Transport developments in the European Union in 2023

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 2023, 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 2023 in the field of inland transport, and also relevant for non-EU countries, are illustrated below.

* The present report was submitted to the conference services for processing after the deadline for technical reasons beyond the control of the submitting office.
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.’ This strategy lays the foundation for how the EU transport system can achieve its green and digital transformation and become more resilient to future crises. As outlined in the European Green Deal, the result will be a 90% cut in emissions by 2050, delivered by a smart, competitive, safe, accessible and affordable transport system. This strategy continued to guide the main actions during 2023.

3. In 2021, the European Commission adopted a set of proposals to make the EU’s climate, 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. The ‘Fit for 55’ package represents the legislative tools needed to enable the necessary acceleration of greenhouse gas emission reductions in the next decade.

4. Revision of the CO₂ emissions standards for cars and light commercial vehicle (vans): the European Commission proposed to accelerate the transition to zero-emission mobility by requiring average emissions of new cars to be reduced 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. The text was formally approved by the Council in 2023. A proposal was also presented to strengthen CO₂ emission performance standards for new heavy-duty vehicles (February 2023). To ensure that drivers are able to charge or fuel their vehicles at a reliable network across Europe, the Alternative Fuels Infrastructure Regulation came into force in October 2023. This 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.

5. In July 2023, the European Commission proposed measures to make freight transport more efficient and more sustainable, by improving rail infrastructure management, offering stronger incentives for low-emission lorries, and better information on transport greenhouse gas emissions. In November 2023, a new proposal on combined transport was submitted aiming to make freight transport more sustainable by improving the competitiveness of intermodal freight – the transportation of goods using two or more transport modes – vis-à-vis road-only transport. The proposal updates the current Combined Transport Directive and completes the Greening Freight Package.

6. Concerning aviation and maritime transport, the Commission has adopted several ambitious legislative proposals as part of the “Fit-for-55” package, that will drive the decarbonisation efforts of those sectors, which has been adopted by the European Parliament and the Council, as co-legislators, and entered into application.

   • ReFuelEU Aviation Regulation includes obligations for aviation fuel suppliers, aircraft operators and Union airport managing bodies.

   • FuelEU Maritime Regulation, which will 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;

   • A stronger EU Emissions Trading System (EU ETS), which covers aviation since 2012. EU ETS has also been reviewed to expand its scope to maritime transport. In addition, a separate system (the so called ETS2) will cover the emissions from road transport and buildings.

   • Alternative Fuels Infrastructure Regulation (mandatory targets for the deployment of electricity supply in all major maritime ports and in all larger airports).

7. In July 2023, the revised Energy Efficiency Directive (also part of the ‘Fit for 55’ package) was approved. Under the revised legislation, the EU will have to reduce final energy

---

1 https://ec.europa.eu/transport/themes/mobilitystrategy_en
consumption by 11.7% by 2030, compared to 2020, driving energy savings in critical sectors such as buildings, industry and transport.

III. Transport Infrastructure

A. EU Investment in transport infrastructure in the EU Budget 2021–2027

1. Revision of the TEN-T Regulation

8. On 14 December 2021, the Commission adopted a 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 objectives of the Sustainable and Smart Mobility Strategy, the legislative proposal for a revised TEN-T Regulation significantly steps up efforts in building a sustainable, seamless and resilient trans-European transport network at highest quality standards.

The network shall be developed in three steps: the core network by 2030, the extended core network by 2040 and the comprehensive network by 2050. The 2040 intermediate deadline, which is newly introduced in the TEN-T, will ensure a continuous and gradual implementation of the network. Negotiations between the two co-legislators are ongoing since April 2023. A provisional political agreement on the revised Regulation had been reached on 18 December 2023. Finalisation of the procedure and entry into force of the Regulation is expected for spring 2024.

9. In addition, Ukraine and Moldova have requested to further modify the TEN-T on their territory. High-Level Understandings with Ukraine and Moldova to revise the TEN-T in their territories and improve connections with the EU were signed on 22 December 2023. The modified TEN-T maps for both countries also reflect new transport priorities in the wake of Russia's war of aggression against Ukraine. The changes will be reflected in the new TEN-T Regulation when it enters into force in 2024. A similar process has been finalised with the six Western Balkan partners in 2023 in order to review the TEN-T. The revised maps have been adopted by the Commission in December 2023.

2. Connecting Europe Facility (CEF) 2021–2027

10. The Connecting Europe Facility (CEF) Regulation for 2021–2027 was adopted in July 2021. The budget foreseen for transport amounts to EUR 25.8 billion, with EUR 12.83 billion in the general envelope, EUR 11.286 billion in the cohesion envelope and EUR 1.69 billion for the dual use of infrastructure with a view to improving both civilian and military mobility.

11. Based on the CEF Regulation, the Commission adopted in August 2021 the first Multi-Annual Work Programme for the transport sector, covering the period 2021–2023. The latter has been amended in 2023 covering the period 2024–27. In line with the CEF Regulation objectives and the Sustainable and Smart Mobility Strategy, this Work Programme is contributing to the completion of the 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.

12. The Commission further integrated Ukraine and Moldova into the EU Single Market through the Connecting Europe Facility for infrastructure funding. In June 2023, the agreement was signed in Lviv, associating Ukraine to the CEF programme. The agreement with Moldova was signed in Chisinau in May 2023.

---


\(^3\) 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.
13. In June 2023, in response to the call for proposal published in 2022, the Commission selected 107 transport infrastructure projects to receive over EUR 6 billion in EU grants. Over 80% of the funding will support projects that deliver a more efficient, greener, and smarter network of railways, inland waterways and maritime routes along the TEN-T. Projects will in addition bolster the EU-Ukraine Solidarity Lanes, set up to facilitate Ukraine’s exports and imports.

14. The latest CEF Transport call for proposals (with total budget of EUR 7 billion) was open until 30 January 2024 and the evaluation and selection procedure will take place in 2024.

15. The Connecting Europe Facility (CEF) programme has dedicated a specific budget of EUR 1.69 billion to dual-use military and civilian transport infrastructure projects enhancing military mobility.

16. Under the fourth cut-off date of the Alternative Fuels Infrastructure Facility (AFIF) call for proposals, which closed on 13 April 2023, 26 projects from 12 Member States have been awarded funding to install alternative fuels infrastructure along the TEN-T. The funding totals some EUR 352 million in EU grants from the Alternative Fuels Infrastructure Facility (AFIF), under the umbrella of CEF, with additional capital from financial institutions to increase the impact of investment. These projects will accelerate the creation of the comprehensive network of alternative refuelling infrastructure needed for the widespread use of low-and zero-emission vehicles in all transport modes.

3. InvestEU

17. InvestEU provides financial guarantees to the EIB Group and other Multilateral and National Promotional Banks (Implementing Partners) to support investment in the EU. The regulation was adopted in March 2021 and the Guarantee Agreement with the EIB Group, implementing 75% of the guarantee, was signed in March 2022. This was followed by the signing of Amendment and Restatement agreements with the EIB Group in May and October 2023. Guarantee agreements have also been signed with 12 other Implementing Partners.

18. To become an InvestEU implementing partner, interested parties have to respond to a Call for Expression of Interest. The second call was published on 25 October 2023. The amount of EU guarantee available under this call for the InvestEU Fund is EUR 1.37 billion. Signed operations in the transport sector cover the deployment of electricity and hydrogen mobile assets and charging/refuelling infrastructure, the acquisition of electric trainsets, research on batteries for fuel-cell vehicles, deployment of drones, intelligent transport solutions, high-speed railway lines, and the construction of a new port facility in the vicinity of a comprehensive TEN-T port. This early portfolio illustrates the broad reach of the InvestEU guarantee, thereby supporting the objectives of the Sustainable and Smart Mobility Strategy.

B. Sustainable financing

19. 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, applies since 1 January 2022. Overall, all modes of transport were covered in this delegated act, yet only partially.

20. The Commission adopted the Taxonomy environmental delegated act in June 2023. Amongst other objectives, this act adds a limited number of activities not previously included or extend the scope of a few existing activities, including the transport sector (climate change mitigation criteria for aviation, waterborne transport for the period after 2025, inland waterways transport infrastructure as well as rail, mobility and automotive components).

---

C. The EU-Ukraine Solidarity Lanes

21. As part of the EU’s response to the Russian aggression on Ukraine, on 12 May 2022 the Commission adopted an Action Plan to establish EU-Ukraine Solidarity Lanes to facilitate Ukraine’s agricultural exports and bilateral trade with the EU, and keep the Ukrainian economy afloat. The Solidarity Lanes cover trade across all sectors and go in both directions (UA-EU and EU-UA). Between May 2022 and the end of December 2023, they have allowed Ukraine to export over 116 million tonnes of goods – including around 61 million tonnes of grain/oilseeds and other related products, and to import around 43 million tonnes of goods it needs: from military to humanitarian aid through fuel and other products. Over that period, the total value of trade via the Solidarity Lanes is estimated at around EUR 132 billion, with around EUR 44 billion for Ukrainian exports and over EUR 88 billion for Ukrainian imports.

22. On 11 November 2022, the European Commission, the European Investment Bank, the European Bank for Reconstruction and Development, and the World Bank Group announced in a joint declaration to mobilise EUR 1 billion for Solidarity Lanes to increase global food security and connectivity between Ukraine and the EU. The Commission alone has mobilised EUR 300 mobilised, primarily under the CEF Call 2022. Nine joint project applications covering main TEN-T road and rail border crossing points (BCP) between frontline Member States and Ukraine and Moldova have been selected and will receive 50% funding from CEF. These projects will help increase the capacity at the BCPs between the EU and the two countries.

23. The European Commission proposed in February 2023 an extension to the temporary road transport agreement signed with Ukraine. The road transport agreements signed with Moldova and Ukraine in June 2022, which grant bilateral and transit transport rights to Ukrainian and EU hauliers for each other’s territories, were extended until the end of June 2024.

D. Transport cooperation with the Western Balkans in the framework of the Transport Community Treaty

24. In 2023, Ukraine, the Republic of Moldova and Georgia were systematically involved as observing participants in the work of the Transport Community Treaty (following the endorsement of the related joint statement in November 2022). The observing participants were engaged in numerous meetings and capacity building events organised by the TCT Secretariat. Discussions also continued on the possible full membership of the observing participants in the future.

25. In 2023, the TCT Secretariat and the CEFTA Secretariat organised the Connectivity Summit in Montenegro (focusing on boosting trade and transport facilitation within the region and between the region and the EU).

26. In 2023, progress was achieved on the extension of the EU-WB6 Green Lanes, as part of the overall engagement of the TCT and CETA Secretariats on the subject. During the Connectivity Summit, a dedicated declaration was adopted by the Regional Partners.

27. As regards supporting tools, 2023 was the year of delivery for the Transport Observatory, with phase II of its main analytical tool (the Transport Observatory Database/Information System – TODIS) being completed and deployed.

28. The activities of the technical committees on road, rail, road safety, transport facilitation, inland waterways and multimodality working groups, continued in 2023. Progress on EU transport acquis implementation in 2023 remained slow to moderate overall, with measures supported through concrete technical assistance to the Western Balkan Partners having progressed the most.

29. 19 out of the 54 flagship investments under the Economic and Investment Plan focus on transport infrastructure. The European Commission supports these investments with EUR 1.6 billion in EU grants, which could lead to mobilising EUR 4.7 billion in overall investments.
IV. Road Transport

30. The Mobility Package I is a comprehensive set of legal acts (regulations and directives) establishing new and modifying existing rules on social and competition aspects in road transport sector and providing for enhanced enforcement mechanism. In 2023, almost all provisions set out in the Regulations and Directives concerned started applying, with a few remaining obligations that will gradually phase-in in the coming years.

31. In the social sphere, the comprehensive guidance and training material for enforcement authorities was elaborated under the project called TRACE 2. The TRACE 2 document provides common understanding on how to implement and control compliance with all the new rules introduced via Mobility Package 1. This includes, in particular, the explanation of the rules on regular return of a driver, the requirement to spend a regular weekly rest in a suitable accommodation, the cabotage operations and cooling off periods, return of the vehicle, posting of drivers and the use of tachographs.

32. To enhance enforcement of both social and market rules and to take account of the changes introduced by the Mobility Package 1, the Commission adopted on 29 September 2023 the Commission Implementing Regulation (EU) 2023/2381 establishing common rules concerning the interconnection of national electronic registers on road transport undertakings, also called ERRU system (the electronic European Register of Road Transport Undertakings).

33. In the legislative field, the Commission adopted a legislative proposal in May 2023 on a targeted revision of the driving and rest time rules for drivers in occasional passenger transport, in both international and domestic operations. This targeted revision aims at adapting the rules on breaks and rest periods to the specificities of the occasional passenger transport to further improve working conditions and quality of services.

34. The Commission in March published a recommendation to improve the periodical technical inspection of vehicles. With road transport being the largest source of air pollution in cities, accurate testing is key to ensure that vehicles are in line with emission standards throughout their lifetime.

V. Road Safety

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

35. With an average of 46 road deaths per million inhabitants, the EU compares favourably with other regions in the world though the target for 2030 is to halve the number of fatalities (relative to 2019) and the long-term target remains Vision Zero. While the underlying long-term trend is downward (-9% compared to pre-pandemic year 2019), it is not decreasing at a fast enough pace to reach the 2030 target.

36. While Member States’ performance in road safety is converging, there are four times more road deaths (relative to the size of the population) in the worst-performing country than in the best. It is estimated that, for every life lost, five to six more people suffer serious injuries with life-changing consequences (around 110 000 people).

37. The Commission in October announced the 2023 Excellence in Road Safety Awards. The awards recognised the best contributions by the European Road Safety Charter’s community of organisations, authorities and companies towards safer roads across Europe.

B. Road safety legislation and policy developments

38. Work on many of the actions that were announced in the EU Road Safety Policy Framework 2021–20305 in 2019 and in the Strategic Action Plan on Road Safety6 progressed

---

5 SWD(2019) 283 final
6 COM(2018) 293 final, Annex I
further in 2023. Following the successful completion of the Baseline project, Member States began preparations in 2023 for a new round of data collection on key performance indicators for road safety, based on an agreed methodology. The Trendline project has received financial support in the form of a CEF Supporting Action. Work includes testing a new set of experimental indicators.

39. In terms of legislation, the implementation of the general vehicle safety regulation 2019/2144, which applies from July 2022, is progressing. Delegated acts on emergency lane keeping systems, alcohol interlock installation facilitation, driver drowsiness and attention warning systems, intelligent speed assistance systems, event data recorders and advanced driver distraction warning systems have been adopted. 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 as well as on lane markings and road signs.

40. In March, the Commission presented proposals to modernise the driving licence rules (revision of the Driving Licence Directive), including the introduction of a digital driving licence valid throughout the EU. The new rules will improve safety for all road users and will help the EU achieve Vision Zero by 2050.

41. The revision of the Directive facilitating the exchange of information between Member States on road safety related traffic offences will help improve road safety by more effective cross-border enforcement of road-safety-related traffic rules.

42. The Commission also proposed a Directive on the Union-wide effect of certain driving disqualifications. It should allow for equal treatment of resident and non-resident drivers who commit very serious offences.

43. The Commission continued preparing the revision of the Roadworthiness Package in 2023. Roadworthiness inspections of vehicles are fundamental to road safety and to ensuring the environmental performance of vehicles during their lifetime. As a result of stricter safety and emission legislation, vehicles in the EU become technically ever more complex.

VI. Rail Transport

Single European Rail Area

44. In July 2023, the Commission adopted a proposal for a regulation on the use of railway infrastructure capacity in the single European railway area. Current rules on capacity management are decided annually, nationally and manually. This does not ensure an efficient use of available network capacity and creates barriers for cross-border traffic (around 50% of rail freight crosses borders); the fractured approach leads to inconsistencies and delays at borders which hinders the functioning of the single European railway area. The proposal will therefore introduce a new, single legal framework for rail infrastructure capacity management. The proposal is currently being discussed by the co-legislators.

45. On 14 December 2021, the Commission adopted its action plan to boost long-distance and cross-border passenger rail services. 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. After the invitation to submit proposals, launched in June 2022, stakeholders have proposed cross-border pilot services with the aim to address identified obstacles. In January 2023, the Commission announced to support 10 pilot services.

46. New EU rules for rail passenger protection took effect since June 2023. The passengers are better protected if their travel is disrupted, and railway companies must ensure

a trouble-free travel experience for passengers with reduced mobility. An obligation for rail companies to share real-time traffic and travel data also paves the way for more competitive ticket offers. The new rules establish more comprehensive protection for passengers when travel is disrupted.

47. In July, the Commission published a package of revised technical standards to improve rail interoperability across borders – the so-called ‘Technical Specifications for Interoperability’ (TSIs). The 2023 TSI package is a key milestone along the path to making smooth cross-border train trips across the EU a reality, but also clears the way for new innovative technologies. TSIs applied across the EU make the EU rail sector more efficient because they eliminate 25 different sets of national rules.

48. The Commission is currently working on revision of the ‘Train Drivers’ Directive’, aimed to improve and facilitate the mobility of train drivers across the EU rail network as well as to make it easier for employers to assign train drivers to operations in various Member States.

VII. Inland Water Transport

General policy developments

49. 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 focuses 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.

50. A study supporting the evaluation of Directive 2005/44/EC on Harmonised River Information Services (RIS) has been finalised in 2023. The proposal for the revision of the directive is expected in the first half of 2024.

51. During 2023, the Commission continued its close collaboration with Member States, river commissions and other stakeholders as well as international organisations active in inland waterway transport, to achieve the ambitious objectives for the sector and to contribute to its long-term viability, growth and resilience.

VIII. Land Transport Security

52. Following the 7-point Rail Security Action Plan (2018), the Commission developed and endorsed several deliverables to advance its implementation. In 2021, it was decided to bring rail security in the remit of the Commission Expert group for Land transport security (LANDSEC). A dedicated subgroup (“Working Party”) specifically devoted to rail security was established within LANDSEC. The Working Party is convened on a quarterly basis and it continues to serve as a forum to share information and good security practices.

53. Cooperation on land transport security and rail security continues to take place through the Commission Expert group for Land transport security (LANDSEC) and its working party on rail security which meets four times a year, bringing together the EU Member States’ authorities competent for land and rail security as well as key stakeholders. Their mission is to support an exchange of information and good security practices among its members. Cybersecurity has been a recurrent topic of discussion in 2023 and it will continue to stay on the focus in 2024.

9 Dir. 2007/59/EC on the certification of train drivers
IX. Passenger rights

54. On 29 November 2023, the European Commission adopted a series of proposals designed to **improve the experience of passengers and travellers by strengthening their rights**.

55. The first one is dealing with the more effective enforcement of passenger rights, including the reimbursement of air ticket booked via intermediaries.

56. The second proposal sets multimodal rights. While passengers who travel with one mode (i.e. only by plane, train, bus or ship) currently enjoy rights in the event of travel disruptions, they are not entitled to similar rights if they switch to another mode. Consequently, passengers undertaking multimodal journeys lack information on possible travel disruptions and on the extent of their rights.

X. Urban Transport and Mobility

Urban mobility initiatives

57. 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. It aims to create an enabling EU framework for Member States, regions and cities to develop safe, accessible, inclusive, smart, resilient and zero-emission urban mobility well ahead of 2050.

58. 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 (SUMP).

59. The new European Urban Mobility Framework outlines a common 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. 2023 was the second year of implementation of the New EU Urban Mobility Framework (UMF). The main actions in that regard include:

- The reformed Commission expert group on urban mobility (EGUM) is operational and engaged in a number of meetings both at plenary and sub-group levels in 2023, including in the margins of the 2023 Urban Mobility Days in October 2023.
- The Recommendation on National Support Programmes for Sustainable Urban Mobility Planning (SUMP) was adopted on 8 March 2023 and includes an updated EU SUMP concept in the annex, firmly putting the most sustainable transport modes (public transport and active mobility (walking, cycling) in the centre.
- Work was ongoing on the revised set of sustainable urban mobility indicators, with a focus on streamlining them.

60. Work continued in 2023 on the topic of urban vehicle access regulations (UVAR) towards making them more efficient, user-friendly and seamless.

61. Events and awareness-raising campaigns in 2023 include the European Mobility Week campaign (over 3350 towns and cities from 45 countries registered online and organising different activities around the theme Save Energy). As in previous years, the European Mobility Week award and the Mobility Action award were presented to cities demonstrating excellence in awareness raising and in mobility management. In addition, in October 2023, DG MOVE organised (together with the Spanish Presidency) the Urban Mobility Days conference in Seville, with over 900 participants on-site, and with high interest from the stakeholders.

---

62. Implementation of the CIVITAS initiative has continued as well in 2023, with the renewal of the CIVITAS coordination support action CIVITAS MUSE. The initiative includes towns and cities worldwide that became members of an inspiring sustainable mobility club.

63. The proposal for a **European Declaration on Cycling was adopted in October 2023 by the Commission**. It lists 8 principles to boost cycling that will guide future action in the EU. 36 commitments, such as safe and coherent cycling networks, better links with public transport, secure parking spaces, the deployment of charging points for e-bikes and bike highways connecting cities with rural areas, are necessary to improve the quality, quantity, continuity and attractiveness of cycling infrastructure across all Member States.