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**Economic Commission for Europe****Inland Transport Committee****Eighty-fourth session**

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Item 11 (a) of the provisional agenda

**Partnerships and activities of other organizations  
and programmes/projects of interest to the Committee:  
Transport developments in the European Union****Transport developments in the European Union in 2021****Submitted by the European Commission and the secretariat\****Summary*

This note provides the Inland Transport Committee with a brief review of some of the main activities, policy developments and decisions by the European Union (EU) in the course of 2021, relevant for the countries in the United Nations Economic Commission for Europe (ECE) region and particularly for the Inland Transport Committee to consider in light of its regional and global activities:

Related ITC activities are highlighted to facilitate the discussion.

This note is intended to supplement the oral information provided by the representative of the European Commission at the session of the Inland Transport Committee (ITC).

**I. Introduction**

1. EU transport policies aim at fostering clean, safe, sustainable, resilient and efficient mobility throughout Europe, underpinning the internal market of goods and the right of citizens to travel freely throughout the EU. The main actions — new legislation, consultations, publications, initiatives — carried out by EU during 2021 in the field of inland transport, and also relevant for non-EU countries, are illustrated below.

**II. ‘Fit for 55’ packages to achieve sustainable and smart mobility**

2. On 9 December 2020, the European Commission adopted its ‘Sustainable and Smart Mobility Strategy’.<sup>1</sup> In 2021, it adopted two packages of proposals to make the EU's climate,

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\* This document is reproduced without editing.

<sup>1</sup> [https://ec.europa.eu/transport/themes/mobilitystrategy\\_en](https://ec.europa.eu/transport/themes/mobilitystrategy_en)

energy, land use, transport and taxation policies fit for reducing net greenhouse gas emissions by at least 55% by 2030, compared to 1990 levels. Achieving these emission reductions in the next decade is crucial to Europe becoming the world's first climate-neutral continent by 2050 and making the European Green Deal a reality.

3. On 14 July 2021, the European Commission adopted a package of proposals ('Fit for 55' package) representing the legislative tools needed to enable the necessary acceleration of greenhouse gas emission reductions in the next decade. They combine: application of emissions trading to new sectors and a tightening of the existing EU Emissions Trading System; increased use of renewable energy; greater energy efficiency; a faster roll-out of low emission transport modes and the infrastructure and fuels to support them; an alignment of taxation policies with the European Green Deal objectives; measures to prevent carbon leakage; and tools to preserve and grow natural carbon sinks.

4. EU Emissions Trading System - ETS (i.e. price on carbon and lowers the cap on emissions from certain economic sectors every year): the European Commission proposed to lower the overall emission cap even further and increase its annual rate of reduction. It also proposed to phase out free emission allowances for aviation and align with the global Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), and to include shipping emissions for the first time in the EU ETS. To address the lack of emissions reductions in road transport and buildings, a separate new emissions trading system was proposed to be set up for fuel distribution for road transport and buildings. The Commission also proposed to increase the size of the Innovation and Modernisation Funds. A dedicated part of the revenues from the new system for road transport and buildings should address the possible social impact on vulnerable households, micro-enterprises and transport users.

5. Revision of the CO<sub>2</sub> emissions standards for cars and vans: the European Commission proposed to accelerate the transition to zero-emission mobility by requiring average emissions of new cars to reduce by 55% from 2030 and 100% from 2035 compared to 2021 levels. As a result, all new cars registered as of 2035 will need to be zero-emission. To ensure that drivers are able to charge or fuel their vehicles at a reliable network across Europe, the proposed revision of the Alternative Fuels Infrastructure Regulation requires Member States to expand charging capacity in line with zero-emission car sales, and to install charging and fuelling points at regular intervals on major highways: every 60 kilometres for electric charging and every 150 kilometres for hydrogen refuelling.

6. Alternative Fuels Infrastructure Regulation: this proposal aims also to require that aircraft and ships have access to clean electricity supply in major ports and airports. In addition, the ReFuelEU Aviation initiative proposes to oblige fuel suppliers to blend increasing levels of sustainable aviation fuels in jet fuel taken on-board at EU airports, including synthetic low carbon fuels, known as e-fuels. Similarly, the FuelEU Maritime Initiative proposes to stimulate the uptake of sustainable maritime fuels and zero-emission technologies by setting a maximum limit on the greenhouse gas content of energy used by ships calling at European ports.

7. Tax system for energy products safeguarding and improving the Single Market, while supporting the green transition by setting the right incentives. A revision of the Energy Taxation Directive was proposed as part of the package to align the taxation of energy products with EU energy and climate policies, promoting clean technologies and removing outdated exemptions and reduced rates that currently encourage the use of fossil fuels.

8. On 14 December, the Commission adopted a second package of proposals, including the revision of the TEN-T Regulation. With a view to completing a fully operational, multimodal Trans-European Transport Network (TEN-T) while realising the targets of the Sustainable and Smart Mobility Strategy, the proposal sets out firm incentives to shift demand towards the sustainable transport modes. Specifically, the aims are:

- (a) Increase the number of passengers travelling by rail through the development of a competitive and seamless high speed rail network throughout Europe; and
- (b) Shift a substantial amount of freight onto rail, inland waterways and short sea shipping.

9. The proposed revision of the TEN-T Regulation maintains the overall objective of completing a compliant network within the deadlines of 2030 for the core network, 2040 for the extended core network and 2050 for the comprehensive network. However, the proposal introduces a number of new or reinforced infrastructure requirements, which promote the development of infrastructure of sustainable forms of transport.

10. With regard to rail transport, the proposal introduces a new requirement to enable the carriage of freight with P400 loading gauge capability on the entire network. It foresees the extension of the existing core network requirements to the entire comprehensive network (22.5 tons axle load, 740 m train length) and the requirement of the 100 km/h line speed for the extended core network. In addition, a minimum line speed of 160 km/h is proposed for passenger lines on the core and the extended core network. The deployment of ERTMS on the entire network is required by 2040, while the decommissioning of existing national class B systems is made mandatory.

11. Short sea shipping will be promoted within a wider perspective by integrating all the components of the maritime dimension into a new concept; the European Maritime Space.

12. In the field of road transport, the focus is on improving the quality of roads to increase road safety and to augment the number of rest areas and safe and secure parking spaces along the TEN-T.

13. Multimodality and EU urban nodes (at least 100,000 inhabitants): the proposal foresees an increase in the number of multimodal freight terminals on the TEN-T. For the urban nodes, the requirement to implement a Sustainable Urban Mobility Plan (SUMP) and the development of transshipment facilities (multimodal freight terminals and passenger hubs) is introduced.

14. In order to achieve the targets and to fulfil the objectives of the European Green Deal and the Sustainable and Smart Mobility Strategy, an intermediary deadline of 2040 is proposed to be introduced for the new standards applied to the core network and for the advancement of the existing standards as applied to the comprehensive network. This notably concerns the deployment of ERTMS.

15. The integration of the nine core network corridors with the eleven rail freight corridors to form a set of European Transport Corridors constitutes a major element of the TEN-T proposal. In addition, with the proposal, the current corridor governance system is set to be further reinforced. The status of the work plans of the European Coordinators, which are to be elaborated every four years, will be strengthened.

16. The proposal is now being negotiated with the European Parliament and the Council, with a possible entry into force of the revised Regulation in the course of 2023.

### **III. Transport Infrastructure**

#### **A. European Union Investment in transport infrastructure in the EU Budget 2021–2027**

##### **1. Connecting Europe Facility (CEF) 2021–2027**

17. Following the political agreement of the European Parliament and the Council in March 2021, the Connecting Europe Facility (CEF) Regulation<sup>2</sup> for 2021-2027 was adopted in July 2021. The budget foreseen for transport amounts to €25.8 billion, with €12.83 billion in the general envelope, €11.286 billion in the cohesion envelope and €1.69 billion for the dual use of infrastructure with a view to improving both civilian and military mobility.

<sup>2</sup> Regulation (EU) 2021/1153 of the European Parliament and of the Council of 07 July 2021 establishing the Connecting Europe Facility programme and repealing Regulations (EU) No 1316/2013 and (EU) No 283/2014. OJ L 249, 14.7.2021, p. 1.

18. On the basis of the CEF Regulation, the Commission adopted in August the first Multi-Annual Work Programme<sup>3</sup> for the transport sector, covering the period 2021-2023. In line with the CEF Regulation objectives and the Sustainable and Smart Mobility Strategy, this Work Programme is contributing to the completion of the Trans-European Networks - Transport (TEN-T), enhancing sustainable and smart mobility, supporting a robust and resource-efficient European transport system, while addressing climate change in accordance with the European Green Deal. The first set of CEF Transport calls for proposals has been launched in September 2021. The calls include an overall budget of almost EUR 7 billion to support projects in line with the above key policy orientations.

## 2. InvestEU

19. InvestEU brings together under one roof the multitude of EU financial instruments currently available to support investment in the EU. The regulation has been adopted in March 2021.<sup>4</sup> The total guarantee amounts to €26.2 billion with a provisioning rate maintained at 40%. The split between the four policy windows was set, with the Sustainable Infrastructure Window benefiting from the largest share of the guarantee at €9.9 billion (almost 40% of total). The envelopes for SMEs Window and Research Innovation and Digitalization Window are of €6.9 billion and €6.6 billion respectively, followed by Social Window at €2.8 billion. At the level of the whole programme, co-legislators agreed on a climate target of at least 30%.

20. As regards strategic investments, they are possible under the 4 remaining windows. As for the link with RRF, non-repayable funds from RRF may be channelled through the MS compartments to serve the Member States' Recovery and Resilience Plans, while respecting the plan's milestones.

21. The overall outcome entails the possibility to support the transport sector, including on innovation and for SMEs, by all InvestEU windows, with the lion share of such support for sustainable infrastructure and vehicles to be backed by the Sustainable Infrastructure Window.

## 3. Cohesion Policy Funds

22. The regulation on the Cohesion Fund has been adopted in June 2021<sup>5</sup>. As agreed in the course of 2020 for its future budget 2021–2027, the EU will dedicate €47.987 billion to the Cohesion Fund, out of which €11.286 billion (current prices) are transferred to CEF. In addition, transport would be also eligible under ERDF (€192.4 billion). Of course, this budget has been to be seen together with the RRF.

23. The European Parliament and Council adopted the Common Provisions Regulation (CPR) for shared management funds in June 2021, including for the EU cohesion policy fund and the ERDF/Cohesion Fund provisions, under which transport investments will be supported as follows. Under Policy Objective 2 “A greener, low carbon Europe”: sustainable multimodal urban mobility, as part of the transition to a net zero carbon economy. The inclusion of urban mobility is very positive as PO2 will be endowed with an important part of the available resources and will be available to all Member States through ERDF6. It can cover both infrastructure and fleets. Under Policy Objective 3 “A more Connected Europe”: mainly development of TEN-T, through investment in infrastructure for railway, inland waterways, road, maritime and multimodal transport including noise reduction measures. It will also support national, regional and local mobility, including improved access to TEN-T and cross border mobility. The co-legislators also agreed to keep rolling stock eligible, with

<sup>3</sup> C(2021) 5763 final of 05.08.2021: Commission Implementing Decision on the financing of the Connecting Europe Facility - Transport sector and the adoption of the work programme for 2021-2027

<sup>4</sup> Regulation (EU) 2021/523 of the European Parliament and of the Council of 24 March 2021 establishing the InvestEU Programme and amending Regulation (EU) 2015/1017

<sup>5</sup> Regulation (EU) 2021/1058 of the European Parliament and of the Council of 24 June 2021 on the European Regional Development Fund and on the Cohesion Fund

<sup>6</sup> However, a maximum of 50% of the urban mobility investments will be taken into account when calculating compliance with the thematic concentration requirements for PO2.

State aid rules applying. In addition, the Just Transition Fund can also support sustainable local transport.

## **B. Sustainable financing**

24. The Taxonomy Regulation, adopted in June 2020, tasks the Commission with establishing a list of environmentally sustainable activities by defining technical screening criteria for each environmental objective. The first EU Taxonomy delegated act, establishing the criteria for climate change mitigation and adaptation, was formally adopted in June 2021. Overall, all modes of transport are covered in this delegated act, but only partially for aviation. The criteria for waterborne transport would need to be revised for the period after 2025. In addition, further work on the climate objectives has been carried out in 2020, including by developing technical screening criteria for additional economic activities. This includes more activities on aviation.

25. A second EU delegated act, establishing the criteria for the remaining four environmental objectives (sustainable use and protection of water and marine resources; transition to a circular economy; pollution prevention and control; protection and restoration of biodiversity and ecosystems), is planned to be published in 2022.

## **C. Transport Community in the Western Balkans**

26. In 2021 we achieved several important objectives:

27. On policy priorities: In 2021, the Sustainable and Smart Mobility Strategy for the Western Balkans was developed. The Strategy mirrors the EU's Strategy and proposes a set of measures framed in a roadmap to help the region move towards a sustainable, smart and resilient mobility system and to direct it to the structural changes required to achieve climate neutrality and its Green Agenda goals.

28. The fifth action plan on Waterborne Transport and Multimodality was finalised in 2021 and endorsed by the Ministerial Council meeting of July 2021. It sets out clear goals and milestones for the period 2021 – 2025 for Regional Partners in terms of acquis harmonisation and infrastructural interventions in inland waterways, maritime and multimodality.

29. In the spirit of the “2021 European Year of Rail”, the first Western Balkans Rail Summit was organised, where the Regional Partners reconfirmed their strategic dedication to the development of the railway system. A capacity building Rail Summer School was also organised in the summer of 2021.

30. Activities in 2021 were focused also on the preparation of the assistance for implementation of the Transport Facilitation Action Plan and on the establishment of the Green Lanes. The WB6 Green Lanes concept was extended to all intra-Western Balkans crossing points in 2021. Discussions on the Western Balkans - EU Green Lanes initiative launched jointly by the Transport Community's and CEFTA's Secretariats progressed.

31. On supporting tools: The setting-up of the Transport Observatory also gained momentum in 2021, with crucial steps for its development successfully carried out.

32. The activities of the technical committees on road, rail, road safety and transport facilitation, working as experts working groups, continued in 2021. Progress was achieved in the measures aiming to improve road maintenance systems and preparation of the strategic framework for deployment of ITS. During 2021, progress was made in two measures: finalisation of the detail designs for improvement of 10 high-risk road sections with a length of 300 km of the Core and Comprehensive network and the establishment of the Western Balkans Road Safety Observatory (WBRSO). WBRSO is part of the Global Network of Road Safety Observatories, which gives the opportunity to WBRSO members to learn from the experience of other regions.

33. On financing: Following the adoption of an Economic and Investment Plan for the Western Balkan in 2020, the first WBIF Operational Board meeting took place in December 2021 to discuss applications for funding for the identified flagship projects.

## **D. Trade and Cooperation Agreement between EU and UK**

34. The United Kingdom of Great Britain and Northern Ireland (UK) left the European Union (EU) at the end of January 2020. A Withdrawal Agreement was signed on 24 January 2020 and entered into force on 1 February 2020.

35. The Trade and Cooperation Agreement which, among others, aims at ensuring continued connectivity between both Parties in road transport, formally entered into force on 1 May 2021. In road freight transport, the agreement provides for liberalised market access for bilateral transport operations between both Parties. It also provides for transit rights across the territory of the other Party and for limited access to the internal market of the other Party.

## **E. Cooperation under the Green Lanes in response to the impact of the Covid-19 pandemic**

36. In response to the outbreak of the COVID-19 pandemic and its severe health and economic impacts in the early Spring 2020, the European Commission has issued practical advice on the implementation of 'green lanes' to keep freight moving freely and efficiently across the EU. Two Commission Communications adopted on 23 March 2020 and 28 October, as a follow-up to Guidelines for border management measures to protect health and ensure the availability of goods and essential services, aim to guarantee open border crossings to all freight vehicles carrying goods where any checks or health screenings should take no more than 15 minutes. Transport personnel should be designated and accepted as essential workers and service providers by all EU Member States authorities. Member States were requested to designate, without delay, all the relevant internal border-crossing points on the trans-European transport network (TEN-T) as 'green lane' border crossings. The green lane border crossings should be open to all freight vehicles, whatever goods they are carrying. The GL system proved to be effective as the average border crossing time along the TEN-T network has been kept below 15 minutes almost all time.

37. The Communication provides that the same principles should apply to the greatest extent possible at the EU's external borders. To that end, the European Commission has cooperated neighbouring countries to ensure smooth transit.

## **IV. Road Transport**

### **A. Tachograph**

38. The tachograph is one of the key instruments to implement and monitor compliance with the rules governing the internal road transport market of the EU. A second version of the smart tachograph is being developed for that purpose, after the new technical specifications of the smart tachograph - which will enhance its capabilities to the benefit of fair competition and road safety - entered into force in August 2021 (Implementing Regulation (EU) 2021/1228). Among others, the new smart tachograph will be able to record border crossings and the position of the vehicle when it is loading or unloading. It will also be able to authenticate satellite signals and transmit real time information on driving times through the short range communication channel.

39. From August -2023, all newly registered vehicles within the scope of the driving time and rest period rules will have to be equipped with a tachograph meeting those specifications. All vehicles engaged in international transport operations with an analogue or digital tachograph will have to be equipped (i.e. through a retrofit) with such tachographs by 31 December 2024, while vehicles equipped with a first version of the smart tachograph will have to be equipped with this second version by 19 August 2025. As of 1 July 2026 this new smart tachograph will also have to be installed in light commercial vehicles engaged in international transport or cabotage operations.

## B. Road pricing

40. In November 2021, the Council of the EU adopted its first reading position based on the results of the negotiations with the European Parliament on the revision of the rules on charging of heavy goods vehicles for the use of certain infrastructures (Directive 1999/62/EC) that the Commission proposed in 2017. The European Parliament approved the final text in February 2022, following which the new rules will be signed and published.

41. Among others, with this revision aims at extending the scope of the Directive to all vehicles with at least four wheels, introducing a variation of road charges of heavy duty vehicles based on their CO<sub>2</sub>-emissions, simplifying the rules on external cost charging for pollution and noise and making charging for air pollution mandatory, and allowing congestion charging if applied to all vehicles (these rules apply on the trans-European road network and on motorways).

## V. Rail Transport

### A. European Year of Rail 2021

42. Decision (EU) 2020/2228 to declare 2021 the European Year of Rail was adopted by the European Parliament and the Council on 23 December and entered into force the day after its publication in the Official Journal on 28 December. The Year highlighted the benefits of rail as a sustainable, smart and safe means of transport. A variety of activities will put rail in the spotlight throughout 2021 across the continent, to encourage the use of rail by both citizens and businesses and to contribute to the EU Green Deal goal of becoming climate-neutral by 2050. A dedicated website was launched and included an overview of the planned activities under the various topics of the Year – from Europe's world-leading, innovative rail industry, to rail's role in European culture and heritage, its importance for connecting regions, people and businesses, its part in sustainable tourism, as well as its involvement in the EU's relations with neighbouring countries, for example.

43. The main highlight of the Year was the Connecting Europe Express, a dedicated EU train that criss-crossed 26 countries in 36 days after the summer. It brought together national, regional and local authorities, society at large and the rail sector to discuss the many benefits of railways and how to overcome the obstacles that still prevent rail from becoming the preferred mode of transport. The official closing ceremony of the Year took place on 21 February 2022. The Commission will submit a report about the Year by the end of 2022.

### B. Single European Rail Area

44. Monitoring the railway markets is necessary in order to inform the policy choices both at EU and national level. Since 2007, the Commission has collected data on rail market developments in the EU Member States and publishes, every two years, a Rail Market Monitoring Survey report (RMMS), addressed to the European Parliament and the Council of the European Union. The report provides an overview of the main developments in rail markets and covers a broad range of topics such as the use of EU rail networks, the evolution of rail services in the internal market, as well as the evolution of framework conditions in the rail sector such as infrastructure charging, capacity allocation, limitations and barriers to more effective services, investments made in railway infrastructure, prices, quality of services, use of public service contracts, degree of market opening and utilisation of access right, licensing, employment and related social conditions. In January 2021, the Commission published the seventh edition of the RMMS report.<sup>7</sup>

45. In order to promote a level playing field in the provision of rail services, the Commission funded the development of a web-based portal, allowing rail service facility operators to upload the description of their facilities in a single platform. The European Rail

<sup>7</sup> Available at: [https://ec.europa.eu/transport/modes/rail/market/market\\_monitoring\\_en](https://ec.europa.eu/transport/modes/rail/market/market_monitoring_en)

Facilities Portal became operational in June 2019.<sup>8</sup> The focus is on facilities located in the EU and along the EU rail freight corridors, but the Portal can also include information on rail facilities in third countries. Promoting rail as a green choice for passenger transportation is an important priority.

46. The Commission has executed a comprehensive study on cross-border long distance rail passenger services, including night trains. The results of the study have been used as one of the inputs for the Commission action plan to boost long-distance and cross-border passenger rail services, which was adopted on 14 December 2021.<sup>9</sup> This action plan addresses the further implementation of EU law and policies as well as the removal of obstacles. Obstacles have been identified in areas such as ticketing, rolling stock availability, capacity allocation and track access charges. The Commission will now implement the actions presented in the action plan. From mid-2022, stakeholders can propose cross-border pilot services with the aim to address identified obstacles.

### C. Rail safety and interoperability

47. 2021 marked the first full year where the European Union Agency's for Railways enhanced powers as an EU authorisation body covered the entire rail system of the Union. As per January 2022 figures, the Agency had already authorised over 30 000 vehicles, delivered over 65 single safety certificate and is working on over 60 ERTMS trackside approvals.

48. The Technical Specifications for Interoperability (TSIs) establish the European requirements for rail infrastructure, rolling stock, signalling and safe train operations. Their uniform application in the rail sector and by the rail supply industry is key to achieve a harmonised and modern rail system. Major development will be taking place in 2022 through the adoption of the Digital rail and Green freight TSIs revision package.

49. The Commission is working on revision of the 'Train Drivers' Directive ([Dir. 2007/59/EC on the certification of train drivers](#)), aimed to improve and facilitate the mobility of train drivers across the EU rail network as well as make it easier for employers to assign train drivers to operations in various Member States. Published in 2020, the evaluation highlighted several shortcomings in the EU-wide certification scheme and concluded that insufficient harmonisation of the certification requirements hampers the mobility of train drivers between Member States as well as employers. After more than 14 years in place, the Directive cannot cater for all the new developments that have taken place since its entry into force and that will continue in the coming years, both from a legislative and technological standpoint. The [revision](#) aims to address those shortcomings to ensure that European railways can fully benefit from a new generation of train drivers who are mobile and digitally savvy, and able to carry out smooth operations, including those across borders. Foreseen by the Sustainable and Smart Mobility Strategy, the proposal is scheduled for the last quarter of 2022.

### D. European Rail Network for Competitive Freight

50. In addition to its general railway policy and legislation, the EU adopted in 2010 Regulation 913/2010 concerning a European Rail Network for Competitive Freight. The implementation of international rail freight corridors is conducted in a manner consistent with the development of the Trans-European Transport Network (TEN-T) and the European Railway Traffic Management System (ERTMS) corridors.<sup>10</sup> In 2021, the Commission published its evaluation of Regulation (EU) No 913/2010. The analysis showed that the implementation of the Regulation and the work of the corridor contributed to strengthen dialogue and cooperation on rail freight transport across borders and between the various stakeholder groups. However, it has not led to a significant improvement in the performance

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<sup>8</sup> <https://railfacilitiesportal.eu/>

<sup>9</sup> [https://transport.ec.europa.eu/news/action-plan-boost-passenger-rail-2021-12-14\\_en](https://transport.ec.europa.eu/news/action-plan-boost-passenger-rail-2021-12-14_en)

<sup>10</sup> More information and maps may be found on RailNetEurope's website: <http://www.rne.eu>.

of rail freight services and their competitiveness vis-à-vis other modes. Many of the challenges that motivated the adoption of the Regulation persist, including insufficient quantity and quality of the capacity available for rail freight transport, complicated and fragmented processes, interfaces and tools supporting planning and operational processes, a lack of coordination between railways and other modes. These specific problems as well as a lack of customer orientation of key players in the sector means that rail freight services do not meet the needs of freight customers on key priorities such reliability, flexibility and cost.

51. The Commission therefore has included two initiatives in the Smart and Sustainable Mobility Strategy: (1) EU 2021 Rail Corridor Initiative - Revise the Rail Freight Corridor Regulation; (2) Measures to better manage and coordinate international rail traffic, including if necessary, through revised rules for capacity allocation and infrastructure charging in rail

52. The first outcome of these initiatives was part of the legislative proposal to revise the TEN-T Guidelines adopted by the Commission in December 2021 (*see Chapter II*). This proposal includes amendments to the Rail Freight Corridors Regulation which aim to strengthen the consistency and the synergies between TEN-T infrastructure policy and rail freight transport policy. These changes focus on (i) streamlining the geographical definition via a unique definition of “European Transport Corridors”, (ii) streamlining and clarifying the competences relating to investment planning along these corridors and (iii) supporting a common vision and approach for monitoring the performance of transport infrastructure and services provided along the corridors.

53. A second legislative proposal will follow in late 2022 or early 2023. The scope of this proposal will include a more comprehensive revision of Regulation (913) No 913/2010 with a view to support the development for cross-border rail freight transport in areas such as governance, rules, instruments and tools. In addition, the initiative will cover a broader modernisation of the legal framework for rail capacity allocation, taking into account the mixed-use nature of the majority of the European rail network. In order to prepare legislative proposal, the Commission will carry out in 2022 an impact assessment in line with the Better Regulation approach. The impact assessment will include an extensive consultation of all stakeholders, including public authorities, infrastructure and terminal managers, operators of rail freight and intermodal transport services, customers of transport and logistics services as well as representative bodies at sector and international level.

## **VI. Inland Water Transport**

### **A. General policy developments**

54. The action programme for inland waterway transport for 2021-2027 (Naiades III) was adopted by the Commission in June 2021. The Naiades III action plan is focusing on two core objectives: shifting more freight transport to inland waterways, and setting the sector on an irreversible path to zero-emissions, underpinned by a paradigm shift towards further digitalisation, as well as accompanying measures to support the current and future workforce. Meeting these core objectives will require an integrated approach and a basket of measures incorporating transport, environmental, digital, energy and fiscal policies, backed up with financial incentives.

55. Study supporting the evaluation of Directive 2005/44/EC on Harmonised River Information Services (RIS) has been finalised in 2021. We are preparing the impact assessment for the revision of RIS Directive for a possible revision of the Directive in 2023.

56. The Commission will continue its close collaboration with Member States, stakeholders and international organisations such active in inland waterway transport to achieve these ambitious, but crucial, objectives for the sector and to contribute to its long-term viability, growth and resilience. The Commission will also continue funding the CESNI operations for developing EU standards.

57. The Commission will assess and prepare new initiatives on on-board digital tools for recording and exchanging information on crew and vessels but also on crewing requirement for a better harmonisation at EU level from 2023.

58. An evaluation study on the IWT legislation related to market access was launched at the end of 2020. The evaluation will take 14 months and should be finalised in 2022.

59. The review of Directive (EU) 2016/1629 on technical requirement for inland vessels is scheduled from 2022.

60. EU MS had to transpose the directive 2017/2397 on professional qualifications by 17/01/2022. The Commission will assess the measures adopted by Member States in 2022.

## **B. Financing for Inland Waterway Transport – CEF**

61. The CEF funded Actions target major bottlenecks, and concentrate on five areas of interventions: (i) construction of missing links, (ii) removing navigation bottlenecks, (iii) resolving capacity issues at key locks and inland/maritime ports, (iv) ensuring a long-term good navigation status side by side with a good ecological status and (v) addressing operational bottlenecks through RIS implementation.

## **VII. Road Safety**

### **A. Europe’s roads are getting safer, but progress remains too slow**

62. An estimated 18 800 people died in a road crash in the EU in 2020, almost 4 000 fewer than in 2019 – a decrease of 17% largely due to the effect of the COVID pandemic on mobility. With an average of 42 road deaths per million inhabitants, Europe compares favourably with other regions in the world though the long-term target remains Vision Zero.

63. Lower traffic volumes, as the result of the Covid-19 pandemic, had a clear, though unmeasurable, impact on the number of road fatalities. As many as 18 Member States registered their lowest ever number of road fatalities in 2020. In contrast, five Member States (Estonia, Ireland, Latvia, Luxembourg and Finland) recorded an increase in fatalities although the number in small countries tends to fluctuate from year to year. Between 2010 and 2020, the number of deaths fell by 36%, well below the EU target of 50% fewer fatalities over the decade. Only Greece (54%) exceeded the target followed by Portugal (46%), Croatia (44%), Spain (44%), Italy (42%) and Slovenia (42%). In total, nine Member States recorded falls of 40% or more.

64. While Member States' performance in road safety is converging, there are five times more road deaths (relative to the size of the population) in the worst-performing country than in the best: Sweden (18 per /million population) compared to Romania (85/million) in 2020.

65. It is estimated that, for every life lost, up to six more people suffer serious injuries with life-changing consequences (around 120 000 people). The external cost of road crashes has been estimated to be around 280 billion euros, or around 2% of EU GDP.

66. For the next decade, the EU has set in the EU road safety policy framework 2021–2030 a new 50% reduction target for deaths and, for the first time, also for serious injuries by 2030.

67. The European Commission’s Sustainable and Smart Transport Strategy of December 2020 confirms the EU’s long-term target of “Vision Zero”, zero fatalities by 2050, and extends it to all transport modes.

68. The Commission was fully supportive of the UN General Assembly Resolution on road safety of August 2020 and the Global plan for the second decade of action for road safety 2021-2030.

## B. Road safety legislation and policy developments

69. Work on many of the actions that were announced in the EU Road Safety Policy Framework 2021–2030<sup>11</sup> in 2019 and in the Strategic Action Plan on Road Safety<sup>12</sup> (part of the third Mobility Package of May 2018) progressed further in 2021. Member States continued work to collect and report data on key performance indicators for road safety. First results will be presented at the first EU Road Safety Results Conference in October 2022.

70. In terms of legislation, the implementation of the general vehicle safety regulation 2019/2144, which will apply from July 2022, is progressing. Delegated acts on emergency lane keeping systems, alcohol interlock installation facilitation, driver drowsiness and attention warning systems and intelligent speed assistance systems have been adopted; more are in the pipeline. Work also progressed at expert level to implement the far-reaching provisions of the revised Road Infrastructure Safety Management Directive, including on a methodology for the new network-wide safety assessments that were introduced in the revision. Preparatory work is advancing on revisions of the Cross-Border Enforcement Directive and the Driving Licence Directive which are scheduled for adoption by the end of 2022. The Commission is also working on evaluating the Directives of the “Roadworthiness Package”.<sup>13</sup> This initiative seeks to ensure vehicles’ environmental performance while also improving road safety. The adoption of a Commission proposal is planned for 2023.

71. Road safety was also at the centre of the so-called “Omnibus” Regulation that enabled (among others) the extension of the validity of driving licences and the postponement of periodical training for professional drivers and of periodical technical checks of vehicles to support contact restrictions during the height of the covid-19 pandemic.

## VIII. Land Transport Security

72. In 2018, the Commission adopted an Action Plan listing seven actions to enhance passenger rail security in the EU. To support its implementation, the Commission established a new expert group, the EU Rail Passenger Security Platform, bringing together the Commission, the EU Member States and key stakeholders. In 2020, the Platform further advanced the implementation of the 2018 Action Plan for instance through the adoption of a good practices’ document on the mitigation of insider threats. The Platform will hold its ninth meeting in February 2021.

73. In December 2020, the Commission published a “cybersecurity toolkit”, a repository of good practices to enhance cyber-hygiene and cyber-awareness in transport organisations. The toolkit is composed of a number of modules, one of which aims to address the specificities of organisations active in the land transport sector. This toolkit is available freely on the website of the Commission’s Directorate General for Mobility and Transport.

## IX. Urban Transport and Mobility

### A. Urban mobility initiatives

74. The Sustainable and Smart Mobility Strategy of December 2020 announced actions to make interurban and urban mobility more sustainable and healthy, notably by revising the Urban Mobility Package of 2013. This was done by adopting the new EU Urban Mobility Framework (UMF) in December 2021.<sup>14</sup> It aims to create an enabling EU framework for

<sup>11</sup> SWD(2019) 283 final

<sup>12</sup> COM(2018) 293 final, Annex I

<sup>13</sup> Directives on the periodic roadworthiness tests for motor vehicles and their trailers (Directive 2014/45/EC), the technical roadside inspections of commercial vehicles (Directive 2014/47/EC), and the registration documents for vehicles (Directive 1999/37/EC as amended by Directive 2014/46/EC)

<sup>14</sup> The New EU Urban Mobility Framework, COM(2021) 811 of 14 December 2021.

Member States, regions and cities to develop safe, accessible, inclusive, smart, resilient and zero-emission urban mobility well ahead of 2050.

75. The new urban mobility initiative complements the proposal for revised guidelines for the Trans-European Transport Network (TEN-T revision – see Chapter II). That proposal foresees that all major cities ('urban nodes') on that network must develop by 2025 a sustainable urban mobility plan. The new European Urban Mobility Framework outlines a common a list of measures and initiatives for these cities, as well as the remaining cities in the EU, to meet the challenge of making their mobility more sustainable.

76. The new framework aims also to accelerate digitalisation and innovation by incorporating urban mobility in the work on the provision and processing of commercially-sensitive data for multimodal digital mobility services such as Mobility as a Service (MaaS) applications, and on a common European mobility data space to facilitate access to and sharing of mobility data, and by further developing the CIVITAS Initiative in coherence with other urban initiatives. CIVITAS Initiative include towns and cities worldwide that became members of an inspiring sustainable mobility club. This is a knowledge exchange platform for towns and cities committed to introducing innovative measures supporting clean urban transport.

77. The European Commission's newly-revised Guidelines for Sustainable Urban Mobility Plans (SUMP) were launched in October 2019, taking into account the wealth of experience from cities, the additional guidance materials available from EU-funded projects (including CIVITAS) and the new mobility developments and societal changes. As part of the 2021 EU Urban Mobility Framework, a Commission Recommendation to Member States is planned in 2022 for national support programmes for rolling out SUMP with public transport and active mobility (walking, cycling) at its heart. This will bring urban transport one step closer to climate-neutral mobility. Many towns, cities and regions throughout the EU had previously taken action, with over 1,000 SUMP (or similar plans) currently in place.

78. Efforts to increase awareness and reinforce citizen engagement within and beyond the EU, through e.g. the European Mobility Week campaign and the EU urban mobility awards and events. European Mobility Week is the Commission's flagship awareness-raising campaign on sustainable urban mobility. It takes place from 16 to 22 September every year and culminates in the well-known Car-Free Day/s. In 2021, 3.184 towns and cities registered to the initiatives during the EMW, covering 53 countries.

79. Eltis, the EU urban mobility observatory, provides a wealth of information, including on SUMP: guidance documents, city database, self-assessment tool, best practice examples, and more.

## **B. Adaptation to Climate Change and Social Transformation**

80. Automated Mobility: in June 2019, the Commission launched the Single Platform on Cooperative, Connected and Automated Mobility (CCAM Platform) to gather all relevant public and private stakeholders, coordinate open road testing of connected and automated mobility, and link with pre-deployment activities. The Platform currently has 33 members (mainly pan-European associations), 22 EU member States, Norway, Switzerland, 81 observers, individual experts and ad hoc participants — represented by over 300 experts.

81. This diverse group works together to draft common agendas in areas including research and innovation, exchange of information on projects, etc. The results has provided key input for the Commission's future vision and action in the area of co-operative, connected and automated mobility (CCAM), in particular regarding the Horizon Europe Programme and the creation of an EU partnership on CCAM. The vision is to develop innovative, user-centric, inclusive (shared) mobility and delivery services using fully connected and highly automated vehicles (SAE level 4). This will have a positive impact on road safety, traffic efficiency and cleaner, more inclusive mobility, thus combating fragmentation and providing interoperable solutions for the future deployment of CCAM.

82. Automation and access to in-vehicle data: the European Commission continue to work on a legislative proposal to update Regulation 858/2018 on vehicle approval with regard to

access to vehicle data and resources. This initiative was announced in the Commission's strategy on automated mobility of 17 May 2018, the European strategy for data of 19 February 2020 and the smart and sustainable mobility strategy of 9 December 2020. The amendment to the current vehicle approval legislation will extend the scope from repair and vehicle diagnostic data to data for aftermarket mobility services.

83. Electronic Freight Transport Information (eFTI) Regulation: The eFTI Regulation 2020/1056 is a new regulation that establishes an EU wide business-to-authority electronic data sharing environment to facilitate compliance checks on freight transport operations carried out within the territory of the Union. It concerns primarily information on the movement of the goods (generally contained in transport documents, e.g. consignment notes). Therefore, the Regulation will also facilitate use and acceptance of these transport documents, including as governed by international conventions on the contracts of carriage (CMR convention for road and its Protocol on the e-CMR, in electronic format). The Commission is currently preparing, with the support of a wide group of European experts in the Digital Transport and Logistics Forum<sup>15</sup>, the detailed functional and technical specifications to be adopted by means of implementing legislation by mid-2023. The Regulation will be fully applicable as of mid-2025.

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<sup>15</sup> [https://transport.ec.europa.eu/transport-themes/digital-transport-and-logistics-forum-dtlf\\_en](https://transport.ec.europa.eu/transport-themes/digital-transport-and-logistics-forum-dtlf_en)