the document was submitted on 5 July 1976, that the Commission's analysis is very close to the truth,

For instance, the proposal was not even discussed at a number of Council meetings<sup>2</sup>, and at the meetings where it was discussed it was decided either to refer the proposal to the Committee of Permanent Representatives for further study<sup>3</sup> or to instruct the Commission to draw up further reports<sup>4</sup>.

47. At its last meeting on 15 December 1981 the Council finally adopted a resolution on Community aid for transport infrastructure.

This resolution, (see text in Annex V) is, in your rapporteur's opinion, yet another attempt to put off a decision on this matter, since:

- the Committee of Permanent Representatives has once again been instructed to continue its examination of the Commission's proposal, and

<sup>1</sup> COM(80) 323, page 30, paragraph 6.6, second subparagraph

<sup>2</sup> Meetings of the Council of Transport Ministers of 4 November and 16 December 1976, 28/29 June and 27 October 1977, 12 June 1978, 20 February and 6 December 1979.

<sup>3</sup> Council meetings of 20/21 December 1977, 24 June and 4 December 1980 and 26 March 1981.

<sup>4</sup> Council meeting of 23 November 1978, at which the Commission was asked to draw up the two reports under discussion here.

- the Commission has been asked in collaboration with the Committee on Transport infrastructures, 'to apply on an experimental basis the methods of appraising Community interests in infrastructure projects recommended in the report on the criteria for the evaluation of projects of Community interest to a limited number of specific projects' and to submit its conclusions on this work by 1 October 1982.

The end of the tunnel is therefore still not in sight.

48. The Committee on Transport considers that to approach such an important issue of transport policy in this way is totally unacceptable and urges the Council not to seek any more pretexts or excuses for further delaying a decision, but to enact the regulation in question without delay and, if possible, at its next meeting.

(ii) Drawing up a list of priorities for European transport infrastructure projects

49. In the Committee on Transport's opinion the drawing up of a list of priorities for European transport infrastructure projects is the second most important requirement for the implementation of a balanced common transport infrastructure policy.

50. The need for such a list has already been pointed out by the European Parliament in the report drawn up by Mr Klinkenberg (Doc. 1-601/80), which in fact specified the following seven categories of transport infrastructure projects to be included in the list of priorities:

- main transport links in the Community,
- local border crossings at internal frontiers of the Community,
- transit routes between Member States through third countries,
- main transport links by land to third countries,
- main air and sea links to third countries,
- internal Community projects with considerable importance for Community regional policy,
- regional links to third countries at the external frontiers<sup>1</sup>.

51. Although under Article 4 of the 1976 proposal for a regulation it is the Member States who must submit to the Commission their requests for financial support for projects, the Committee for Transport Infrastructure, which examines these requests, and the Commission, which after consultation within the committee has to prepare a report with a justified opinion, both have an opportunity of taking Parliament's recommendations into consideration.

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<sup>1</sup>Resolution contained in the Klinkenberg report, OJ No. C 144, 15.6.1981, page 78.

52. The Committee on Transport therefore calls on the Commission to take proper account of the projects recommended by the European Parliament in the report proposing projects for Community support which it must draw up and forward to the Council and Parliament annexed to the general introduction to the preliminary draft budget, pursuant to Article 5 of the proposal for a regulation.

53. In addition to the projects which were the subject of previous motions for resolutions, and were thus included in the Klinkenberg report, other projects have also been covered in the meantime in subsequent parliamentary reports, in particular:

- the construction of a Channel tunnel<sup>1</sup>
- the construction of the 'Innkreis-Pyhrn-Autobahn' (IPKA motorway) in Austria<sup>2</sup> and
- the extension of the Community rail network<sup>3</sup>.

Four further motions for resolutions are annexed to this report, which advocate three specific projects namely

- a tunnel between Montecroce and Carnico (Austria - Italy)<sup>4</sup> and
- the Spluga tunnel through the Alps between Switzerland and Italy<sup>5</sup>, and
- the El motorway between Civitavecchia and Livorno (Italy)<sup>6</sup>,

which the Commission is also asked to take into account.

54. Lastly, your rapporteur wishes to draw attention to reports which are shortly to be put before Parliament by the Committee on Transport and which also concern transport infrastructure projects, in particular:

- the extension of waterways in Europe (rapporteur: Mr K.-H. Hoffmann), based on the motion for a resolution by Mr Loo on waterways in Europe, and more particularly on the Rhine-Rhone waterway (Doc. 1-907/80) and the motion for a resolution by Mr Goppel and others on the Rhine-Main-Danube waterway (Doc. 1-315/81),
- on improving transalpine railway links (rapporteur: Mr Cottrell) based on a motion for a resolution of the same title by Mr Carossino and others (Doc. 1-717/81).

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<sup>1</sup> See report by Mr De Keersmaeker, Doc. 1-93/81, OJ No. C 144 of 15.6.1981.

<sup>2</sup> See report by Mr Helms, Doc. 1-186/81, OJ No. C 172 of 13.7.1981.

<sup>3</sup> See report by Mr Gabert, Doc

<sup>4</sup> Motions for resolutions, Docs. 1-625/80 and 1-528/81 (Annexes I and III).

<sup>5</sup> Motion for a resolution, Doc. 1-396/81 (Annex II).

<sup>6</sup> Motion for a resolution, Doc. 1-21/82 (Annex IV).

(iii) More rational use of existing transport infrastructures

55. The Committee on Transport is firmly convinced that more efficient use of the existing transport infrastructures would undoubtedly lead to the elimination of numerous bottlenecks.

It believes therefore that no effort should be spared to encourage more rational use of the existing infrastructure and thereby avoid using limited Community resources to finance unnecessarily large investments.

56. The measures which can be taken in this connection fall into two categories as outlined in the following paragraphs.

(a) General measures to increase the efficiency of the transport network

57. The International Road Transport Union (IRU) rightly points out in its written submission that by improving the quality of the road network, providing better road signs and information for road users about traffic conditions, de-icing of major trunk roads, etc.<sup>1</sup>, it will be possible to contribute to a smoother flow of traffic or, in other words, to avoid creating specific bottlenecks.

58. In your rapporteur's opinion, permanent radio broadcasting of information for road users is one of the most useful ways of avoiding, or at least limiting, traffic jams resulting from sudden changes in weather conditions or accidents, e.g. by suggesting alternative routes to road users. The value of such traffic information has already been demonstrated in trials particularly in Germany.

59. The Committee on Transport calls on the Commission, in collaboration with the relevant national authorities and professional organizations, to study this matter and to bring forward appropriate proposals.

(b) Specific measures to improve frontier crossings

60. Unfortunately it is a well-known and distressing fact that, a quarter of a century after the founding of the European Community, most bottlenecks still occur on the internal frontiers of that Community.

These bottlenecks result mainly from:

- gaps in cross-frontier transport links and infrastructure,
- the numerous complicated and often time-consuming formalities and controls at the border and

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<sup>1</sup> See Notice to Members, PE 75.148

- the lack of suitable infrastructural facilities for customs purposes at frontier posts (for instance, parking facilities for lorries which have to undergo specific controls).

61. An own-initiative report drawn up by Mr Schyns on the difficulties encountered at the Community's internal frontiers in the transport of passengers and goods by road (Doc. 678/78), to which reference has already been made in this report, gives a detailed list of various difficulties and a comprehensive series of specific measures designed to resolve them.<sup>1</sup>

62. As precious little practical action has been taken since then, the committee on Transport addresses an urgent appeal to the Commission and the Council to expedite their activities with regard to the implementation of Parliament's recommendations.

Investment in infrastructure must go hand in hand with investment in bottlenecks on the internal frontiers of the Community, especially where it is not so much financial investment but political will and readiness to tackle bottlenecks which is needed.

#### IV. CONCLUSIONS

63. Your rapporteur has examined both Commission reports in depth from the point of view, firstly, of the views of the European Parliament and its Committee on Transport with regard to transport infrastructure facilities and, on the other hand, of the implementation of a coherent transport infrastructure policy in the Community which, it must be stressed, is an essential component of a common transport policy.

64. He is sorry to have to note, however, that in spite of the valuable information contained in both Commission reports, the report on bottlenecks in particular is characterized by serious omissions and shortcomings, which are due to the approach chosen by the Commission, namely that bottlenecks in the various Member States should be listed by the national authorities on the basis of national considerations, programmes and criteria.

65. The two main consequences of this approach are:

- (1) The absence of a European dimension, which is demonstrated by failure to discuss bottlenecks in cross-frontier transport links within the Community and in transport links with third countries and
- (2) the lack of clarity and, in particular, of comparability of data.

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<sup>1</sup> For more details refer to this report

66. This report has dealt in more detail with a number of specific aspects of transport infrastructure, particularly the definition of a bottleneck and the identification of transport infrastructure projects of Community interest.

67. The Committee on Transport's basic approach to the question of Community aid for minor infrastructure projects of Community interest differs from that of the Commission and this report makes a case for not limiting Community funds to major projects, alone.

68. Having referred to previous reports on this subject, the Committee on Transport has limited its recommendations to three, namely:

- the implementation of the proposal for a regulation on support for infrastructure projects of Community interest as soon as possible,
- the urgent need to draw up a list of priorities for European projects, to include projects advocated by the European Parliament, and
- the adoption of measures designed to ensure more rational use of existing transport infrastructures.

69. In conclusion, the Committee on Transport must once again stress its view that, if the Community wishes to make real progress in the field of transport infrastructure, it is imperative that the Council should adopt the proposal for a regulation on Community support for transport infrastructure projects of Community interest of 5 July 1976 as soon as possible.

ANNEX I

MOTION FOR A RESOLUTION (Doc. 1-625/80)

tabled by Mr DIDÓ, Mr RIPA di MEANA, Mr ARFE and Mr GATTO

pursuant to Rule 25 of the Rules of Procedure

on the plan for a tunnel between Montecroce and Carnico

The European Parliament,

- having regard to the entry of Greece in January 1981,
  - having regard to the intensification of economic and commercial relations between the countries of Europe and the countries of the Middle East and more generally the developing countries,
  - conscious of the need for a more adequate transport policy not only for the Member States but for the Community in its own right,
  - considering that such a policy must be supported by the creation of efficient, rational and coherent infrastructures aiming at energy savings, and the balanced development of the different regions of the Member States,
1. Asks the Commission to consider the transport system of the upper Adriatic and Upper Tyrrhenian regions as forming part of the Community integration process;
  2. Calls for the construction of the planned Montecroce-Carnico tunnel (between Austria and Italy), including work relating to the motorway on the Austrian side and the road link between Venice and Trieste on the Italian side, to be declared as being of "Community interest" and coordinated with the infrastructure projects for the whole of the region (adjoining Italy, Yugoslavia and Austria) so as to attain the optimum level of use of the Adriatic ports, roads and railways;
  3. Instructs its President to forward this resolution to the Council and to the Commission and to the governments concerned.

MOTION FOR A RESOLUTION (Doc. 1-396/81)

tabled by Mr BONACCINI, Mr CAROSSINO, Mrs CASSANMAGNAGO CERRETTI, Mr DIANA, Mr GIAVAZZI, Mr LEONARDI, Mr MACARIO, MR RIPA di MEANA, Mr SASSANO and Mr TRAVAGLINI

pursuant to Rule 47 of the Rules of Procedure

on the development of the Community's transport infrastructure

The European Parliament,

- considering the Memorandum of the Commission of the EEC on the role of the Community in the development of transport infrastructure (COM(79) 550 final),
- referring also to the report submitted on behalf of the Committee on Transport on that Memorandum (Doc. 1-601/80), and especially paragraph 13 of the motion for a resolution and point 49 of the explanatory statement,

Asks the Commission to keep in mind, when drawing up the requested priorities for projects of Community interest, the projects relating to the crossing of the Alpine passes, including the possibility of the Spluga tunnel as a solution to the communication problems between Italy and Switzerland through Lombardy so as to solve, at least partially, the region's present serious problems and those connected with its future development; this region at present accounts for over one third of Italian and international traffic and there is a pressing need for a more equal distribution of all traffic within and outside the region itself with considerable energy savings by ensuring the rational use of railways and combined transport.

ANNEX III

MOTION FOR A RESOLUTION (Doc. 1-528/81)

tabled by Mr CECOVINI, Mr BANGEMANN, Mr IRMER, Mr MAHER, Mr DIANA,  
Mr PEDINI, Mr PANNELLA, Mr CALVEZ, Mr BEYER de RYKE, Mrs PRUVOT,  
Mr HABSBURG

pursuant to Rule 47 of the Rules of Procedure

on the development of the Community's transport infrastructure

The European Parliament,

- having regard to the Memorandum of the Commission of the EEC (COM(79) 550 fin.) on the role of the Community in the development of transport infrastructure,
  - having regard also to the report submitted on behalf of the Committee on Transport (Doc. 1-601/80) relating to this memorandum and in particular to paragraph 13 of the motion for a resolution and paragraph 24 of the explanatory statement to this report,
  - having regard to motion for a resolution Doc. 1-90/80 of 16 April 1980,
  - whereas motion for a resolution Doc. 1-396/81 refers to the possibility of the Spluga tunnel as a solution using the railway network,
  - considering the need to make parallel proposals for the Monte Croce Carmico tunnel as a solution using the road network, a possibility referred to previously,
  - whereas the Monte Croce Carmico tunnel is essential to offset the adverse effects on the frontier region of Friuli-Venice-Giulia which would be bypassed and cut off from Community traffic if the Innkreis-Pyhrn motorway through Austria and Yugoslavia to Greece were the sole project to be carried out with Community financing,
1. Requests the Commission to keep in mind, when drawing up the requested list of priorities for projects of Community interest, the projects relating to the crossing of Alpine passes including the possibility of the Monte Croce Carmico road tunnel as a solution to the communication problems between Italy and Bavaria through Austria so as to solve, at least partially, the region's long-standing serious problems and those connected with its future development, in the light of Greek accession and exploitation of the "via Adriatica";
  2. Instructs its President to forward this resolution to the Council and the Commission.

MOTION FOR A RESOLUTION (Doc. 1-21/82)

tabled by Mr FILIPPI, Mr HABSBURG, Mr PEDINI, Mr ANTONIOZZI, Mr ZECCHINO, Mr MACARIO, Mr BERSANI, Mr GHERGO, Mrs GAIOTTI DE BIASE, Mr DEL DUCA, Mrs CASSANMAGNAGO CERRETTI, Mr BARBI and Mr SASSANO

pursuant to Rule 47 of the Rules of Procedure

on the completion of the E1 motorway, in particular the stretch between Civitavecchia and Livorno

The European Parliament,

- whereas in September 1950 certain major European routes were defined in Geneva as potential links between the various countries of Europe by means of motorways or main trunk roads (with four lanes),
- whereas the signatory countries thereby undertook to open the way to a programme of motorway construction and modernization of the existing road network,
- whereas one of the planned routes - designated 'E 1' - was due to extend from Sicily to France through Ventimiglia and along the Tyrrhenian coast, and then to fork out in the direction of the French Atlantic coast opposite the United Kingdom on the one hand and that of Spain on the other,
- whereas at present it is possible to travel from Sicily to Ventimiglia by motorway (dual carriageway divided by a central reservation with a guard-rail and two lanes of traffic plus one emergency lane on each carriageway) except for a stretch of approximately 230 kilometres between Civitavecchia and Livorno (the remaining 1370 kilometres of motorway have been in use for some considerable time),
- whereas if this motorway link were completed, it would be a valid alternative to the 'Autostrade del Sole' (on which traffic has been extremely heavy for several years) for all traffic to or from central Europe, by enabling such traffic to use the Voltri - Alessandria, Parma - La Spezia, and Florence - Pisa motorways which already link the Piedmont, Lombardy, Emilia and Tuscany regions to the Tyrrhenian motorway;

Calls upon the Council of Ministers and the Commission to take appropriate measures to ensure that the abovementioned stretch of motorway is completed and to make representations to the Italian Government which is directly concerned by this problem.

COUNCIL RESOLUTION OF 15 DECEMBER 1981 CONCERNING COMMUNITY SUPPORT  
FOR TRANSPORT INFRASTRUCTURE

The Council,

- recalling its agreement at its meeting on 26 March 1981 to discuss the proposal for a Council Regulation on support for projects of Community interest in transport infrastructure at a forthcoming meeting on transport questions, together with the conclusions adopted at its meeting on 4 December 1980 comprising guidelines for the continuation of work on this subject;
- having taken note of the Commission's report on the application of the Council Decision of 20 February 1978 instituting a consultation procedure and setting up a committee in the field of transport infrastructure, believes that the Transport Infrastructure Committee has made a useful contribution to the achievement of the aims set out in that Decision and looks forward to its continuing to do so;
- emphasizes the importance for the Community both of a continuous exchange of information on plans and programmes for transport infrastructure development and of the timely submission of projects of Community interest for consultation;
- takes note of the Commission's Report on the criteria for the evaluation of projects of Community interest, which meets the Council's request of 23 November 1978;
- sees this Report, which should be considered in relation with the Commission's Report of 19 June 1980 on bottlenecks in transport infrastructure, as an important stage in the discussion of this subject;
- asks the Commission, in collaboration with the Transport Infrastructure Committee, to apply on an experimental basis the methods of appraising Community interest in infrastructure projects recommended in the Report on the criteria for the evaluation of projects of Community interest to a limited number of specific projects and requests the Commission to submit its conclusions on this work by 1 October 1982;
- instructs the Permanent Representatives Committee to continue its examination of the Commission proposal particularly as regards:
  - = the scope of the Regulation;
  - = the possible forms of financial support for projects of Community interest and the conditions which should be attached to them;
  - = the suggested decision-making procedure with special reference to the role of the Council in this respect.

OPINION OF THE COMMITTEE ON REGIONAL

POLICY AND REGIONAL PLANNING

Draftsman: Mr Karl SCHÖN

On 13 May 1981 the Committee on Regional Policy and Regional Planning appointed Mr Karl SCHÖN draftsman.

It considered the opinion on 28 April 1982 and adopted it by 9 votes to 0 with 1 abstention.

The following took part in the vote: Mr DE PASQUALE, chairman; Mrs FUILLET, vice-chairman; Mr GENDEBIEN, Mr GIUMMARRA, Mr HARRIS, Mr KAZAZIS, Mr KYRKOS, Mr TREACY, Mr VERROKEN and Mr von der VRING (deputizing for Mr Karl SCHÖN, draftsman).

## I. Introduction

1. In its opinion of 21 October 1980 to the Committee on Transport on the Commission's Memorandum on the role of the Community in the development of transport infrastructure<sup>1</sup>, the committee expressed its general views on the regional policy aspects of transport policy. In that opinion, the committee emphasized that the development of transport infrastructure between the central regions might well increase the problems of the remoter regions, unless measures were taken simultaneously to improve both the local transport infrastructure of the remoter areas and their principal links with neighbouring regions.

2. The maps contained in the annex to the Commission report show clearly that most transport bottlenecks are situated in and around those areas in which there is the strongest concentration of economic activity and that bottlenecks in the remoter areas are the exception. This is partly a natural and logical consequence of the general problem dealt with in this report and partly, although this was probably not the Commission's intention, a consequence of the procedure which it followed in drawing up this document. The material which it contains seems to be largely included on the basis of purely national priorities and existing financial limitations at national level.

## II. Criteria for the designation of bottlenecks

3. It would appear from the report that the Commission has had to abandon the attempt to lay down uniform criteria for the designation of bottlenecks, with the result that the examples listed have been designated not only by the national authorities but also on the basis of national criteria. The document submitted by the Commission thus constitutes the sum of national considerations and projects: this is clearly a shortcoming in a report which should be principally concerned with bottlenecks of significance for several Member States. As a result, serious bottlenecks, the elimination of which would be considered by national authorities to be unrealistic on financial grounds, are therefore either not mentioned at all or are listed by only one of the Member States concerned, even though it is precisely in such cases that Community intervention would be particularly justified. For example, the Channel link is listed only by the United Kingdom, even though the project would also be of great significance for France and Belgium. The link over the Fehmarn Belt is listed only by Germany, even though it is of at least equal importance to Denmark, which at present does not feel able to contemplate substantial financing of such large-scale bridge projects. For the same reason, Denmark has omitted to mention the missing fixed link across Øresund, notwithstanding the fact that a fixed link between the European continent and the Scandinavian peninsula via the Fehmarn Belt and Øresund would be of significant Community interest.

<sup>1</sup> Doc. 1-601/80

4. These examples would suggest that there may be a similar lack in respect of projects of particular importance for the remoter areas, such as projects linking connecting routes to the main network in the interests of the Community as a whole, in particular when such connecting routes are intended to reduce the isolation of a remoter area. Similarly, cross-frontier transport infrastructures in remoter areas have not been given sufficient attention under the procedure followed in the report. The committee therefore considers that the report under consideration constitutes an inadequate basis for a Community initiative, as there is a danger that support might be given to some projects which would be implemented in any case, whereas others, which could only be implemented with Community support, have been omitted as impracticable, as the national planning authorities have not taken account of the possibility of Community assistance. Thus before concrete measures are taken in this field, the Commission should obtain further information from the Member States on projects which are objectively considered as necessary, but which are omitted from national plans owing to the lack of financial resources and/or low priority on the basis of purely national criteria.

### III. Financial instruments

5. The Regional Fund already contributes towards the financing of certain types of transport infrastructure projects considered in the Commission report. The question therefore arises of the scope of the new financial provisions with reference to the activities of the Regional Fund. The Commission fails to adopt a specific position on this question, and merely confines itself to indicating the unsuitability of existing instruments and the consequent need for an additional regulation.

6. One possible solution is to let both instruments overlap one another so that certain types of transport infrastructure projects may be supported under both Community instruments. The committee considers that this would be the most appropriate solution, as among other things this would obviate the need to lay down a clear definition - which would be difficult in practice - of the respective scope of the two financial instruments. To achieve the most effective utilization of the limited resources available, the regulation should merely ensure that the same projects should not be granted financial assistance under both the Regional Fund and the proposed new instrument. This would not seem to preclude the combining of loans from the European Investment Bank or under the New Community Instrument with one of the two forms of aid stated above.

### IV. CONCLUSIONS

7. In general terms the committee welcomes the Commission's initiative as being potentially positive and important for regional policy, particularly in cases where a project can help to improve links with remoter areas or improve cross-frontier transport infrastructure. Where it is feared that a project may have negative economic consequences on neighbouring

regions, it should be accompanied by regional or transport policy measures aimed at eliminating such consequences.

8. In this connection, as stated above, the committee questions the desirability of any designation of projects on the basis of the information currently available, which largely seems to be the sum of separate national considerations. The bottlenecks listed in the report mainly appear to be those which are within the individual Member States' economic capacity, and are important enough to be implemented within a reasonable period of time even if Community support was not forthcoming.

9. A Community instrument would appear justified above all for projects on such a large scale or of such relatively small purely national interest that they would probably not be implemented over the next few decades without Community support. These are the very projects which would be largely excluded in any designation of projects on the basis of existing national plans and priorities.

