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**PUBLIC TRANSPORT & MOBILITY POLICIES  
IN EUROPEAN LARGE CITIES**



**Proceedings**

## TABLE OF CONTENTS

|   |             |
|---|-------------|
| <b>INTRODUCTION</b>   | <b>p 4</b>  |
| Mr. Gabor DEMSZKY, Mayor of Budapest  | p 4         |
| Ms. Laurence DOUVIN, Impacts Europe President   | p 4         |
| <b>SESSION 1: FOCUS ON PUBLIC TRANSPORT IN CENTRAL EUROPE BIG CITIES</b>                  | <b>p 6</b>  |
| <b>Urban public transport in the New Member States – an overview</b>                      | p 6         |
| Dr. Hanns-Uve SCHWEDLER, European Academy of the Urban Environment, Berlin                |             |
| City case studies   | p 8         |
| - <b>Budapest</b> , Mr Mihaly CSORDAS, Transport Department                               | p 8         |
| - <b>Warsaw</b> , Ms Elzbieta SOLTYS, Communication Department                            | p 10        |
| - <b>Prague</b> , Mr Zdenek DOSEK, Czech Public Transports                                | p 15        |
| <b>SESSION 2: LEGAL STATUS &amp; ORGANISATION OF URBAN PUBLIC TRANSPORT</b>               | <b>p 18</b> |
| <b>Future Developments in the light of the Altmark ruling, a view from the EC</b>         | p 18        |
| Mr Thomas AVANZATA, DG TREN, European Commission  |             |
| Case Studies  | p 22        |
| - <b>Public Transport organisation in Paris &amp; the Ile de France Region</b>            | p 22        |
| Mr Claude DARGENT, Paris City Council   |             |
| - <b>The Liberalisation of public transport in Italy: the experience of Rome</b>          | p 25        |
| Ms Stefania Di SERIO, ATAC SpA  |             |
| Panel Discussion of City decision makers  | p 27        |
| <b>SESSION 3: PUBLIC TRANSPORT &amp; CITY PLANNING</b>                                    | <b>p 30</b> |
| <b>The Urban Development Concept of Budapest</b>  | p 30        |
| Mr Laszlo MOLNAR, Fömrterv  |             |
| <b>The Vienna Transport Master Plan</b>   | p 32        |
| Mr Rudolf SCHICKER, Vienna City Council   |             |
| <b>The interrelation between urban structure &amp; transport planning: Berlin</b>         | <b>p 35</b> |
| Dr. Friedemann KUNST, Senate Department for Urban Development                             |             |
| <b>Bratislava Master Transportation Plan</b>  | p 37        |
| Ing. Vladimir MIKUS, Dept for Transport, planning & traffic control                       |             |
| <b>Improvement the rail network as a backbone for urban development in Amsterdam</b>      | <b>p 39</b> |
| Mr Machiel KOUWENBERG, City of Amsterdam  |             |
| <b>SESSION 4: EXPECTATIONS &amp; POSSIBLE COOPERATION BETWEEN CITIES</b>                  | <b>p 42</b> |
| Case Studies  | p 42        |
| - <b>Increasing of the usage of the bus network in London</b>                             | p 42        |
| Mr Dick HALLE, Transport for London   |             |
| - <b>The German situation, overview &amp; current trends</b>                              | p 47        |
| Mr Oliver Mietzch, Deutsche Städtetag   |             |
| <b>SESSION 5: MEANS TO IMPROVE PUBLIC TRANSPORT &amp; MAKE URBAN MOBILITY SUSTAINABLE</b> | <b>p 50</b> |
| Case Studies  | p 50        |
| - <b>Mobility in Stockholm,</b>   | p 50        |
| Ms. Monica HILDINGSON, Dept for Strategic Traffic Planning                                |             |
| - <b>The alternatives for public transport: technology &amp; modes,</b>                   | p 52        |
| Mr Robert STUSSI, APVE  |             |
| - <b>Conception of an intermodal policy at regional level in Brussels</b>                 | p 54        |
| Mr Thierry DUQUENNE, Brussels Capital   |             |
| - <b>Effective PublicTransport &amp; Sustainable Mobility in the city of Tallinn,</b>     | p 56        |

|   |      |
|---|------|
| Mr Eno SAAR, Dept of Transport & Dept<br>- <b>Improvement of public transport in the city of Göteborg,</b><br>Mr Bernt NIELSEN, Public transport dept | p 58 |
|---|------|

|   |             |
|---|-------------|
| <b>SESSION 6: IMPACTS EUROPE ACTIVITIES &amp; CONCLUSIONS</b> | <b>p 60</b> |
|---|-------------|

|  |      |
|--|------|
| - <b>General Report</b>                                      | p 60 |
| Ms Laurence DOUVIN, IMPACTS Europe President                 |      |
| - <b>IMPACTS Europe activities : FREDERIC, PLUME, FIDEUS</b> | p 61 |
| Mr Jean-Louis GRAINDORGE, IMPACTS Europe Secretary General   |      |
| - <b>IMPACTS in Latin America</b>                            | p 63 |
| Mr Fredy WITTWER, IMPACTS Europe Vice-President              |      |
| - <b>IMPACTS in North America</b>                            | p 64 |
| Mr Jean-Louis GRAINDORGE, IMPACTS Europe Secretary General   |      |
| - <b>IMPACTS Communication &amp; dissemination</b>           | p 64 |
| Mr Mick HICKFORD, IMPACTS Europe Vice-President              |      |

|                   |      |
|-------------------|------|
| <b>Conclusion</b> | p 65 |
|-------------------|------|

## INTRODUCTION

**Ms Laurence DOUVIN** thanked the city of Budapest for hosting the IMPACTS conference and welcomed all the cities of IMPACTS network in Budapest. She expressed her pleasure to welcome representatives from neighbour countries like Prague, Warsaw, Bratislava, Ljubljana and Tallinn.

She reminded that IMPACTS network had been established 8 years before as a forum on mobility gathering the representatives of the European Capital and Metropolitan Cities. She hoped that exchanges between cities will become livelier and that IMPACTS Europe network will be enhanced through its extension towards Central Europe. She gave the floor to Mr DEMSZKY, Mayor of Budapest.

**Mr Gabor DEMSZKY** welcomed the participants on behalf of the citizens of Budapest and on behalf of the City Council. He reminded that he has been the Mayor of Budapest since 1990.

He acknowledged that one of the main issues faced by Budapest concerns public transport. This is the n°1 problem in the city. Indeed, the transport share which used to be 70% public transport/ 30% car users deteriorated to reach 60/40 and it should reach 50/50 within 10 year time if drastic measures are not implemented in the City with regard to parking regulations, pedestrian zones and limited access areas and above all, with regard to the improvement of public transport.

For these purposes, two basic improvements are needed: to reform the vehicles, and to heavily subsidize public transport either by the regions, which practically does not exist in Hungary, or by the State which has not given money for public transport since 1995.

This is the 1<sup>st</sup> year that the city obtains a normative grant after 7 years of discussions with the Government.

He explained that 25<sup>th</sup> May is a very important day for Hungary because he just agreed with the Prime Minister after 10 years of negotiation that public transport in Hungary would be financed by normative grants from the State every year. This is the largest reform that could be achieved within the last 14 years.

2 years ago, after 12 years of discussions, a long term development plan for transport and public transport was accepted by the City Council.

It was first developed by famous international companies chosen in international tenders, finalised by a group of experts, approved by the committee and discussed in this City hall during a special meeting by the Council. The plan has finally been approved by the opposition as well.

This plan gives priority to public transport but Budapest lacks proper financing. The Mayor hoped this will change with the European Union.

From a politician's point of view, generally in Europe and more particularly in Budapest, public transport has not been a priority for the Governments. Nobody thought seriously about supporting public transport in the City and this was not depending on the political orientation of the government.

Countrywide, it means that, for instance, the MAAV, the Hungarian railway company did not get the proper financing and produces at loss. They are practically public bankrupt.

Besides, the MAAV can be considered as a State within the State threatening to stop the railway if they do not get what they want from the State.

It took 5 to 6 years of negotiation to convince the leaders that the City needs a new small station at the border to bring the people into the city. Indeed, they are not interested by the income they get from the tariff system and from their partners (subcontractors) as they depend on the State for subsidies.

They use the argument of being a State-owned company and therefore depending on the State's will to improve the infrastructure. Consequently, there are less and less passengers, less and less goods transported.

**Mr Gabor DEMSZKY** explained that he had been once to Moscow where the Mayor Mr LUZHKOVA explained that the same pattern applied. When public companies need extra money, they just ask the State. So, this is the way these things work in these countries.

Therefore, he repeated that a new approach is urgently needed and that, as the structure remains unchanged, it requires to work with people who are more used to project management and financing.

It was also agreed to build a longer metro line not only between the two railway stations but 14 stations connecting one of the largest new Russian-type settlement to the City through public transport able to transport 30 000 passengers /hour. For 10 years, the Government was not in favour of this but this position was severely punished by the vote of citizens. Out of 32 seats in Budapest, socialists obtained 28 because they promised the metro.

The Mayor explained that this project is very complicated because of the numerous permissions asked by the State. They will have to agree with 12 districts about the detailed master plan to reorganise the public transport.

EIB (European Investment Bank) is the bank that finances 75 % of the project with a very favourable loan plus a 25% grant by the European Union. There is no other project in Hungary or in East Central Europe to which such a grant can be provided by the EU at this stage.

In order to achieve efficient projects, politicians and experts have to work together and aim at one common purpose: the well-being of 350 million people living in European cities (80% of the population live in cities). This means favouring public transport, city rehabilitation, environment, new settlements, all of which have to be heavily subsidized.

Due to too high rates of taxation, and because of the tendency of centralizing the power, too much money is taken away from Cities.

**Mr DEMSZKY** remarked that in Europe, 1% of the GDP (Gross Domestic Product) goes to the European Union and 80% of the EU resources is used for agriculture and the development of the countryside. In that context, Budapest produces 40% of the GDP of the country whereas agriculture produces 4%. And 60% of the taxes in Hungary are collected in Budapest. It remains nothing.

**He** concluded that all the mayors would agree with that motto: "give a chance to the cities". That is why he is currently running to become a member of the European Parliament. He asked for the participants' support as experts.

He hoped that the conference will lead to fruitful discussions and that Hungarian colleagues will learn a lot, which will favour the further development of Budapest.

**Laurence DOUVIN** thanked the Mayor for his welcoming speech and for going straight to the heart of the matter. She welcomed the representatives of the cities. She pointed out that the IMPACTS network is very well-oriented towards the issues raised by the Mayor. The interest

of cities is to be taken into consideration. Trust is also important when sharing good and bad experiences.

All European cities have similar challenges: people are becoming increasingly mobile, solutions have to be found to meet the challenges of mobility. The issue of environment has also to be seriously tackled. The problem of infrastructure not always being adequate and the lack in capacity often experienced by public transport explain the attractiveness of individual transport. Cities can choose between making public transport more attractive than individual motorized transport: however, both can be combined. Everything is a matter of political will.

She also pinpointed that the image of public transport should change to make the customers proud to use it. At the ITS conference, one of the speakers explained how to make public transport more attractive for passengers.

She ended her presentation by taking the example of Barcelona where they have for years increased the ratio of public transport use, the same is true for Dublin. These examples illustrate that positive developments can be achieved.

## **SESSION 1 : FOCUS ON PUBLIC TRANSPORT IN CENTRAL EUROPE CITIES**

*Chair: Maria KRAUTZBERGER, State Secretary for Transport & Environment, Berlin*

**Maria KRAUTZBERGER** expressed her being very satisfied that the IMPACTS conference could finally take place in Budapest.

The 1<sup>st</sup> May was a very important event that everybody celebrated and she hoped that this conference will be the beginning for IMPACTS Europe of a new discussion on a broader basis with the Central Europe Capitals.

She repeated that public transport is very important for European cities and their quality of life and for keeping up with urban culture. To leave the cities to individual motorized traffic would be the end of the appreciated urban quality.

There are new challenges for European cities due to the liberalization and privatisation initiatives on a European level; there will be considerable changes of the European and national framework of public transport on road and on rail and this is a situation which is new to most European cities. So, it is a good thing that cities can learn from each other in this new context.

She introduced Dr SCHWEDLER who took the floor;

### **Urban public Transport in the New Member States**

*Dr Hanns-Uve SCHWEDLER, Managing Director, European Academy of the Urban Environment, Berlin*

**Dr SCHWEDLER** remarked that new comers from Prague, Warsaw, Ljubljana, Tallinn, etc. might ask themselves why someone coming from Berlin should be able to explain what they are confronted with in their everyday work :The European Academy of the Urban Environment has been working for 13 years mainly with cities from Eastern and Central Europe and he will present the results of a study made in 2003 on behalf of European Union on the urban situation of the, then, "accesssing Countries". Transport & mobility was one of the main topics. Besides, he pointed out that it always makes sense to have a look at the situation from outside to stand a bit back.

He summarized the challenges for urban public transport in the New Member States in three compartments:

### ***Urban spatial structure and spatial planning***

The spatial structure in the former socialistic States (excluding Malta & Cyprus) is more or less similar. They are facing severe mono-functional structuring. Many cities are organised with a mono-centric structure, lacking very often hierarchy of different centres. The large housing estates at the periphery of cities also cause problems for public transport.

There are also often urban sprawl and conurbations which are a challenge for public transport. All the cities have grown during the recent years due to economic & political changes. Bratislava for instance doubled its size within the last 20 years. This is the same in other cities from New Member States, which had not occur at that pace in cities from old Member States. This is mainly caused by commercial development. Large shopping centres built after 1990 are located near the ring-roads, accessible only by private cars. Besides, the surfaces of these shopping centres are higher today by capital than for instance in France or in UK.

This entails rapidly changing mobility patterns and more particularly the increasing of private motorization. The number of cars doubled or tripled in some cities in 10 years. This affected the decrease of public transport. The share of public transport ranges from 40 to 70 %, which is not so bad for old member States but only one decade ago, there ranged from 75% to 95%! The speed of the decline is alarming.

He showed the urban plan of Bratislava which illustrates the urban spatial structure.

He also gave figures concerning large housing estates and their population: up to more than 80% of inhabitants in cities are living in large housing estates. On average, in the New Member States, more than 40% of the population is concentrated in these kind of estates which should be linked to the transport systems.

### ***Decision making and administrative / organisational structure(s) and cooperation***

There is a tendency towards decentralization, so the tasks of the cities are rising but at the same time, the financial means do not increase in the same way. Sometimes, it is even cut down.

Moreover, planning and decision making processes are very often sectorized: spatial and transport planning follow different standards, aims and time frames.

There are different physical/spatial dimension of departments' responsibilities: one department decides for the district, the next one on a topic dealing with transport decides on a citywide level, others are beyond, which makes it very difficult to cooperate. The cooperation has to be enhanced.

The basis for decision-making process is very poor, there are some sophisticated examples like Prague but it is an exception.

Long-term traffic plans are seldom. Besides, political priorities often change with Governments, which makes the work of planners nearly impossible.

### ***Developments within the public passenger transport field***

The main problem of public transport is cars but if you live in a large housing estate, you have to use your car but there are also psychological reasons: in those countries, the car is still the symbol for freedom, for personal well-being, for growth, for democracy.

The public transport system itself is very often:

- out-dated with an uncomfortable vehicle fleet not adapted to the present needs of potential users.
- there is a lack of coordination and cooperation between different modes of transport (timetable, interchange modes etc.)
- there is also a lack of coordination / cooperation between inner-city transport operators and those in surrounding areas
- in many case, mainly due to financial barriers, restriction in routes served and reduced frequencies (finances) can be observed
- there are considerable financial problems: they should be subsidized and there is one reason also : in many cases, people refuse to pay prices when they were used to free or almost free public transport in the past.

There are steps that should be taken: modernising vehicle fleet, using parking management tools, resorting to new technologies...A change in urban fabric is needed, cooperation between different departments, close integration of transport modes. Public awareness and participation are also strongly needed.

Otherwise, the (former socialist) New Member States will lose their one advantage for more sustainable urban transport: the still relatively high proportion of public transport.

## City Case Studies

### BUDAPEST

*Mihaly CSORDAS, Head of Department, Department of Transport, Municipality of Budapest*

**Mihaly CSORDAS** explained that Mr Pal VAJDA, Deputy Mayor, who was originally expected to make the presentation, was unable to do it because of other important engagements. He asked Mr. CSORDAS to express the participants apologies on his behalf.

**Mihaly CSORDAS** began by stressing the importance of dealing urgently with public transport in Budapest and expressed his enthusiasm learning good news from **Mr DEMZSKY**. He also informed the audience that on 23 May, in the City hall, it was announced that the Budapest ring-road will be continued.

In the 60s and 70s, the share of public transport in Budapest was 80%. This deteriorated to a large extent and there are now 350 cars /1000 people and the same applies to conurbations where currently there are 300 cars/1000 people. This means that the number of cars in Budapest causes congestion on a daily basis. And the financial situation did not allow the city to face this situation.

One of the most important problem concerns the cooperation between the city and its conurbation, Budapest has a Great Metropolitan Area (GMA) with a population of over 2 million people. This population is increasing in the metro area, causing a traffic of 600 000 vehicles, 2/3 of which are taken up by cars. Given the current level of public transport, people living in Budapest tend to use public transport whereas people living in the conurbation use their cars.

Moreover, shopping areas exacerbate the situation and it will worsen.

The city's policy tries to curb this situation by taking people away in Budapest to do shopping and this resulted in intensifying the incoming traffic in Budapest but it did not prevent people from shopping outside Budapest.

**Mihaly CSORDAS** showed a slide presenting the tram network, the suburban trains and trolley buses in the Great Metropolitan Area. Unfortunately, there is no connection between Budapest and the suburban area other than what is provided by the Budapest railway company "MAAV". The networks are separated and there are no points of connection at hubs. Consequently, commuters who cross the city borders cannot rely on the current network. The suburban transportation needs to be developed and the current infrastructure should be transformed to be better adapted. Cooperation would be indispensable! Major efforts have been made in European cities to develop the quality of public transport and it bore fruits. In Budapest, the expected network whose development will start in the near future will help to improve the existing one and curb the deterioration of public transport. But it is not enough to develop public transportation: routes avoiding city centres are missing and there is no point of connections avoiding downtown areas where car passengers could switch to public transport.

**Mihaly CSORDAS** explained that in the morning, there had been an accident on line 6, all his colleagues were 30mn late because the network is not able to switch modalities even in the event of the smallest problem!

He showed locations of hubs with park & ride parking lots.

He was happy to inform the audience that the underground construction would continue, with the renewal of line 2 for the next 4 years period and the building of the new metro line 4 as soon as the building permit is accepted as announced by the Mayor just before. This way, he hoped to manage to ease the burden of the traffic from the metro area, in the South West and West parts of the conurbation.

He added that it would be a pleasure to be able to extend eastwards the lines of the underground by 4 additional stations. This development is not sufficient and it is planned to connect the North and South areas of Budapest with a 5<sup>th</sup> line which would be routed along the Danube in line with the northside urban development plan. This will be the future plan of Budapest.

He then mentioned the problems met by Budapest in the decision-making process: the local Government system consists of the Budapest Municipality and the local Governments of 23 districts. When it comes to coordinating the interests, difficulties arise.

Besides, there are a number of organisations who can have their say in transport development. However it is not clarified how long their influence can last even after a valid decision is taken because any organisation can attack the decision afterwards.

He concluded by explaining that in terms of traffic and transport, cities are totally left on their own, and the city management did not achieve a common platform with the local Governments of the conurbations.

The city would like to see the emergence of a traffic alliance in Budapest, which has been in the pipelines for the past 10 years.

He would like to invite the operators of the railway, bus companies and tramlines to build such an alliance in order to improve public transportation.

As regards transport infrastructure, trams are 40-50 years old because the municipality has not enough money to modernize them.

Some of the measures announced by the Mayor will contribute to the improvement of the public transport, in particular the financing which will offset the transport company deficit which is expected to amount by the end of the year to 45 billion Forint.

## **WARSAW**

*Ms Elzbieta SOLTYS, Communication officer, Department of Transportation, City of Warszawa*

**Ms Elzbieta SOLTYS** explained that she is replacing Mr Stanislaw SZWEYCER who was not able to come.

### ***Public transport in Warsaw agglomeration***

Since the beginning of the 90-ies there has been a dynamic increase in the number of passenger cars in Warsaw to the level of 380 cars / 1000 inhabitants that was not compensated with adequate development of road layout. Avalanche increase in the number of car journeys is the cause for repeatedly growing road layout overload. Street crowd increases in more and more parts of the city and the occurrence periods of the abovementioned traffic obstructions increase also. It is obviously the reason for an increase in both exhaust gases emission and noise level. In the light of the abovementioned issues it is imperative to take up radical actions to improve the conditions of mass transport functioning in Warsaw and to limit private vehicle access to downtown before long.

### ***Statistical data regarding Warsaw***

Warsaw occupies the area of 516,9 km<sup>2</sup> within its administrative boundaries and is inhabited by 1.689.648 people, including 908.814 women.

Warsaw is administratively divided into 18 districts.

Public transport operates in Warsaw agglomeration that comprises of 22 communes with a total area of circa 1108 km<sup>2</sup> and is inhabited by circa 2 million people.

Population density - average - 3258 people/km<sup>2</sup>

- extreme values for the Districts:
- 355 people/km<sup>2</sup> (Wilanów)
- 8772 people/km<sup>2</sup> (Śródmieście)

Population:           in productive age - 64.5 %  
                          in pre-productive age - 19.4 %  
                          in post-productive age - 16.1 %

### ***Capital city of Warsaw - structure***

The Act on the structure of the capital City of Warsaw instituted Warsaw a commune with the status of a city on county rights. The Warsaw commune has been divided into 18 districts. District councils as legislative bodies and district administration as executive bodies were stipulated by the legislator. A Mayor is the head of district administration and is elected indirectly by the district council. Districts are auxiliary units of the capital City of Warsaw. The president of the city has the authority of commune and county administration. He is elected in general election.

The legislative authority in Warsaw is exercised by the 60-person Council of the capital City of Warsaw. It is elected in general election and is the legislative and supervisory body.

### **3. Office of the capital city of Warsaw**

The president of the capital City of Warsaw accomplishes his task through the Office of the capital City of Warsaw. The organizational structure of the Office of the capital city of Warsaw comprises of three types of organizational units:

- offices
- registries
- district departments

The office responsible for issues associated with mass transport is the Office of Transport. It manages transport in the capital City of Warsaw through its participation in planning and coordination of transport, as well as in development plans for rail and public transport services in the city premises. It analyzes needs, supervises creation of schedules, opinions changes in ticket tariffs and co-operates with rail companies. The Office coordinates the co-operation of the Warsaw Transport Authority with the Municipal Road Authority.

### ***Warsaw Transport Authority and Public transport companies***

The Warsaw Transport Authority (ZTM) is a budget entity of the city, and is directly supervised by the Office of Transport.

#### The tasks of ZTM are as follows:

- planning and organization of transport structure (routes, schedules),
- commissioning and assesment of analytic research study regarding transport structure development,
- commissioning transport services and control of their realization,
- providing maintenance for stop infrastructure (information on stops, sheds, bus terminuses),
- implementing tariff policy (devising tariff solutions, organizing ticket sale, control of passengers and vindication of transport dues),
- planning and realization of mass transport infrastructure investments,
- creating the media image of mass transport,

Transport services commissioned by the ZTM are realized by both public and private haulers.

The tasks of public haulers, that is Municipal Bus Company, Warsaw Tramways and Warsaw Subway, that are public transport companies, are as follows:

- realization of transport services commissioned by the ZTM
- operation and repair of stock and technical objects (depots, tracks, electric energy feeding network),
- realization of investments (tramway and subway network development),
- purchase of stock.

### ***Public transport financing***

Public transport in the capital City of Warsaw is financed from two sources: income from ticket sales and the city's budget. Income from ticket sales at present covers circa 50 % of public transport running costs.

Annual budget expenditures for current public transport exploitation amount to PLN 1.025.043.600, while total transport and communication expenditures amount to PLN 1.991.762.101, which is 24,1 % of the city budget.

Investment expenditures associated with subway construction amount to PLN 174 million, with total citywide investment expenditures amounting to PLN 985 million.

### **Public transport network in Warsaw.**

The public transport network in Warsaw and the suburban zone encompasses (status for February 2004):

- 121,0 km of tramway routes, including 114,7 km on separate tracks;
- 954,9 km of day bus routes;
- 337,7 night bus and tramway routes.

Transport line structure in Warsaw includes:

- 31 tramway lines
- 187 bus lines
- 1 subway line

Bus transport line structure includes:

- 90 regular normal lines with total length of 1370,4 km;
- 17 rush hour normal lines with total length of 255,1 km;
- 22 regular fast lines with total length of 431,6 km;
- 10 rush hour fast lines with total length of 199,6 km;
- 5 express lines with total length of 90,2 km;
- 27 regular suburban lines with total length of 500,6 km;
- 4 rush hour suburban lines with total length of 61,4 km;
- 14 night bus lines and one tramway line with total length of 473,3 km.

Warsaw tramway transport line structure includes:

- 29 regular line with total length of 433,0 km;
- 2 rush hour lines with total length of 28,3 km.

The number of ZTM's bus stops amounts to circa 3370, including circa 2770 stops within Warsaw administrative boundaries.

The number of ZTM's tramway stops amounts to 514.

There are 15 stations on the currently exploited segment of the first subway line.

The number of schedule provided car kilometers to be realized in the year 2004 amounts to: 101,2 million (buses, including: 86,0 million - ZTM and 15,2 million - private haulers), 48,6 million (tramways) and 14,0 million (subway).

Transport commissioned by the Warsaw Transport Authority is realized, apart from the MBC, WT and Subway companies, by 4 private haulers operating 47 bus lines and 203 buses.

The number of cars in traffic during morning rush hours amounts to: 1387 buses, 355 tramway trains and 94 subway cars (9 6-car trains and 10 4-car trains).

Average week day transport speed is:

- regular tramway lines - 18,3 km/h;
- rush hour tramway lines - 18,7 km/h;
- regular normal bus lines - 21,2 km/h;
- rush hour normal bus lines - 22,0 km/h;
- regular fast bus lines - 23,0 km/h;
- rush hour fast bus lines - 23,5 km/h;
- regular suburban bus lines - 26,3 km/h;
- rush hour suburban bus lines - 26,4 km/h;
- express bus lines - 25,1 km/h;
- subway - 37,5 km/h;

Punctuality of public transport cars:

- circa 88 % bus and 90 % tramway stop departures is in accordance with the schedule;

### ***Public transport stock***

Public transport stock is successively reconditioned through purchases of new cars, better suited to meet current needs. Passenger and environment friendliness is especially emphasized.

Low floor stock operates on 48 % of tramway lines and 83,5 % of bus lines. There are 15 low floor trains in the schedule for all 355 tramway trains running during rush hours, and 504 low floor buses for 1387 buses running during rush hours.

Capacity structure of bus stock running during rush hours:

- high capacity buses (125 and more people) - 66,5 %;
- 100-people buses - 29 %;
- midibuses (60 people) - 4,5 %;

The subway owns 138 cars, including 60 Russian cars.

### ***Transport system management and control organization***

Mass transport system in Warsaw and Warsaw agglomeration comprises the following elements:

- Warsaw public transport organized by the Warsaw Transport Authority that operates the capital city of Warsaw and adjoining communes. This system comprises the subway line, tramway network and bus network.
- Railway transport organized by the Polish State Railways: PKP Regional Services Ltd. and PKP Warsaw Commuter Rail Ltd.
- Bus transport organized by the National Transport Company (PKS) and private haulers - independent from the ZTM.

Exterior routes from Warsaw and its agglomeration are provided by long-distance railway and bus transport and air transport.

Public transport organized by the ZTM in Warsaw and railway transport have autonomous schedules and tariff systems. However, there are actions being taken up to include railway in the public transport system. It is one of Warsaw authorities' priorities.

Basic documents for the public transport system are approved by the Council of the capital city of Warsaw:

- directions for system's development
- tariff policy (determining maximal transport services prices and entitling to free and reduced tickets)
- city budget, including public transport financing.

Departments of the Office of the capital city of Warsaw take indirect part in city's activities in the field of public transport. They are responsible for realization of city's financial policy (budget), realization of city's investment policy (long-term and annual plans), analytic research study in the field of transport systems development and regional planning accordingly.

Direct part in public transport organization in Warsaw is taken by the Office of Transport of the Office of the capital city of Warsaw and the Warsaw Transport Authority (ZTM). ZTM shapes the transport structure (routes and schedule) and determines transport needs. It organizes transport services tenders to meet them. Next it supervises the realization of the commissioned transport tasks by the haulers and makes financial settlements.

### ***Ticket system***

A new ticket system exploiting a non-contact proximity card has been introduced in the subway in the year 2000 and in tramways and buses in the year 2001. It also allows to use a ticket with magnetic strip.

The Warsaw City Card was created basing on this system. With this card it is possible to pay for using public transport and in near future it will also enable payments for other public services, such as parking, phone calls, museum admission, theater tickets etc.

Within the confines of the new system several dozen new ticket types has been introduced, including first time introduction of time tickets (valid for 60, 90 or 120 minutes after validating it) designed to mitigate the problem of changes, and also one day and three day tickets and a ticket valid between morning and afternoon rush hours.

Ticket sale structure (February 2004):

|  |          |
|--|----------|
| 30-day cards                                 | - 50,2 % |
| 90-day cards                                 | - 14,5 % |
| single fare tickets                          | - 20,2 % |
| single fare tickets valid between rush hours | - 0,6 %  |
| one day tickets                              | - 11,1 % |
| 3-day tickets                                | - 1,8 %  |
| one week tickets                             | - 1,4 %  |

Actions of the city's authorities head for including railway into an integrated ticket system also.

### ***Courses for development, priorities, plans***

Basic public transport tasks to be realized in the future that may be described as priorities are as follows:

- a) continuation of construction of the first subway line
- b) In accordance with the assumptions of Transport Policy of the capital city of Warsaw the modernized, developed and more environment friendly rail transport is to be the basic means of transport for public transportation.

The following directions for activities in this field are assumed:

- further subway expansion with new lines and stock modernization,
- tramway lines modernization - the BANACHA - GOŁAWEK section of the Al. Jerozolimskie route first. This modernization will include all elements from tracks and power supply circuits, through stop rebuilding and application of a high-tech traffic control system allowing giving traffic priority to public transport vehicles. Modern passenger information solutions, that allow to provide the passengers

with data about routes, schedules and present situation dynamically, will also be introduced.

- tramway routes structure expansion (partly as rapid tramway, e.g. to Tarchomin over the planned new Northern bridge and additionally across Modlińska street and the Bemowo - Wilanów line). The start of construction of tramway route on the Powstańców Śląskich street on the NOWE BEMOWO - Broniewskiego section is planned in the nearest future.

c ) regional railway and public transport integration.

revitalizing railway routes within the limits of the Warsaw agglomeration basing on the SKM company created by the City. The goal of transformation of the regional railway into Rapid Urban Rail (SKM) should be pursued, for it will allow not only bringing passengers from suburban areas to Warsaw but also passenger transport within the city limits.

The following actions are necessary to achieve this goal:

- cooperation of self-government administration units (also those outside Warsaw) and railway restructuring,
- introduction of uniform structure of mass transport system management in the Warsaw agglomeration,
- introduction of common tariff - ticket system,
- line infrastructure renovation,
- introduction of monitoring on stops and stations,
- modernization of stops and stations as well as train traffic control and regulation devices,
- modernization of existing stock and purchase of new units,
- construction of additional stops,
- creation of properly functioning change points,
- construction of "Park & Ride" parking lots next to selected stations and stops.

Total length of the planned Rapid Urban Rail system in the Warsaw agglomeration will be 223 km.

d) Construction of an integrated mass transport system that will include all means of transport (subway, buses, tramways, railway). It will be essential to create in this system, a structure that will coordinate tasks in the whole agglomeration. Integrated Traffic Management System will be one of its elements.

e) The planned launch of Integrated Traffic Management System in Warsaw will be of essential significance for tramway and bus traffic improvement on the most congested routes. A modernization of existing traffic management system in Warsaw Tramways and introduction of traffic management of Warsaw Transport Authority vehicles will be associated with the new system's introduction. These will be modern computer controlled systems operating continuously as a Warsaw public transport vehicles operation supervision and control dispatching system. Their task will be to improve current realization of the vehicle operation in the transport network management process. They will ensure current monitoring of every vehicle operating under its control. It allows conditional priorities for public transport vehicles on intersections with traffic lights and control of informative boards and loud speakers in vehicles.

Furthermore the following actions are planned to improve public transport vehicles locomotion:

- introduction of parking restrictions through enlargement of metered parking zones;
- introduction of separate public transport vehicles only traffic lanes,
- correct, change favorable, location of stops,
- considering public transport requirements in shaping of the road layout,

## **PRAGUE**

*Mr Zdenek DOSEK, Delegate for Service Quality & International Relations, Prague Public Transport Company, Representative of Czech Public Transports, UITP UE Committee*

**Zdenek DOSEK** explained that he was very happy to meet the representatives of Budapest transport in this unification context.

Since 1989, countries of Central and Eastern Europe have undergone important changes in political, economical and environmental fields. Revolutionary changes occurred in the transport system at a regional level: more and more people buy passenger cars and use the road. The use of public transportation is decreasing in Prague, the city needs to make a lot of efforts to solve the problems of public transport.

Prague is a little less than 500 km<sup>2</sup>, the population is 1 166 000 inhabitants. Masses of people commute and a lot of tourists arrive to Prague everyday. Therefore, public transport is very important.

From 1989, the number of passengers' cars started to grow. By 2003, there has been constant congestion and environmental pollution. The Prague transport institution stated that today there is one car for 1.8 citizens.

The modal split is 43% for individual car & 57% for public transportation.

These changes have affected financing as well. In 1989, public transport was totally financed by the State. From 1995, the state gave some money to modernize the fleet but this increased tariffs as well. Tickets and season tickets became more expensive. The State started being more involved in financing some years ago. The metro was for instance financed by Prague and the Government. The loans of the European International Bank are also very important in financing.

The budget of Prague is changing: in 2003, the budget of the city amounted to 1.46 billion euros, 500 million euros was allocated for transport. But further funds are needed.

### ***Transport Policy Principles:***

***1. To ensure a transport system development in harmony with residential area development***

***2. To aim at decreasing of transport demand in the city through urban planning***

The transport system has to be developed in harmony with regional development, with spatial planning and public transport development have to be coordinated.

The metro and other transportation lines make it possible to serve various areas around Prague and makes it possible to see the flourishing of secondary centres in various districts and in the agglomeration.

***3. To design, develop and manage transport structure as a complex system of all transport modes that have to cooperate rationally***

Transport structures are to be developed in various ways, with multimodal systems. Now, Prague can be accessed from 50 km around by public transport. The municipality cooperates in this process.

There are 5 transport zones in Prague within 50km, with an integrated system. Since 1995, the railway lines and railway stations have been integrated into the system. It is also important to mention that Prague Transport Company together with the railway company and 14 private companies manage to achieve integration of transport modes. An important competitor was Connex, a French operator, which bought up one of the lines.

#### **4. Development of transport system not only in terms of transport capacity but also in terms of safety and provision of sufficient quality**

In 1998, was introduced the Service Quality Programme together with the French Transport company (RATP).

European Quality standards have been introduced . Prague is a member of the European Standard Authority and **Zdenek DOSEK** is a member of a working group dealing with developing further standards in quality.

Then, **Zdenek DOSEK** listed the Quality criteria for designing Public Transport offer in Prague:

- Standard passenger-carrying capacity of PT vehicles: all seats occupied + floor area for standing passengers used by 4 persons/m<sup>2</sup>
- The level of use of passenger-carrying capacity in max. hour
- Proportion of seated and standing passengers in PT vehicles
- The highest permissible intervals between links on PT routes
- City center availability

Prague managed to exploit the capacity of public transport vehicle.

He indicated figures about follow up time between vehicles and standards of quality which can be summarized as follows:

- Punctuality/regularity
- Passenger information
- Customer care
- Uniform discipline
- Operability of ticket vending machines (*since 2000*)
- Operability of metro stations equipments for people with reduced mobility (*since 2004*)

The Prague metro lines have been recently extended in particular in the new south-western district of the city.

To improve transport for disabled is also very important. In Prague, more than 1000 trams are equipped with facilities for impaired people and signal buttons can be pushed for communication with the driver.

He also expressed the intention of the city to establish a new system of buses at the proximity of underground stations, at hospitals for instance .

**Zdenek DOSEK** concluded by stressing the fact that the customer should be the n°1 priority and cited Gandhi.

**SESSION 2 : Legal Status & Organisation of Urban Public Transport**  
*Chair: Mick HICKFORD, Head of Strategy, Policy & Special Projects, Surface Transport, Transport for London*

**Future Developments in the light of the Altmark ruling - A view from the European Commission**

*Mr. Thomas AVANZATA, Detached National Expert, EU Commission, DG for Energy and Transport, Regulatory Policy & Promotion of New Energies & of Demand Management*

**Thomas AVANZATA** thanked Budapest for inviting him to this conference.

Altmark ruling concerns public service obligations in the transport sector and the way it is possible to compensate these public service obligations.

At the European level, regulation 1191/1969 dealt with public service obligations in the transport sector. It terminated most public service obligations ; public services obligations that remained had to be compensated (detailed rules for these compensations). It excluded local operators.

This regulation was modified in 1991 by regulation 1893/1991 pointing out that public service obligations should be contracted, not imposed. The second main change was the inclusion of local operators with a certain number of derogations.

In 2000, the EU Commission proposed a new regulation (COM (2000) 7) considering that regulation of 1969 modified in 1991 was not in line with reality any longer. The main principles of this new proposal were to recognize that public service obligations are necessary in public transport, to impose contracts for all operators as soon as there was a compensation for public service obligations or as soon as there was the attribution, the awarding of an exclusive right; and finally to impose competition. The principle was competition, with a certain number of exceptions.

The modifications of the legal and economical context in the public transport sector explain why the Commission made this proposal. Competition on the basis of national law has been introduced all over Europe. **Thomas AVANZATA** gives the example of the deregulation of buses in the United Kingdom in 1986.

**He** also pointed out different examples<sup>1</sup> of the introduction of controlled competition in several countries. Controlled competition means that an exclusive right remains and that this competition is for the awarding of the contract. It is a competition *for* the market and not a competition *on* the market.

**Thomas AVANZATA** axed his presentation on the consequences of controlled competition from the point of view of the EU Commission.

The first consequence is that it works most of the time. The introduction of controlled competition very often meant more passengers and lower costs. The second consequence is that it favoured the emergence of national operators (first they were mostly British and French , now there are new multinational operators emerging like Spanish or Scandinavian ones). The third consequence was a growing legal uncertainty regarding a number of interrogations: does EU law apply to local transport? When to apply the existing regulation , i.e. reg. 1191/69? Is compensation for Public Service Obligations a state aid? Can exclusive rights be justified? And how to award these exclusive rights?

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<sup>1</sup> bus routes line by line (S, FIN, early 90s), whole urban transport networks (F, mid 90s), rail networks (S, D, UK, late 90s), subcontracting of bus routes (D, A, B, late 90s)

## ***The Altmark ruling***

What is it? It is an argument about whether Community state aid rules apply to small public transport operators in Germany. There was a European court decision in July last year.

Altmark solves 3 of the 4 legal uncertainties mentioned before:

- EU law applies to local transport without any doubt
- Reg. 1191/69 is generally applicable (but remember the derogation)
- Compensation is not state aid **under 4 conditions**
- *but Altmark does not solve the uncertainty about exclusive rights*

In the transport sector, the main conclusions of the Altmark ruling is that regulation 1191/69 is binding. The transport sector has a specific regulation whereas it is not the case in the other public service sectors.

This Altmark ruling is more relevant for other service sectors than it is for the transport sector because in the transport sector, there is already a clear set of rules: according to regulation 1191/69, if an authority wants to pay for public transport, it must follow these rules. It is the same for tariff reductions.

The authority who wants to pay for the other public sectors will have to follow the Altmark four conditions.

There is only one case where regulation 1191/69 does not apply in the transport sector: if the Member State has applied the “**derogation**” in article 1 of the regulation

But this derogation is limited to operators that *only* run urban, suburban or regional services.

The derogation must also be included in a clear and precise legislation. That was one of the issue in the Altmark ruling, to know whether Germany had put in force this derogation with a sufficiently clear and precise legislation. It seemed that the European court had many doubts about that.

The derogation is not an escape clause - it just means that different Community rules apply.

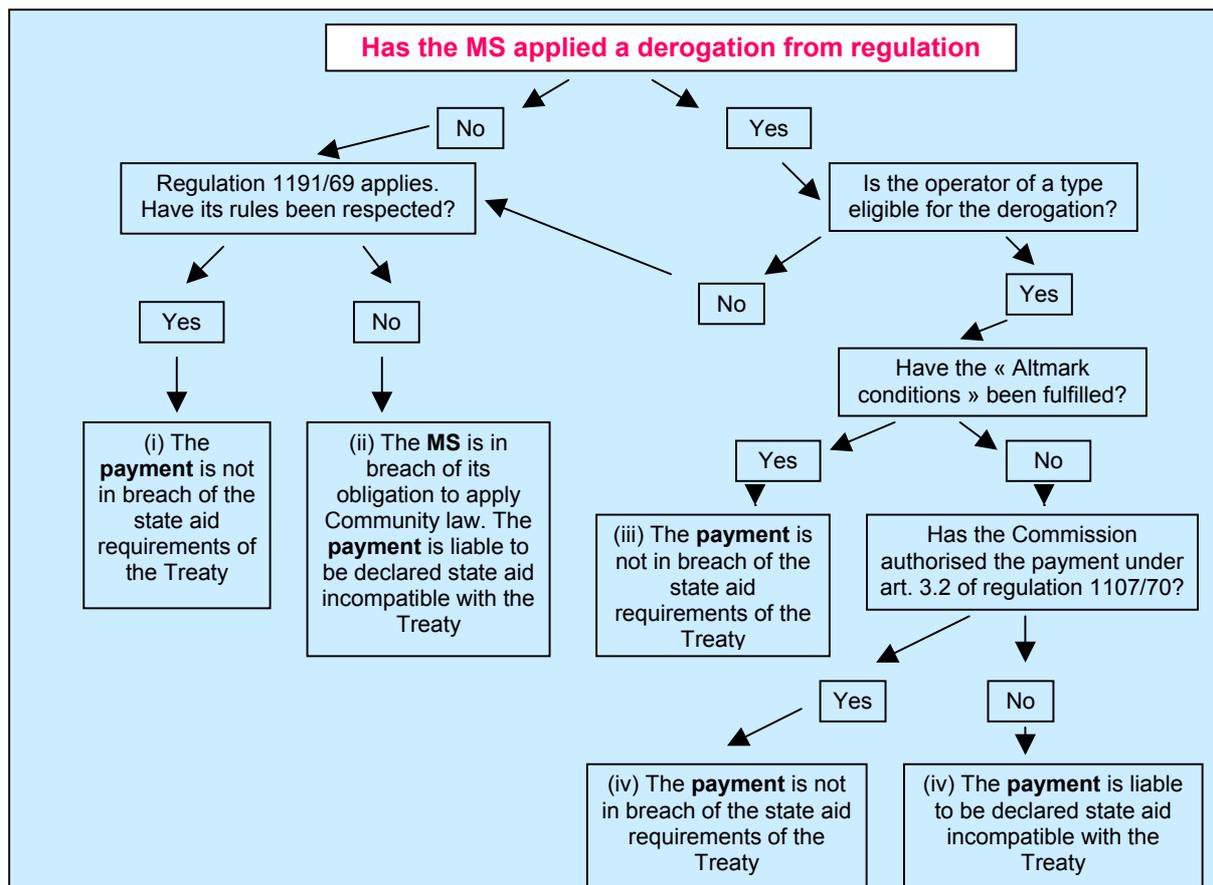
In the case the Member State has applied the “derogation” in article 1 of the regulation, the authorities have two options:

The first option is to obey the 4 “Altmark conditions” for the public service obligation compensations not to be considered as a state aid:

- define public service obligations *in advance*
- define compensation rules *in advance*
- don't pay too much
- don't pay more than a “typical well-run undertaking” would need (or: competition)

The second option is not to respect these four Altmark rule conditions and ask for state aid approval from the Commission *in advance*.

**Thomas AVANZATA** presented a chart illustrating how the problem is considered by the Commission:



The first question the European Commission will consider is: has the MS applied a derogation from regulation 1191/69? (in the EU 15, there are 13 countries that have not applied the derogation so they apply regulation 1191/69)

Once this is clarified, the question is: have its rules been respected?

- If Yes, the payment is not in breach of the state aid requirements of the Treaty,
- if No, then the Member State is in breach of its obligation to apply Community law. The payment is liable to be declared state aid incompatible with the Treaty.

If yes, the Member State has applied correctly the deregulation 1191/69. In this category, there are Austria and Germany maybe because it seems that one condition might not be met for Germany (is German law sufficiently clear about this derogation or not?). The second question is “ Is the operator of a type eligible for the derogation?” It means is it an urban, suburban or regional operator?

- if yes, have the « Altmark conditions » been fulfilled? If these conditions have been fulfilled, the payment is not in breach of the state aid requirements of the Treaty.
- If no, we go back to application of regulation 1191/69, Then, we verify if the Commission authorised the payment under art. 3.2 of regulation 1107/70. It means has there been a notification and has the Commission accepted the payment?
  - If yes, the **payment** is not in breach of the state aid requirements of the Treaty,
  - if no, the **payment** is liable to be declared state aid incompatible

with the Treaty.

**Thomas AVANZATA** remarked that the Commission had never received any notification neither from Austria nor from Germany so it means that after the question “ have the Altmark conditions been fulfilled?” it should mean that yes in every case of public service obligation compensation in Austria or in Germany, the four Altmark conditions have been fulfilled.

The consequences of the Altmark ruling are that for the future, there is obviously a need to create systems that match the EU rules. This has not been the case so far.

For **past** and **present** aids, there are 3 dangers if the rules have not been followed:

The first danger is that a national court can stop ongoing payments to the operator.

The second danger is that the Commission must assess complaints, which are according to Thomas AVANZATA numerous.

The third danger is that the Commission can start “infringement proceedings” against the Member State.

So it means that present aids can be stopped.

Past aids (since 1995) can have to be paid back, if they are not compatible with the Treaty.

What is that stake?

- The public transport industry has a turnover of EUR 100 billion (EU15). All these data will have to be modified with the extension of the EU to 25.
- probably at least half is from public subsidies
- 1.5 million jobs
- carries 150 million people per day
- particularly important in big cities (2.5-3 times as many trips) and for people with no car (40% of households)

The goal of the Commission is not at all to destroy public transport. The Commission just wants an efficient public transport.

So, there are two ways forward: either the application of existing law which is very complicated and obsolete or a new Community regulation, which is 4 years old but the Council has not been able yet to decide itself on this proposal.

This regulation should regularise the situation and prepare the ground for fair competition.

There is a new case called the “Combus case” where the Court said that money given to a Danish operator by the Danish Government was not in line with the regulation 1991/69 though the Commission had accepted this payment.

The Commission proposes legislative solutions but rules have to be obeyed. If a political compromise cannot be found, then the existing law will be applied.

## QUESTIONS

*Janosz MONIGL asked Thomas AVANZATA why there is a distinction between urban, suburban and local operators and if it was connected with the responsibilities of the authorities and because the costs should not be mixed between local and long distance transport for instance. Then, he enquired about the meaning of “a typical well-run undertaking “ as it is cited in the fourth Altmark condition.*

**Thomas AVANZATA** answered that the distinction was justified in 1969 when the regulation was first created and when it was first modified in 1991. At that time, there was no European

market for local transport hence the distinction. Today's situation is different as there is a real market for local or regional transport.

Concerning the fourth Altmark condition, it was not written by the Commission, it comes from the European Court. This condition is quite difficult to implement in so far as there can be several answers. The legal safety does not seem guaranteed in this context.

**Oliver MIETZSCH** feared that the Commission is trying to find a way to avoid the Court of Justice in order to introduce its idea of open competition in public transport. He felt surprised that Thomas AVANZATA's presentation did not mention the European Parliament, which said two years before, that cities and regions can decide of an open competition

**Thomas AVANZATA** answered that there has been a misunderstanding. The Commission found out that the development of controlled competition had entailed legal uncertainties linked on one hand with the obligation of compensation and to the application of regulation 1191/69, and on the other hand, linked to the legitimacy of the attribution conditions of exclusive rights in this sector. The Altmark ruling only considers the question of State aid. It not answer the question ; is it legitimate to attribute directly exclusive rights?

He confirmed that the European Parliament, at the end of 2001, adopted a position in favour of the free choice of public authorities but this position was not kept in the Commission's modified position, in February 2002. The reason was because it did not guarantee legal security which was one of the main reasons why the Commission proposed this text. Besides, such a solution would have certainly freeze some situations.

Moreover, this possibility of free choice was counterbalanced by a reciprocity principle, i.e. if the authority decided to award directly without any competition the service to a company controlled by this authority, this company was forbidden to propose its services beyond this domestic market.

This principle is very difficult to implement and is contrary to Community Law according to the Legal Department, the Commission and the Council. That's why, so far, the Commission remained on its position of tendering counterbalanced by a number of exceptions (like exceptions in the case of networks whose worth is inferior to a certain amount or in the case of some metro networks). But free choice has not been the chosen solution.

Since then, the Council has not examined the question, probably because there is no compromise ahead and because no presidency is willing to deal with so delicate cases.

**Fredy WITTEW** explained that, in the example of Geneva, the choice of services is left to competition. The subsidy is not given to the company but to the user through a tariff imposed by the State. When the State builds the infrastructure and owns the vehicles, like it is the case in Geneva, it is a form of subsidy compared to the cases where the company has to invest in the network or in the vehicles. So, how are these State's investments in the transport network handled by the Commission?

**Thomas AVANZATA** precised that only operations are concerned by the regulation proposal. The financing of infrastructure is another issue. The regulation gives total freedom to the authorities in that field. As far as the operations are concerned, the regulation proposal prevails. The legislation does not impose any rule on the set-up of the contracts by the public authorities. The point is to favour the development of the benefits derived from competition in that sector.

**Mick HICKFORD** thanked Thomas AVANZATA for an interesting and clear presentation of this very complicated issue.

## Case Studies

### PARIS

#### Public Transport Organisation in Paris and the Ile de France Region

*Claude DARGENT, Paris City Councillor, Chairman of the Transport Advisory Group*

**Claude DARGENT** introduced the specificities of the transport organisation in Paris.

The aim has been, since 2001, to reach a more balanced share of the Parisian public space. The almost totality of the roads in Paris used to be devoted to cars whereas less than 1 Parisian out of 2 owns a car!

To illustrate that this goal can be reached, since 3 years, in Paris the car traffic had decreased by 10%. This is quite a good figure thanks to the implementation of a voluntarist policy.

The problem in Paris concerns the organisation of transport. Indeed, in Paris, there is a complex administrative division. In order to solve this complexity, an alliance of transports of Ile de France region (STIF) has been set up.

The Ile de France region is composed of 8 “departments”; Paris is at the same time a municipality and a department divided into 20 districts. Paris represents less than 1% of the regional area. It is a small town, even though within this area there is 20% of the population of the region and more than 1/3 of the employments.

However, Paris is not pertinent for transport as an administrative entity, one should think in terms of agglomerations, there is Paris and the 3 departments that compose what is called the “Petite Couronne” (inner suburbs).

This Parisian agglomeration has no administrative reality.

#### ***The transport network***

There is a railway network : the RER (Paris rapid transit rail system), the suburban trains, the trams, a metro network which also serves towns of the “Petite Couronne”, and bus networks.

These networks are run by 3 operators:

- the SNCF (Société Nationale des Chemins de Fer Français), a public company with the railway monopole, it runs some RER lines,
- the RATP (Régie Autonome des Transports Parisiens) has the monopole of passenger transport in Paris and in the “Petite Couronne”, runs the metro and some RER lines
- a group of private companies running the buses in the “Grande Couronne” (outer suburbs).

The regional railway network is composed of 5 RER lines and transports each year more than 1 billion passengers. The metro network is very dense: there are 16 lines, almost 300 stations, the length is 211 km, with 1,3 billion passengers. The bus network is composed of 59 lines, 600 kms and more than 1700 stops.

Currently, bus corridors are being installed: 187 km of bus corridors of which 70 km are in protected areas. There is also a night bus network called ‘Noctambus’.

#### ***Institutional and financial organisation of the public transport in the Ile de France region***

The different stakeholders in public transport are:

- Four public authorities : the State, the Region, the “Departments” and the Municipalities
- 2 transport operators : the SNCF and the RATP
- The Police Prefecture because in Paris, the Mayor has not the police power,

In order to coordinate all this, the STIF (“Syndicat des Transports d’Ile de France”) has been created and aims at coordinating the activities of the operators, at defining the running conditions, at defining the routes, the frequency and the length of the services.

For instance, bus corridors in dedicated areas can be created by the Municipality but the Paris Council cannot take action on the frequency of the buses. This is the role of the STIF.

This STIF signs contracts with the RATP and the SNCF, it coordinates the investments and co-finances, with the Region, operations linked with the service quality.

However, the STIF is always controlled by the Gouvernement: the president is the regional prefect.

The STIF will end in December 2005 and there will be a transfer of competences from the State to the Region so that the transport issues in Paris are dealt with by local Authorities as it is the case in all other French urban areas. .

The STIF has a year budget of 3.8 billion euros.

Its resources: 2/3 are generated by a tax paid by companies (“versement transport”), and by public grants (by State, Region, “Departements”). It also collects half of the fines distributed in the Ile de France Region (80 million euros in 2003).

Its expenses deals with transport exploitation.

Between the STIF and the transport operators, there are agreements fixed in advance.

There are quality goals in addition to safety goals that have to be taken into consideration by transport providers. There is a bonus/malus system, which means once the goal is met , the support is increased. If the goals are missed, the support decreases.

Some of the money saved by the companies can be set aside and used for other tasks, like in Prague.

There is a multimodal transport card ( “carte orange”) for 8 zones in Paris. Half of the price of the transport card is paid by the employer to the employee. There are also different categories of tariffs for pensioners, students and unemployed people.

### ***Two public transport development programmes***

#### ***“le Tramway des Maréchaux”***

The 1<sup>st</sup> tram line “le Tramway des Maréchaux” will be built in the south of Paris, this will be going around Paris: it is still under construction.

The last tramline in Paris was established in the 1930s.

**Claude DARGENT** considers that trams are in conformity with the needs of the citizens. In any case, the tramline will follow the track of the boulevard, using space which has so far been used for cars.

#### ***The “ Mobilien” programme***

The average speed of buses in Paris is 9km/h, which is very slow and very expensive. The “Mobilien” programme aims at increasing the speed to reach the double of the current speed.

This means that bus transportation has to be separated so that it is not impeded by car.

As road marking is not respected, a separate lane of 1.5 m will be reserved specifically for buses and exclude taxis. This is the essence of the Mobilien.

As a conclusion, **Claude DARGENT** explained that there is a bill that has been drafted recently : the STIF will be able to delegate its powers to municipalities. The Ile de France STIF is a monopoly by nature. out

The city thinks that increasing the number of buses for instance does not require the consultation of the transport alliance and decentralisation at a municipal level is desirable. There should be a lower level of alliance branch, which would be more flexible. The region is a too high level. **Claude DARGENT** hoped that the establishment of local organisation that will be under the regional level will be soon effective. Legal means are needed for transport to operate efficiently and smoothly.

## **ROMA**

### **The liberalisation of Public Transport in Italy: the Roman Experience**

*Stefania di SERIO, Responsible for the General Manager's Staff for European Affairs, ATAC ApA, Rome*

**Stefania di SERIO** reminded that the European Union has very early attached great importance to the transport sector: community law provided regular liberalization in 1969 and 1991 with regulations 1191/1969 and 1893/1991.

The European Legislation was transposed into Italian legislation in Law Decree 422/97 and 400/99 and they correspond to the effective introduction of competition in the field of Italian transport.

She listed law in application in Italy regarding the transport sector:

- Community Law (Reg. 1191/1969 and EC 1893/1991).
- These provisions have been transposed into the Italian legislative system by Law Decree 422/97 and n° 400/99
- Act n° 59/97
- Art 35 law 448/2001
- Law 166/2002
- Law decree 269/2003

The real change in Italian legislation according to the liberalisation the European Union had in mind, occurred in 1999: it replaces the direct assignment approach by the tender system for the allocation of public services.

At the same time, the 59/97 Law initialized the project of administrative decentralization by conferring to the region and local authorities all the functions related to public transport excluding, of course, air travel. This act is important in so far as it established for transport operation companies the possibility that consortium could be transformed in joint stock companies by the year 2000.

The objectives of this reform were to

- Improve public transport service standards
- Adjust public transport supply
- Control service costs

Practically, it meant the privatization of services, competition among the operators and the determination of service standards

The contract is entered between the transport operators and the public administration, which sets the objectives in terms of services.

Since January 2000, transport operators have been asked in Italy that operative costs are covered by 35% by the traffic revenues.

**Stefania Di SERIO** reminded that the population in Roma amounts to 2.8 million inhabitants.

There are more than 1 million passengers per year, the modal split is 60/40.

In Roma, in the early 90s, the situation of public transport was a disaster: services were poor from a quantitative and qualitative point of view. There was an increasing number of passengers being lost to the private transport, which increased production costs and entailed a huge deficit for public transport companies. The deficit was absolutely disproportionate compared to the poor service provided.

So, the city administration in 1994 set, among its main goal, to reorganise public transport in the city. It started in 1995 with a great cut in the staff and a 1<sup>st</sup> contract was signed between the municipality and ATAC that was the former public transport company.

So, at the beginning there was a monopolistic approach with the former company ATAC who had the monopoly of public transport.

ATAC that was the operator for railway transport and bus was split in 2 joint stock companies. The same happened to the company which managed the underground.

So the model for Rome is as follows:

ATAC, the agency for mobility that is owned for 100% by the municipality, plans and monitors mobility through the "Contratto di Servizio" with the local public transport operators dealing with the underground, trams, bus...

This model allowed Roma to upgrade the services and also to increase the length of the network.

The missions of ATAC are the following:

- Planning and design of public transport and mobility services in Rome;
- Managing and developing the infrastructure and vehicles dedicated to public transport services;
- Supporting the integrated management of mobility;
- Managing the commitment of services to public transport operators;
- Managing the "Contratto di Servizio" (Service Contract) with the public transport operators;
- Monitoring and controlling services provided by the operators in Rome;
- Promotion and sale of mobility-related services and supporting the fare policies of the Municipality;
- Managing the sales revenues and PR with public transport customers;
- Developing any service and activity relevant for mobility issues.

This model made it possible to expand the service provided. additional tenders were published to extend the network, passengers transported increased and the spread between revenues and costs decreased. Nevertheless, revenue did not follow the great increase in passengers because a lot of passengers shifted from single ticket to seasonal ticket.

The vehicle fleet has been renewed in the past ten years.

Subsidies have decreased : on one hand, legislation considers ATAC like a company and on the other hand, ATAC can not really manage everything like a company does. Because for instance in Italy, the company cannot decide what will be the amount of the fare. This year, the subsidies have gone down and last year, there were many strikes, because the level of issues is very high and workers are very unhappy with the situation.

**Stefania di SERIO** stressed on the necessity of a clarification of the European legislation. The new European legislation has introduced the concept of "in-house tender" according to which there is direct assignment of public contract to entities that belong to municipalities and administration. This regulatory uncertainty causes a lot of damages to the sector. Indeed, there can be no continuity in policies as changes in legislation oblige companies to modify

their strategy. It is necessary to have legislative clarity to wash away the paradoxes that are presently in the local public transport system

**Stefania di SERIO** concluded that, concerning public transport

- decisions have to be financed steadily throughout the years, without having moments when the interest in local public transport is very high and others where it is totally ignored”.
- It is necessary that any measure that is adopted should be maintained long enough so that it is possible to see its results.
- Any discussion that is not founded on data and facts is useless

## QUESTIONS

**Robert STUSSI** wondered whether ATAC was the owner of the buses and metro and asked **Stefania DI SERIO** how the tender process could be performed in that case in an unbiased way. He also required details to **Claude DARGENT** about the new reform involving the STIF.

**Stefania DI SERIO** answered that ATAC is the owner of all infrastructure. When they make tender, the company that wins the tender is allowed to use the infrastructure, which means that the maintenance is left to the company. Then, they can estimate which level of maintenance is needed and consequently fix the cost of maintenance for the year to come. There are more than 255 buses in service in Rome. It is necessary that buses are owned by ATAC because companies that make the tender cannot buy 255 buses in one month!

**Claude DARGENT** explained that when public decisions are concerned, an optimum solution should be found. The STIF was seen as a progress in terms of coordination but centralisation has its inconvenient so the new idea is to add a second decentralized level where “small “ decisions could be taken without needing to resort to the big authority to add a few buses, for instance.

**Janis MONIGL** asked which type of contract is used in Roma, gross or net cost contract.

**Stefania di SERIO** answered that Rome works with gross cost contract. They are introducing quality standard progressively with regard to services.

### Panel Discussion of city-decision makers

*Moderated by the Chairman*

- *Julio GARCIA RAMON, Head of Mobility Projects, Barcelona*
- *Maria KRAUTZBERGER, State Secretary for Transport & Environment, Berlin*
- *Karol KOLADA, Deputy Mayor, Bratislava*
- *Antonio HODGERS, Member of Parliament, Republic of Geneva*
- *Rudolf SCHICKER, Executive City Councillor for Urban Development, Traffic & Transport, Vienna*

**Mick HICKFORD** as moderator of the panel discussion suggested that all the panel participants should explain what measures their city has taken in order to boost public transport share in the modal split.

**Initiatives undertaken at a city or national level aiming to boost the public transport share.**

**Antonio HODGERS** explained he is enthusiastic to participate in a discussion with regard to European perspectives as he is representing Switzerland, an island amongst the EU!

The State of Geneva, as the organising authority for public transport, has clearly set the objective of increasing by 20% the offer in terms of public transport. This is accompanied by an increase of the budget but also by the setting up of quality and quantity indicators.

He remarked that the image of public transport is changing thanks to the accent put on the quality of services.

Another action taken by Geneva is the selling of annual or monthly subscription via the employers, which has given very good results.

**Karol KOLADA** said that in Bratislava the share of public transport has been decreasing a great deal. In 1990, the modal split was 75/25, in 2002, 59/41! It is clear that Bratislava should improve its public transport to satisfy the customers.

**Maria KRAUTZBERGER** outlined that Berlin has quite an attractive public transport that cost a lot of money: each year, about 1.5 billion euro is given to transport companies, only 42% is financed by ticket selling, the aim is to increase this share to reach 50% .

Though the legal framework is not quite clear, she confirmed that Berlin will experience some sort of liberalization, as the Altmark rule made it clear But she hoped it will be a controlled competition. That is the challenge all the cities have to face.

For that purpose, a new organisation of the administration will be necessary to prepare tendering, to control quality and management, to distribute public subsidies. Without this organisation which is already developed in cities like Rome, Göteborg, Stockholm, Berlin will not be able to prepare for the market on public transport.

Up to now, the city of Berlin has not been successful because transport companies rule the market, have the information power and also own the infrastructure. So the political process is very hard.

She added that Berlin will prepare a tendering for the bus and rail networks in the years to come but there are difficulties in organising the process in an efficient way.

**Rudolf SCHICKER** provided some figures about Vienna: the city spent 550 millions euros/year to make the transport companies able to build new metro lines, to buy new buses and trams. Subsidies are 300 million euros high, 250 million euros go into investment. So public transport is strongly supported by the Municipality.

It is clear that Vienna inhabitants are pleased with that because the figures for ownership of cars are the lowest in all Austria. Vienna also tries hard to fulfill the Amsterdam Treaty according to which local governance is asked to be done by the local government and local administration.

Vienna strongly support all lobbying aiming at not privatising public transport though it is not feasible by public companies without very high subsidies. Why not encourage them and convince people that public transport should be subsidized? Vienna citizens do not understand why companies should be sold and why there should be more competition in that field.

**Julio GARCIA RAMON** explained that in Barcelona the modal split about the internal trips is 65% (Public Transport)/35%. Compared to other cities, it is quite good. But Barcelona City counts 1.5 million inhabitants and Barcelona metropolitan area 4.2 million inhabitants. People coming from outside constitutes 1/3 of the trips, most of which are made in private cars. So,

the problem should be solved outside Barcelona but the Mayor of Barcelona has not the power to change things at that level.

Barcelona is improving the quality of its public transport. Barcelona is a very warm city so it is important to have air-conditioning both in the buses and in the metro. The network will also be improved.

At the moment, there are 7 metro lines. These are generally radial lines so, there is no efficient public transport means to travel from one side to the city to the other without crossing the city centre. This problem will be solved with the building of line 9 which will be transversal.

At the same time, it is necessary to reduce the use of private cars. The attractiveness of private car is so big that the only way to manage that is to reduce the space destined for private cars. So, measures have been taken such as closing zones to private cars, narrowing the streets by widening the sidewalks...

**Claude DARGENT** repeated that the solution does not lie in the privatisation of transport organisation as **Rudolf SCHICKER** just said. It is by given transport companies a sense of responsibilities through contracts. Anyway, public transport by fatality is in deficit. So creating private companies that will survive through public subsidies does not appear as the best solution.

But why is it necessary to subsidize public transport? Because it is a matter of public health. Health in big cities is greatly influenced by pollution created by car traffic. Pollution creates a high death rate. Citizens will more and more urge politicians to limit this damage.

**Mick HICKFORD** confirmed that in London, the Mayor takes this pollution issues very seriously.

### ***Public transport policy and parking policy***

**Fredy WITTWER** pointed out that a private car travels one hour per day but is parked during 23 hours. The essential point is that the development of public transport is interrelated with the development of car parks. Each time private car parks are built either for companies or shopping centres, it has a cost for public transport. So he thinks that transport policies should be more linked with parking policies. He enquired about the opinion of the different decision-makers concerning that subject.

**Rudolf SCHICKER** explained that in Vienna, during the last 9 years, in ten districts, a parking management system has been implemented. Residents are allowed to park whereas non-residents are only allowed to park for 2 hours, which reduces the traffic in this area. This fits Vienna better for instance than the congestion charge system.

**Antonio HODGERS** underlined that the State of Geneva imposes that new installed companies should have a car park proportional to the number of their employees. It can reach 10 % for well-served areas and 25% if less-served.

**Julio GARCIA RAMON** agreed with Fredy WITTWER. But this should be in accordance with the capacity of the roads managed. The price of parking can be raised in order to control the demand.

### ***Taxis and public transport***

**James COOPER** remarked that more than half of the people using taxis are on low income, that means bus passengers. He would like the interrelation between traditional public

transport and taxis to be reconsidered as well as the possibility to integrate taxi bus as a means to solve some of the public transport problems in cities.

**Maria KRAUTZBERGER** agreed it is a good way of developing a new strategy for public transport in particular in parts of the city that are not so densely inhabited and on the outskirts. New tools are being explored within European projects ( CIVITAS), the results could be presented during IMPACTS next conference.

**Rudolf SCHICKER** explained that Vienna tried to reduce the costs on public transport by combining public transport with taxis in the outskirts. It gives a part of the modal split to the taxis.

**Antonio HODGERS** stressed that a Taxibus system has been implemented in little densified areas from Geneva. It links all the area door-to-door to the tram network where people can travel to the city.

**Karol KOLADA** pointed out that in Bratislava, there are twice as more more taxis than public transport. These taxis do not have parking space in the city. Prices are higher than public transport. So, minibuses will be used for certain part of the city.

**Mick HICKFORD** concluded the discussion by saying there was a great need for better long-term planning in many cases, a need for organisational changes to better plan and organize public transport. Finance and state support, better integration between transport modes and between land-use planning and transport planning are relevant issues to be further explored.

### **SESSION 3: Public Transport & City Planning**

*Chair: Rudolf SCHICKER, Executive Councillor for Urban Development, Traffic & transport, Vienna*

**Rudolf SCHICKER** introduced the session.

He remarked that Austria has joined European Union 9 years ago so he knows how great a challenge it is to understand the working methods of the European Commission in particular concerning public transport.

#### **BUDAPEST**

##### **The Urban Development Concept (UDC) of BUDAPEST**

*Lazlo MOLNAR, Transport Planner, Director of Fömmterv*

The Urban Development Concept of Budapest was accepted a little less than one year ago by the General Assembly of Budapest.

Three main concepts lie under this plan, concerning the city:

- Good living conditions involves sustainability in the city
- Solidarity involves cooperation between different actors
- Competitiveness.

The Urban Development Concept takes into consideration the fundamental changes that have occurred in the past decade: especially with regard to transport & mobility, more particularly in the fields of information and technologies, and as regards regionalism aspects which entails a new plan of relationships.

These changes happened simultaneously with the political changes in Central & Eastern Europe. Consequently, the cities developed at a very fast pace. Concerning motorization, there is a great challenge ahead of these cities. Microenvironment has to be taken into consideration as well as regional cooperation.

The Urban Development Concept is based on the particular geopolitical situation of Budapest. Budapest plays a very strong role in creating contacts and serves as an intermediary between various regions.

There are huge logistical centres built around Budapest and additional ones are being built. In 1990, there were no shopping centres. So important dynamic changes occurred very rapidly and the transport structure could not keep up with this pace.

The city faces the problem that mobility motivations have changed since the 80s whilst at the same time, the transport structure has remained the same. There is no transport union or federation in Budapest, no zoning system, no parking union and the transport network is not as developed as it should be.

### ***Transport problems in Budapest***

**Lazlo MOLNAR** showed a photo of congested roads, underlining that congestion is a very typical problem.

Moreover, Budapest is unable to use its geopolitical advantage because of these transport difficulties. For instance, the international airport is not linked to the centre of Budapest by public transport. And also, innercity roads are very much congested, parking spaces are very few as well. The Danube bridges are very important in the transport structure of the town.

Motorization has increased but public transport decreased both in terms of services and number of passengers.

Problems in Budapest are accentuated by the parking issues. Even modal changes do not help.

The town looked very different 50 years ago, it looked much smaller. The road network has changed. The number of inhabitants in Budapest is decreasing compared to the number of inhabitants in the agglomeration. This is a big problem for commuting. There are no P&R lots so commuters cannot change their cars to take public transport.

### ***Finding solutions***

The Urban Development Concept is based on using existing resources very efficiently, and finding adapted solutions.

There are 11 suburban railways and 3 fast track railway roads that need to be further developed in order to create an intermodal system.

There are focus points that have a great influence on urban development

- The rehabilitation of the inner city is one of the most important issue in Urban Development Concept,
- The other issue is to develop the parking right system so that cars do not enter the centre in such a number The UDC attempts at taking the traffic out of the inner city. 85% of the inner city traffic is just traffic going in and out the city because there is no road that can go round Budapest.

- If more services and better service than the car are provided and if public transport can be embedded in the lifestyle of citizens, then an increase of the number of passengers could be expected. Added value has to be created.

**Lazlo MOLNAR's** diaporama made an illustration of these different points :

- A slide showing a former area in Budapest of industrialization zone that is now a low value area. Its value needs to be improved by building for instance a ring road that will take a lot of the traffic. A slide showing the topography of Budapest with the valleys, which makes it impossible to expand the road network so Budapest must definitely rely on its public transport.
- A slide showing the fixed track transport system: the most critical part is the western zone of Budapest which receives most traffic load from Europe. There is very little public transport network in this area. There is very little space between the city centre and the borders of the city because there is no space to develop this capacity. One solution would be to create a fast railway track that allows park & ride possibilities as well and also a new metro line.

As a conclusion, **Lazlo MOLNAR** emphasized the fact that politicians and technicians have a great role to play in making the links between the city and public transport vigorous ones.

## QUESTIONS

**Csaba OROSZ**, from the Budapest University of Technology wanted to know how to convince people to change their travelling habits. Besides, he remarked that privileged parking that can be seen outside banks, insurance companies seem to be in conflict with what **Lazlo MOLNAR** just declared. For instance, in Budapest, a total of 386 members of Parliament plus all their staff can park free of charge at the cost of citizen!

**Lazlo MOLNAR** answered that the city is still trying to adapt to the new dimensions of public and private. Over the past decade, private was thought to be better than public perhaps the advantages of public would have to be reconsidered. The priority parking concept is still not tabled by the decision makers because of political critical issues that will hopefully make it to Parliament.

## VIENNA

### Vienna 2003 Transport Master Plan

*Rudolf SCHICKER, Executive City Councillor for Urban Development, Traffic & Transport, City of Vienna*

**Rudolf SCHICKER** explained that this plan was adopted in October last year and is replacing the old Vienna Transport Concept from 1994. The 2003 Transport Master Plan provides the basis for the transport policies of the next 10 to 15 years. It also corresponds to the new situation after Austria joined the European Union.

In 1994, nobody could imagine what changes it would bring to join the European Union, it occurred one year later.

10 years ago, Austria had a referendum and 2/3 of the people voted "YES" to the European Union but **Rudolf SCHICKER** is not sure that the result would be that high today.

This is mainly a problem of making Europe visible and make the local governments work within the European framework.

**Rudolf SCHICKER** hopes that the constitution for Europe will be adopted pretty soon which would give great chance to the cities to make a better local governance for their citizens.

The Vienna Transport Concept 1994 was mainly oriented towards how to handle Vienna inner city transport. In those days, Vienna did not realise the city would be one of the players of the Southern part of Central Europe in terms of transport and traffic.

Objectives were to shift from individual transport to public transport, i.e. to change the modal split to an environment friendly transport like metro, tram, buses, bikes and walking.

The measures were the extension of the underground network, the improvement of the cycle routes, the parking space management in the ten inner districts of Vienna.

Working on the Master Plan 2004, Vienna started with the evaluation of the old concept and the results were very good.

For instance, equality could be reached in the modal split between motorized individual transport and public transport both by 35%.

The extension of the underground by 65 km was achieved and the daily average traffic in the ten inner district was decreased by 2%, when at the same time the commuting across the city's borders increased by 15%.

Besides, the Viennese citizens were satisfied with public transport.

But concerning bicycle use, it increased very steadily and the pedestrian walking had been reduced heavily.

### ***Important Challenges***

- Developing Vienna into a trans-European transit node with attractive accessibility: necessity to update and upgrade the transport infrastructure system especially in the eastern part of Austria but also within the boundaries of the city.

- Adjusting the road infrastructure to the housing development of the past 30 years, in particular in the surroundings of Vienna: indeed, the city itself did not grow, but more flats were needed because the number of m<sup>2</sup> per capita increased severely. As there is 1.6 million inhabitants in Vienna, this means a lot for settlement areas.

This increase took place quicker than the city could move on with the extension of public transport. Therefore, individual motorized transport increased in the outer districts of Vienna.

- Reducing motorised transport in Vienna from 35% to 25%: the integration of the regions into the shift to another modal split is the most challenging thing faced by the city the next 10 years.

As **Rudolf SCHICKER** mentioned before, in the city, 2/3 are using environmentally friendly modes of transport, only 1/3 is using the individual motorized transport. 2/3 of the commuters use the individual motorized transport. So there would be no traffic jam if they was no commuting across the boundaries.

### ***Intelligent Mobility "Move Smart"***

Vienna created a philosophy around this new master plan named the "pentagon of intelligent mobility ": the 5 points to be met are Sustainable mobility, Innovation, Cooperation, Acceptance and Efficiency.

*On the innovative side*, Vienna has started pilot projects to have best practice transformed into ordinary system.

Vienna has *to cooperate* with Austrian Federal Railways in a more efficient way and with the transport system of the surrounding regions. Cooperation should also be effective with Bratislava, Győr and Brenau, which with Vienna built the central European region called Centrope.

The *efficiency* is also essential in public transport so it does not make sense to keep all the structures of public transport because it is traditional.

Vienna wants to reach the following modal split by 2020: 75% public transport, bicycle or pedestrian. This is a challenging goal!

### ***Main activities of the 2003 Transport Master Plan***

#### **- Roads and Railways for Europe**

Vienna intends to have a very fast train system in the region crossing the borders to the neighbouring cities abroad.

#### **- Underground impulse for urban development**

The underground will be expanded by 100 km. The endpoint of the underground should be at the new subcentres with park and ride lots, i.e. in the development areas or in the regions where there are a lot of commuters coming to Vienna.

#### **- Stopping only at stops**

Vienna wants to make sure that public transport has the highest priority, therefore, the 'stopping only at stops' concept is implemented, if the individual transport runs into traffic jams, the tramways and the bus would have the highest priority at traffic lights.

#### **- Parking Management**

Parking management was implemented in the 10 innercity districts and should be extended in a reshaped form in the surroundings of underground stations.

One of the most important point is to make more room in the public space for different users, not only for the private cars, but also for the pedestrians. Hence, the parking management to give people the opportunity to leave the car at home.

#### **- Major bicycle transport**

The bicycle use in the city needs an efficient network so the routes have to be increased by 1 000 km by 2006 and bike & ride facilities should be implemented by metro stations. Since last year, there is a free city bike system (more than 40 stations) for short rides.

Further 30 millions euro will be invested by 2008 for the extension and improvement of bike existing facilities.

#### **- 4<sup>th</sup> Public Transport Extension Phase**

Within the extension of the underground, Vienna has foreseen to extend or build 7 new tram lines, especially north of the Danube where the population has grown greatly in recent years. The speed of the trams and the buses is also a concern for Vienna.

The level of services will be increased as well, with night buses provided.

As a conclusion, **Rudolf SCHICKER** explained that operating public transport and environmentally friendly modes of transport cost money. Vienna will invest a total volume of

6.3 billion euros for the transport infrastructure for the next 10 years and 20 000 jobs per year will be added or created through this Master Plan.

## QUESTIONS

**Robert STUSSI** asked whether pendular trips were included when referring to modal split and if Vienna had a global objective as regards the motorized mobility to be curbed.

**Rudolf SCHICKER** explained that the modal split within the boundaries includes the commuters.

Even when the modal split is kept the same, if the transport in total is increased, inevitably there are more motorized vehicles. But being realistic, Vienna does not think it possible to reduce traffic overall that much that there will be a decrease in individual motorized traffic.

Vienna 's objective is to avoid a modal shift from public transport or soft modes to the motorized individual mode.

## BERLIN

### The interrelation between Urban Structure & Transport Demand

*Dr. Friedemann KUNST, Head, Transport Policy & Planning Unit, Senate Dpt for Urban Development, Berlin*

**Dr Friedemann KUNST** explained that there is an obvious link between the urban form and a kind of transport demand. Berlin perfectly illustrates this situation.

### **Looking back at early-20<sup>th</sup>-century Berlin**

When looking back at early-20th-century Berlin, the city had experienced an increase of population from 0.9 to 4.3 million between 1870 and 1930, corresponding to the industrialization age. That means that in 1930 Berlin had 180 inhabitants/hectare of settled area which corresponds to the situation of Budapest innercity today.

Then, there was a very dynamic traffic growth: in 1929, there was 1.9 billion passengers per year in local public transport network, but only 40 000 private cars. At that time, private companies built and operated public transport systems profitably, combining it with land development. The city developed along mass transit.

In 1930, Berlin was a very compact city with an innercity area and corridors along the railway lines.

### **Berlin development from 1930 to 1990**

Looking at the innercity, the evolution of the city can be observed through the decades.

After the war, during the period 1930-1990, there was a tremendous increase of the city settled area by 150% with simultaneously a loss of 1 million inhabitants – settlement density falls to 1/3 of 1930 figure (from 180 to 60 inh./hectare settled area)-

This was partly caused by the emergence of the automobile system.

**Dr. Friedemann KUNST** then showed a schematic master plan for the new road network that was developed in the 50s. This network consisted of 4 rings and 8 radial main roads.

Looking at the transport figures, in the 1990s there were approximately 1 billion passengers per year on local public transport network, approx. 1 million motor cars (330 cars per 1000 residents) and there was a tremendous shift of modal split in favour of individual car transport.

Public transport went down from 50% to 27% , individual motor transport increased from 5% to 38% and other modes decreased from 45% to 35%

These modal split figures shows there is today a situation of full competition between the private car and the public transport.

When looking at the evolution of the innercity from 1930 to 1990, after the reorganisation of the innercity after the war, the postwar gave more space to the car system with many parking spaces, very wide roads in the inner cities.

Considering the time after the reunification, Berlin experienced a suburbanisation such as Budapest with the impact of longer trips which means more motorized trips.

The access to central areas is advantageous for private cars in terms of time (10 to 15 mn from the outskirts to the innercity). This has a lot of impacts on the modal split.

After the reunification, Berlin had to reorganise the private and public street infrastructure system. Berlin did invest much more on transport systems (billions of euros investment on public transport). Despite of that public transport demand decreased . Only in last years was it stabilised.

### **Conclusion**

- City structure and urban density are critical determinants of demand for local public transport services.

- If city structure permits genuine competition between mass transit and motorised individual transportation (under the given conditions), cars are the “winners” and mass transit requires subsidisation.

- Danger of dynamic negative trends: in case of a car-oriented infrastructure , this infrastructure supports further de-urbanisation and again further car traffic growth and mass transit system downsizing.

### **Arguments for Public intervention and public transport Support**

Most of the cities have budget problems and subsidies are in question. There are still strong arguments in favour of public intervention and public transport supports.

**Friedemann KUNST** listed five arguments:

- A city needs density, compactness: it is a prerequisite for cultural, social and technological innovation, for social integration, for economic prosperity. This is the essence of the European type of cities.

- and if this is so, a compact city needs local public transport: because of the space requirement of private car system which is incompatible with a compactly organised city.

- Children, teenagers, the elderly and the poor have no limited access to car travel. In Berlin, 50% of the households do not have access to the car. So it is a question of mobility assurance through local public passenger service

- a “Sustained urban development” can only be achieved in a compact city. This is a fact that we are living beyond our means, beyond rational use of space and energy resources; and public transport requires three times less energy per passenger than car.

- Mass transit subsidizing only offsets - frequently covered - motor vehicle subsidizing: we have subsidized public transport in the former years but we have also subsidized private car transport. 1.4 billion euros more have been spent in ten years for road building and maintenance, so private car use was heavily subsidized. Actual costs are only partially charged to car and truck users (from ordinarily free public parking to health and environmental impairments)

### ***How is it possible to reduce the amount of necessary subsidies?***

Four approaches can be combined and have been integrated in Berlin new transport strategies:

- to make better use of regional and urban structural development tools: we have to generate sufficient demand density, and orient land development on mass transit provision corridors.
- to think in terms of product "public transport". Key elements are integrated tariffs, well-organised interchange nodes, increase of travel speed. The transport demand changes, in the next years, it will change into 24 hour city, which has very different characteristics.
- to continue to bolster competitiveness of mass transit in relation to car travel, i.e. further develop local public transport structure: more individuality, flexibility and service and information quality ("making mass transit more like riding in a car")
- to develop a public transportation market and permit or encourage more competition. Competition helps to reduce costs and improve the product. Berlin is in the process of creating the necessary organisational structures and laying the ground rules for competition, but aiming for regulated rather than unbridled competition
- at a national and EU level, to reduce current cost disadvantage of mass transit in comparison to using a private vehicle, external costs have to be taken in consideration and to create rules that allow fares and uniform cost allocation to private and public transport, improving cost authenticity in cost accounting for various means of transportation (fair and uniform cost allocation - internalising external costs in whole or in part).

## **BRATISLAVA**

### **The Master Transportation Plan**

*Mr Vladimir MIKUS, Head of Dept for Transport, Planning & Traffic Control, City of Bratislava*

#### ***Geography***

Bratislava is the capital of Slovakia located on the common border of three countries: Hungary, Czech Republic and Slovakia.

Bratislava is not a small city: it is 367 km<sup>2</sup>.

Its topography is quite difficult because on the city territory there are the Low Carpathian Hills and also the Danube Lowlands on the west and southern part of the city. Through Bratislava flow the main rivers: the Danube and Moravia.

#### ***Demography***

There are about 620 000 inhabitants. Until 1996, the population has been growing but after 1997, the trend grew downwards. But for transport issues, what is important is the total body count, which is 650 000 daily i.e. 45% more than permanent inhabitants.

## ***Administration***

Bratislava is composed of 5 districts and city self government with 80 aldermen. The local government is divided into 17 municipal city parts; the most settled part of the city is Petržalka with 121 259 inhabitants.

## ***Car ownership and motorization***

Since 1990 until 2000, there has been an increase in car ownership and motorization level. In 1990, there was 1 personal car/4.42 inhabitants and in 2002 there are 2.27, which means a 95% increase.

In 1990, there was 1 motor vehicle per 3.39 inhabitants; in 2002, there was 1.97 motorvehicles for the same number of inhabitants, which is a 72% increase.

## ***Road network***

Bratislava has been building its road network for 30 years. It is a radial ring road system 84 km long. The system presents inner rings, middle rings and radial routes. There are two highways coming to Bratislava, from Czech Republic and from Slovak Republic. Highways in Bratislava are 35 km long and the state and local roads 775.9 km. There are 4 bridges over the Danube and a 5<sup>th</sup> one is under construction.

## ***Public Transport***

The public transport system is composed of trams, buses and trolleys. The bus system is the most used in Bratislava.

In Bratislava, there is only one public transport operator. There is no real integrated transport system.

In 10 years, there has been a different development between car and transport usage.

In 1999, there were 2.85 trips per inhabitants per day which increased to reach 3.09 in 2002. The modal split between public transport and individual transport was 75/25 in 1990 and 59/41 in 2002.

## ***Transport Problems***

The basic problem in terms of transport is the increase of car usage instead of public transport, which means traffic congestion and parking problems. Besides, there is a small public transport capacity due to the location of Bratislava. The fleet is quite old also.

The first solution was based on an underground system with two lines and tramways, buses and trolleybuses. For the last 30 years, the metro system project was prepared but it never saw the light of day. Different transport technologies for metro were explored. Each alternative had a common problem: the cost.

So in December 2003, the City Council chose another solution based on an improved use of the existing infrastructure – like the 40 km of tram lines and 5 railway routes coming into the city - . The new system integrated the different transport modes through connections between city railway and railway from the region. They modelled the tram train system on the trolley bus.

The result was that the number of passengers increased very much to reach 72% for tram and train system, which is a very good result.

One condition is very important: it supposes an integrated system between regional and local transport and a coordinator .

## **AMSTERDAM**

### **Improving the rail network as a backbone for urban development**

*Machiel KOUWENBERG, Policy Adviser on Public Transport, City of Amsterdam*

**Machiel KOUWENBERG** works at the city department of Traffic and Transport infrastructure in the City of Amsterdam.

#### ***General information concerning the City of Amsterdam***

Amsterdam is the nominal capital of the Netherlands. . It is also the country's largest city, with a population of almost 750,000. Although the Netherlands is the country's official name, people popularly call it Holland. The provinces of North Holland and South Holland form only part of the Netherlands.

The city is accessible from Paris and Brussels by Thalys, the high speed train. The high speed line will be finished in 2005.

Amsterdam is reaching the borders of the city, that's why a new city was built in 1975 as an extension; many people moved there.

The planned structure of Amsterdam has 3 distinguished features:

- Radiating roads from the centre to the edges and beyond. Circular roads in between.
- Built environment as "fingers", in between green areas where it is forbidden to build.
- Division by water

#### ***Development of public transport***

Amsterdam has public transport since 1840.

It has been owned by the City Council from 1900 onwards. In 2002, there was a referendum concerning the separation of the transport company and the City Council. It was rejected by the population.

The tram network grew with the city expansion and after the second world war, there was serious competition with car ownership.

The regional tramnetwork was closed down though it had a big function in town sustainability.

**Machiel KOUWENBERG** showed maps indicating the evolution of Amsterdam transport network between 1901 until today. In 1975, there was an extension towards the western new residential areas within Amsterdam.

#### ***From 1960: developing a metro network***

From 1960, there was a big programme to build a metro network, spreading all over the town in a triangular structure that would have enabled to spread efficiently passengers all over the city with a minimum of one change. Only ¼ of this initial plan has been achieved.

When building the first line, the eastern line, it was difficult to drill the tunnel because of the soft earth, which made it dangerous because of houses on piles.

In 1970, the City Council programmed a city renewal plan: a number of houses had to be demolished to build a new metro line, which entailed mass opposition in the city. Therefore, after the work was finished, new metrolines were taboo for 25 years.

### **Amsterdam 1970-1990**

In the 1970s, 80s and 90s, Amsterdam was faced with a drop in the population because people moved to suburban areas.

At the same time there was a massive congestion because of these people living outside Amsterdam and working in the city.

Simultaneously, there was less attraction of the city centre; first business developments on the edges of the cities were implemented.

To avoid mass parking problem, a tough policy was introduced 20 years ago which decreased the car mobility within the city centre by 20%.

### **Amsterdam after 1990s**

In the 1990s, business and shopping areas located in the centre were transformed into very attractive residential areas. Simultaneously, there were many investments on tangential transport links.

It was at the same period that the accessibility of the airport improved because the airport represents 10 to 20% of the regional employment.

In the 1990s, metro was no longer a taboo. The City Council decided to complete the network planned in the 1960s. So the North-South line was started as a connection between the northern part via the city centre to a new business area in the south.

Now, as the construction methods have evolved, there is no more drilling problem, and so houses need not to be demolished. The new metro line is expected to cross the river.

**Machiel KOUWENBERG** showed a map the railway central station with all the train connections. It will be the backbone for the regional network, it will be extended to the airport and probably further in northern part in other suburbs.

### **QUESTIONS**

***Dick HALLE** wondered why Amsterdam chose to build a new metroline rather than intensifying the use of tramlines and buses, which would have been cheaper and easier to construct.*

**Machiel KOUWENBERG** answered that Amsterdam is a very ancient city with too narrow streets to combine a quick public transport line with other functions as biking which is very important in the Netherlands

Amsterdam preferred to give all the transport modes a certain quality standard so the city decided to bring big access to public transport underground and to keep the tram network. It will be a good investment for the next 50 years because much more passengers are expected. There is also a river across Amsterdam and it is too difficult to build a bridge to cross.

***Philippe CAUVIN** said that Vienna spoke about the concept of intelligent mobility and also of the importance of cooperation and acceptance of the citizens and organisations.*

*He asked **Rudolf SCHICKER** about Vienna strategy to make people and organisations accept new plans.*

**Rudolf SCHICKER** answered that concerning the acceptance of the public, the plan had been discussed during one year with everyone willing to do so.

Before each project, the discussion always occurs at the beginning.

They are currently having discussions about building garages underneath parks.

**Jean-Paul ALGRE** asked whether one of the cities has carried out a survey concerning the profile of people that are obliged to use their private cars. For instance, this concerns freight deliveries, medical professions and service & craftsmanship  
He also questioned which are the other cities having engaged a strong policy of parking offer reduction like Paris is doing.

**Lazlo MOLNAR** wondered where the limits of a well-developed public transport network can be set, or, in other terms, what is the exact rate at which a city has to develop the road network without deteriorating the priority to public transportation?

*In Budapest, 80% of the traffic takes place along a 100 year-old road network. Practically, 60% of the areas in Budapest have no intercommunicating routes. There is no high speed ways. The Budapest parking capacity is about 1/5 of that of Vienna for instance, the City would like people to leave their car behind.*

*Alluding to Berlin and their 6.3 billion euros budget for the next 10 years, he precised that Budapest has planned for development policy a budget of 3.1 billion euros for the next 15 years. So, addressing the other cities, he asked what resources should be involved in these massive urban development projects.*

*Budapest basic problem is related to the fact that European sources of funding are not yet available for urban public transport. And financing problems give rise to extensive debate on how to split up the little money left.*

*So the second question is how to find a limit to sustainable environment in cities and public transport and the tolerable level of expenditure on the part of the city.*

*He said he heard incredible figures as well as feasible solutions (Berlin, Vienna, Paris) that should be taken in consideration by Budapest and its partners including Bratislava.*

**Friedemann KUNST** concentrated on these two questions: what to do with people who are still interested in using their cars and what are the reasonable targets looking at public transport? Which proportion of total traffic could be taken over by public transport?

In our modern cities, there is no way of forgetting the car. It is only a question of a good intermodality. There would be a lot of problems to provide a real competitive public transport in suburban areas.

The way to deal with that is to look at the reasons of the trips: there are trips where it is difficult to replace private cars by public transport, especially for commercial traffic and leisure trips. So, only commuters are concerned by this shift. Shopping can also be done through public transport.

Concerning reasonable figures, he advocated that each city should have to set its own target; for instance, in Berlin, it was decided that it should be possible to provide 2/3 of the total trips by the environmental combination, i.e. public transport plus non motorized modes. The second figure is not to reduce motorized transport but to reduce the increase of motorized transport (expressed in car kms). Both figures make sense to him.

**Rudolf SCHICKER** thanked the participants and remarked that great differences between cities could be observed, depending on their density. A target like 33% of private cars in Berlin could fit very well. But for instance in Vienna, 25% fits better because there is much more density and more smaller roads than in Berlin.

When building an underground not only the density is important but also the physical surroundings of the city like Amsterdam. Vienna is also struggling with the federal government for a further ring.

As a conclusion, each city is very intensively working to solve the problems linked with public transport. Solutions have to be found innercity and they have to include a very well functioning public transport for everybody and they should not forget to convince people who still think that using a private car is best that they can find even greater benefits in using public transport.

## **SESSION 4 : EXPECTATIONS & POSSIBLE COOPERATIONS BETWEEN CITIES**

*Chair: Julio GARCIA RAMON, Head of Mobility Projects, Barcelona*

**Julio GARCIA RAMON** introduced the session telling he is very enthusiastic to chair the session because it concerns one of IMPACTS main goals which is to develop and reinforce cooperation and exchange of knowledge between cities.

### **Case Studies**

#### **LONDON**

##### **Increasing of the usage of the bus network in London**

*Dick HALLE, Director of Strategy, Surface Transport, Transport for London*

**Dick HALLE** reminded that Transport for London (TfL) is the integrated body responsible for the capital's transport system. Its role is to implement the Mayor's Transport Strategy for London and manage the transport services across the capital for which the Mayor has responsibility.

**Dick HALLE** introduced London Buses, which manages bus services in London and is managed by TfL. Its role is to plan routes, specifies service levels and monitors service quality.

He remarked that Ken LIVINGSTONE, the Mayor of London is concerned with the same kind of problems tackled in the discussions, in particular as regards the complexity of local governments and the issues of funding for transport schemes.

#### **Data about London**

London is a very big European city, only Paris is of a similar scale.

The current population is about 7.4 million people and it is projected to increase to over 8 million in the next 12 years: about ¾ millions people which means a lot of people to accommodate and a lot of increase in the transport demand!

There is about 1 million people who commute to the Central London from the suburban areas everyday, the majority of those by rail, a substantial but lower number by bus. Only 15% travel by car.

There are 6 500 buses carrying 6 million passengers a day on the 700 routes TfL is operating.

Buses are much more important in suburban London and for trips that are not radial. Buses are also important for trips that feed railways and which distribute passengers in central London from the main railway stations particularly in some areas of London where the underground system is running at capacity.

Passengers trips have just reached 1.7 billion in the last financial year and TfL runs 430 million bus kms a year.

From 1950 until 1980, the pattern of demand for buses<sup>1</sup> has been in decline in bus usage. From 1982 until 1990, there has been a slight increase.

Through the 1990s, a significant increase occurred which was followed, from 2000, by an accelerating increase.

The population trend followed the same pattern: there was a important decline after World War II, then just after the 1990s, the population reached 6.8 million. Now London population amounts to 6.4 million inhabitants.

By the late 1990, TfL was carrying just under 1.3 billion passengers per years, it's now 1.7, i.e. an 11% increase which is a huge increase given the size of the network.

### ***Buses: the Mayor's major success story***

This is the highest number of passengers since the late 1960s and it is the fastest rate of passengers growth ever since data was collected. The growth since the Mayor was elected is over 30%.

As an example, there is a 20% increase of the people using buses in the middle of the night and a similar increase on Sundays. 20 years ago, the night bus network used to have 20 routes, a very limited coverage, now it has almost 100 routes, designed in the recent years. So the night routes are very similar to the day routes for almost half of them.

Besides, it's the best ever service quality in terms of reliability, cleanliness, customers' satisfaction since data have been collected 25 years ago.

### ***History of Contracting in London***

All of the TfL services are contracted to private operators.

This started in 1985 where there was a gradual tendering of routes.

In 1993, the public sector "bus service" was completely privatised and from that time on, every bus service was started to be tendered, of all the 700 routes.

Currently, the services are operated by 6 large groups of operators like Stagecoach and Arriva. They operate 90% of the routes and there are 14 small operators that operate the rest.

### ***The Responsibility of London Buses***

The responsibility for providing the service in London is that the contract defines the service to be operated: the routes and the frequencies of the buses are defined, the size and configuration of buses to be used are defined (doubledecker, singledecker, number of seats...).

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<sup>1</sup> in the 50s, trams & trolleys were integrated in the figures. They were all eliminated by 1962.

The operator has to specify how many buses and drivers he will use. Having defined the network, TfL does all the marketing, sets the fares (the Mayor does that), TfL also sets and monitors the performance levels as well as the environmental and engineering standards.

TfL provides all the infrastructure: the bus stops, the shelters, the stations and are responsible for sorting out bus priorities. TfL also does all the consultation needed in cooperation with other bodies.

### ***Service Planning***

Internally, TfL sets Service Planning Guidelines and apply them rigorously.

They apply normal transport planning techniques and assessment techniques to every bus changes occurring.

The guidelines try to provide as frequent a service on every route. A frequent service is a service that runs 5 buses an hour. Every service in Central London would run at a minimum of this frequency at every hour of the day.

Operations are expected to be reliable. The network has been designed to have a comprehensive coverage, having every residence within 400 m of the bus stop and every employment area, commercial area within 400 m as well.

Over 90% of the population is within 400m of the bus services.

In practice, about half of the bus network is reviewed at least once in a year.

Extensive market research is used to understand what the consumers want and the outcome so what London Buses do is monitored.

### ***The Congestion Charging Scheme***

The idea is to reduce congestion, improve bus services in central London, improve journey time and make the distribution of goods more efficient.

The congestion area covers 22 km<sup>2</sup> at the very Centre of London. From the centre to London, the boundaries extend from 15 to 20 km radius.

There can be daily, weekly, monthly or annual payment for individual vehicle. The fee is 7.50 euros per vehicle (5 pounds) and operates during working days and the rush hours. Payment can be done until midnight.

The effects of congestion charging were very successful: journey times have been significantly reduced by 13% . The Mayor is up to reelection in two weeks times and congestion charging will have a positive effect obviously.

### ***How has TfL achieved growth on buses?***

How the planning is done is absolutely critical with regards to all the things that have been cited; TfL has to understand what the passengers want from the bus services.

Over a period of 5 years, fares have been simplified. From complex fares, now there is a single flat fare and simple bus passes which are certainly similar to what other cities have done.

There are new and bigger buses to accommodate the growing usage. Nearly 90 % of the buses are fully accessible with wheelchair ramps and low floors.

A huge amount of bus priorities have been introduced, 2 years ago 130 new bus lanes were added. There are less bus lanes than in Paris, it's because they are difficult to introduce in some parts of London and there are some political opposition in some areas.

Information at bus stops (bus maps and bus timetables) is provided. Local street maps have been provided at 8 000 bus stops.

One of the critical point of achieving growth was to improve the reliability of services and it was done to a large extent through contracts. They started with gross cost contracts, they moved on to net cost contracts which were not at all successful because in practice, in a complex city like London, the bus operators cannot affect passengers usage that much. And so, they moved on to quality incentive contracts where the quality of service is monitored very closely and if operators exceed the targets they are paid more than the basic contracts and if they failed to meet those targets, they are paid less.

**Dick HALLE** showed a bus map which has been introduced all over London, and is different from conventional maps because there is a different map for each location so the passenger always knows where he is. This is much more simple.

### ***What made the growth possible?***

A strong political leadership made the difference. This strong political leadership needed to be backed up by a clear policy framework and this is the Mayor's Transport Strategy to be taken into consideration by all public authorities.

**Dick HALLE** said that political and management determination is needed to deliver what the authority wants to do.

TfL has also taken advantage of extra public finance but this has been revenue support, they did not have to do a lot of capital investment, huge infrastructure scheme. They just added a few buses, newer buses thanks to this money.

In the future, there will be an extra demand for transport because of the increasing population. Some parts of the network is out of capacity. Capacity increases to rail but not until 2012. In between, buses will need to carry significantly more passengers because there will be the only mode that can respond quickly.

To do this, there will have to be a much better service level.

**Dick HALLE** showed the photo of a new articulated bus with three doors which represents a big change in London. These buses can carry more people, they don't have ticket issue – there are ticket machines at all the bus stops operated by these buses-, these buses operate like trams. One of the advantages is that it took only one year to introduce them to the routes on which they are used. There is no high capital cost on them, they cost a little more than the London double-decker buses.

The road system needed not to be changed for them and they proved to very popular with the passengers.

As a conclusion, **Dick HALLE** explained that if a big city like London can provide significant additional public transport capacity and service equality, using buses then, surely smaller cities can do better than London!

It is also cheaper to find solutions including buses. One of the key components is that no large amount of capital was needed nor major capital investments.

## **QUESTIONS**

**Claude DARGENT** remarked that in general, the increase of the number of passengers goes along with an increase in supply. He asked what exactly brought on the trend reversal in London.

**Dick HALLE** explained that what has caused the demand to increase sharply was all the coming together of the various measures: especially lower fares and more modern buses. The average age of the fleet is only 4 years now. The demography only explains a small part of the increase. Whilst the level of service was increased by almost 15% over the last 4 years, the number of passengers on each bus has also increased by nearly 20%. TfL is very careful to ensure that sufficient capacity should be provided at the busiest period. It means that you can go on a bus within 10 minutes on the very busiest routes.

**Robert STUSSI** asked further information about the tendering process.

**Dick HALLE** precised that when routes are subject to tendering, it is done though packages of routes located in the same local area so that an operator can make efficiencies of large scale organisation.

TfL does actually tender each route individually and leaves it to the operator to group them up and offer discounts to operate three or four routes. This allows TfL to compare the effect of agglomerating routes with individual routes that might be picked up by smaller operators. There is a certain sense that when mixing the use of smaller operators with the efficiency of scale of larger operators, TfL can get the best of both.

With the expansion of services, more bus carriages are needed for these vehicles. In largely urbanised areas like London, it is sometimes difficult to find new locations. What TfL does in some circumstances is purchase new garages and then offer these garages to those who win the tenders for that particular area of operations. TfL charges them standard commercial rates so there is no unfair competition. This helps in terms of extension of the service because it would be difficult for these operators to purchase these garages without knowing if they won particular contract or not. In the case these garages are owned by TfL, they are leased because if that operator were to lose contract, TfL would want the security to be able to continue to have the service operated.

Outside of London, the legislation is different and there is essentially free competition by bus operators. It is known in Britain as deregulation. Other parts of Britain have been steadily loosing usage. Whilst London has about 14% of the total population of Britain, TfL carries about between 35 and 40% of the bus passengers in Britain. This gives an idea of the mismatch between population and bus service provision in Britain. Other cities are starting to get restive in political terms and say to the government they should change the legislation for bus services.

**Dick HALLE** was surprised it had not happened sooner with the major change in Government in 1997 from the conservatives who introduced this legislation in the mid 1990s, to the labour party within the 7 years that passed this election. And nothing has changed outside London.

**Oliver MIETZSCH** remarked that on **Dick HALLE's** presentation, a bus with the name of the operator "Stagecoach" could be observed. Does it mean that there is no common standard provided by TfL?

*He added that the city of Frankfurt is currently tendering out the whole bus network but they want to set common standards not only as to tariffs but also as to the color of buses.*

**Dick HALLE** confirmed that it was one of the things that had changed over that long period of tendering. TfL requires that all buses should be painted specified shades of red with almost 80% of the bodywork painted red. In the future, all the buses will have to be painted red with just the operator's name on them.

## **GERMANY**

### **The German situation: overview and current trends**

*Oliver MIETZSCH, Head of Transport Unit, Deutsche Städtetag, Berlin*

**Oliver MIETZSCH** focused on how cities could cooperate at a European level.

A difference has to be made between the institutional level and the legislative level. Important institutional organisations are the Committee of the Regions (CoR) and the Congress of Local and Regional Authorities of Europe (CLARE). The associations are Council of European Municipalities and Regions (CEMR) and the Network of leading European cities and regions working together for the development of innovative technologies and policies in local transport (POLIS).

#### ***The Committee of the Regions:***

The CoR is the youngest of the EU institutions: it was created in 1992 by Maastricht Treaty.

The setting up of the CoR was a means to address two main issues:

- firstly, about ¾ of the European legislation is implemented at local and regional level so it makes sense for local and regional representatives to have their word in the development of EU legislation.
- secondly, they were concerned that the public should be left behind as the EU steps ahead. Involving the representatives of local and regional government close to the citizens is one way to fill this gap.

The Maastricht Treaty obliges the Commission and the Council and nowadays the European Parliament to consult the CoR whenever new proposals are made in areas which have repercussions at regional or local level. One of these fields is trans-European infrastructure, especially transport infrastructure.

The Committee of the Regions has 350 members including the new Member States and the same number of alternate members. They get appointed for 4 years by the Council, having been nominated by member states. The members are elected members of or key players in local or regional authorities in their home region. Germany has 24 members, the majority of which are not from a local level but members of the regional governments, the so-called "Länder", 3 of these Länder are city states so the local authorities are also well represented.

There are six CoR Commissions, made up of CoR members, specialised in particular policy areas. The body dealing primarily with transport issues is the Commission for Territorial Cohesion Policy (COTER).

#### ***Congress of Local and Regional Authorities of Europe***

The CLARE, a body of the Council of Europe, was established in 1994 as a consultative body to replace the former Standing Conference of Local and Regional Authorities of Europe. It is composed of two chambers: the Chamber of Local authorities and the Chamber of regions.

The two chambers have 313 full members and 313 substitute members, each of whom is an elected representative from one of over 2 000 regional and local authorities in more than 40 Council Member States.

Germany has 18 members, 9 of which get appointed by regions "the Länder" and 9 of which get appointed by the representative of towns, municipalities, cities and counties.

The Congress meets once a year in Strasbourg.

The Congress is the voice of Europe`s regions and municipalities in the Council of Europe; it advises the Committee of Ministers and the Parliamentary Assembly of the Council of Europe on all aspects of local and regional policy and co-operates closely with national and international organisations representing local and regional government.

The Congress divides its work up amongst four statutory committees. Important for public transport und mobility policies is the Committee on Sustainable Development, responsible for environmental affairs and spatial and urban planning.

### ***Council of European Municipalities and Regions***

The Council of European Municipalities and Regions was founded in 1951 by a group of European mayors. Later, it opened its ranks to the regions.

Today it is the largest organisation of local and regional governments in Europe, its members are national associations of towns, municipalities and regions from over 40 countries. Together these associations represent some 100.000 local and regional authorities all over Europe.

The membership of the chairman section of CEMR counts about 800 cities, towns and counties.

CEMR works in many fields of activity such as regional policy, transport and so on. Its committees and working groups seek to influence draft EU legislation to make sure the interests and concerns of local and regional authorities are taken into account from the earliest stages of the EU legislative process.

One of the example of the work of CEMR is the draft regulation for public passenger transport. CEMR has issued a report calling not to forbid tendering but to make sure that local authorities have to write whether they want to tender out or not.

The European Parliament has taken on board this argumentation and has issued a statement which was in favour of this but it is back in the Council of Ministers.

Public transport is one of the major competences of local or regional governments across Europe. Access to transport, therefore, is regarded by CEMR as being vital to ensure social cohesion and inclusion.

CEMR works with the European Commission and networks such as POLIS to develop innovative transport policies.

### ***POLIS***

POLIS is a network of leading European cities and regions working together for development of innovative technologies and policies in local transport.

The primary objective of POLIS is to support European cities and regions in improving quality of life through innovative measures for reducing congestion, enhancing safety, lowering pollution, and offering better and equal access to transport services.

Membership of POLIS facilitates exchanges of experience and direct collaboration on common transport issues with leading cities and regions throughout Europe. Networking opportunities and tools include the annual conference, thematic and regional workshops, an exclusive information bulletin for POLIS members and the private section of POLIS website.

In addition, members receive practical assistance for participation in and demonstration of EU programmes, in particular identifying funding opportunities and potential partners from other local bodies and industry.

The German members are for instance: Berlin, Köln, Dresden, Munich, Frankfurt.

As a conclusion, **Mr MIETZSCH** made a summary of his presentation:

The local and regional level has been gaining greater importance within and for Europe.

- Since the 90ties municipalities and regions have been increasing their influence in EU policies, especially on the institutional level
- German cities are represented in all these institutions and associations, therefore they are well represented on the EU level.
- Possibilities for direct cooperation between cities are offered primarily by associations, above all the POLIS Network.

**Julio GARCIA RAMON** was very sorry because there was no time left for a discussion. He concluded by inciting people to think of innovative means to get finance. The region of Catalonia is going to set a tax in the fuel price to have a revenue for safety purpose. The example of London is also speaking.

Barcelona is thinking to put extra cost for parking during peak hours.

Besides, he added that the bus lines seem to be designed in an unchanged way without any rationality behind. Why not think in terms of metro lines?

He also raised the issue of disciplin especially in the latin countries where it is a real impediment to fluid traffic.

**Wednesday 26<sup>th</sup> May 2004**

**SESSION 5: Means to improve Public Transport and Make Urban Mobility more sustainable**

*Chair: Roland RYDIN, Vice Chairman, Traffic and Transport Committee, Göteborg*

**Roland RYDIN** introduced the session. He hoped that the session would lead to interesting conclusions on how to combine high mobility for the people with greater traffic safety and good environmental conditions.

## City Case Studies

### STOCKHOLM

#### Mobility in Stockholm,

*Monica HILDINGSON, Head of Department for Strategic Traffic Planning, City of Stockholm*

**Monica HILDINGSON** introduced herself as being the head of the department for Strategic Traffic Planning in Stockholm. She first explained that public transport in Stockholm is organised by the County Council and financed by a special tax. She talked about the way Stockholm handles the transport system.

#### ***Structure for information***

Stockholm is not a mega city, there are around 900 000 inhabitants. The geographical structure causes a lot of problems: the whole city is built on islands and there are not enough connections between the north and the south of the city. It entails congestion as well as social segregation.

The connection between the north and the south will not be effective before the next 15 years when there will be train tunnels for the local trains which is very important for Stockholm.

So, meanwhile, Stockholm has to use the existing infrastructure in a more effective way.

#### ***Information***

People need reliable information to make an effective choice of transport.

Nowadays, this information is communicated to the travellers in new ways: through mobile telephones, PDAs, Web. This entails a combination of information.

The objective of Stockholm is not to have one single database but several databases able to combine all these information.

To achieve that, a structure for information has to be designed gathering all kind of information connected with the transport system: whether it be roadworks, regulation, traffic figures, accidents... So, in the future, all these information will be combined and passed on to travellers.

#### ***Stockholm travel Time (STT)***

What kind of information do the travellers need?

Travel time is one of the most precious information if you want to decide which transport mode to chose. It is also useful to measure effects, help traffic management, calibrate models and describe changes occurring in traffic.

This information should be available on the main roads in/around Stockholm, at daytime everyday, every 15 mn and there must not be any problem with personal integrity.

How to manage?

Stockholm was not willing to have its own infrastructure because techniques are renewing each 2 or three years. So, the municipality decided to outsource the service. The company that is tendering could group one, several or all roads. Stockholm wants to have information monitored from Monday to Sundays from 6 a.m until 10 p.m. The traffic to be taken into consideration should be normal cars (buses and taxis should be excluded). Furthermore, a quality of +/-20% is required as well as the lowest price.

Stockholm got 7 tenders with different techniques: mobile phones, on board equipments, etc. but the lowest price of all was proposed by a Dutch company, ARS, who contracted all links. They use a ANPR system (Automatic Number Plate Recognition). They have cameras all over the cities and send the information by GPRS. The first data were available in April and all links will be created in June. The service will be on line in August on the website: [www.trafikenu.se](http://www.trafikenu.se)

### **Congestion Charging**

Since last election in autumn 2002, the city of Stockholm and the Stockholm region have been governed by a coalition between the social democrats, the Left Party and the Green Party. As a result of the political agreement the three parties declared that environmental fees for road traffic (congestion charging) should be introduced in the city of Stockholm in a trial basis. The main objective is to reduce congestion, increase accessibility and to improve the environment. The money generated is intended to be used to improve public transport in the region.

The Government has started to write the law that will be submitted to the vote of the Parliament in June. The full-scale test will start in spring 2005 and last for 18 months. Thereafter, there will be a referendum in autumn 2006 to decide whether this congestion charging system will be permanent or not.

The charge is 1.8 euro to enter the city and 1.8 to leave the city.

### **QUESTIONS**

**Laurence DOUVIN** asked how exactly they will use the money coming from the congestion charging.

**Monica HILDINGSON** answered that during the first year they will add 200 extra buses because they lack capacity but after, they do not know yet what they will do.

She explained that there was not other tax today. It is a new way for the State to get money and the State is paying back to the city this money to use it in the transport sector. The politicians said that they would use it for the public transport.

### **LISBON**

**The alternatives for public transport: technology and modes,**

*Robert STUSSI, Vice-President APVE (Portuguese Electric Vehicle Association)*

**Robert STUSSI** introduced himself as being the vice-president of the European Association for Battery, Hybrid and Fuel Cell Electric Road Vehicles (AVERE) and of the Portuguese Electric Vehicle Association (APVE).

The question concerning energy is vital. For instance, electricity, when produced, is also polluting except if it is done by alternative technologies.

**Robert STUSSI** concentrated on buses because trams and metros are more a question of public investment whereas buses can be dealt with by private investment, i.e. by private firms.

He showed the photograph of a standard bus, which is a 12 m bus.

But vehicles tend to grow bigger because in big cities the buses are trying to compete with the tramways.

For instance, in Göteborg, 15m buses are in service.

There are even articulated buses which are 18.75m and in Bordeaux, there is a 21 m bus but it needs a special permission.

On the smaller side, there are 9/10m buses or smaller buses which are cheaper but are not real buses.

### ***Technology: what alternatives are there in terms of energy?***

Natural gas or electric vehicle are the alternative which means battery, hybrid or fuel cell.

The natural gas is an easy technology easily run by bus operators, the expensive part is usually the supply because you need to compress the gas to feed the buses. The buses do not look very nice either. They are usually articulated buses: he showed photos of CNG buses in Porto, in the Czech Republic and precised that there are almost no small buses running on natural gas.

Concerning electric and hybrid buses, examples were shown of an Italian bus and a French bus. Both in hybrid and electric version, smaller buses (9 m) can be found: the first of these buses will run in Lyon in 2 months.

In Europe, there are only two models on the market.

The European Commission financed a project to try to sponsor hybrid buses, it ran through 5 years but it failed at the end: no bus ran into service. So there are only three buses of that type in Luxembourg, which existed before the project.

This shows that hybrid technology is not very easy to implement, especially because they involve a lot of electronics.

The Brasilians brought over to Europe a hybrid bus, low-floor equipped with a ramp, articulated with several sizes, standard and mini bus.

They tried to launch it on the European market but even in the South American market, there are very few of them.

Concerning the fuel cell projects, there are 30 buses actually running but they are only prototypes, nobody expect them to be commercially feasible before 10 to 20 years.

### ***What is commercially available now***

The French Oreos : the hybrid bus version has been abandoned but the electric version has been running in Montmartre for 8 years on a single line.

There is also a 5m Italian bus with low floor. There are about 300 buses in Italy, 20 in France, 15 in the UK and almost 10 in Portugal. It's a very small van with only 22 passengers, it's very heavy because the battery is about 1.5 ton but it is also low-floor.

**Robert STUSSI** explained that his association bought two buses for Portugal where demonstration were made .

There is one line running in Coimbra, but not many cities have a market for this kind of vehicles, niches market. They are often used on very urban lines in historical centres.

To use this technology, new lines have to be created in the city. The typical line should not be very long (3km), with very short intervals (8-10mn), with no stops or a lot of stops and with relatively cheap fare.

### ***The market niches***

It started in Rome with small buses operating on special lines, i.e. downtown lines but also operating special services at night, which is particularly adapted with non pollutant and silent vehicles.

Then, Bordeaux invented the blue line: the line is painted on the street, there are no stops, the people just have to make a sign to the driver if they want him to stop. People know that within 4 to 5 minutes, a bus will arrive so they can wait for it. The frequency is sufficient.

### ***The cost of smaller services***

First, the consumption is lower and therefore, the price is lower per km.

**Robert STUSSI** showed a comparative chart between electric and gas vehicles. Of course, the consumption depends very much on the profile, the number of passengers and also on the driver's behaviour.

The impacts on environment have also been analysed: it depends on how the energy is produced. For instance, in Portugal, still 300g/km of Co2 are produced but that will decrease as the production of electricity will improve in Portugal.

A comparative analysis of equivalent diesel and electric small buses shows that diesel is clearly more favourable:

Concerning the investment cost, usually an electric bus would be 50% more expensive than a normal one. Personal cost will be about the equal. The energy cost is about the same for fuel or electricity, although the electricity is much cheaper, new batteries need to be bought. Maintenance is about the same. Life span is usually shorter for these small vehicles, whether they are diesel or not.

### ***Where are small vehicles used?***

Niches have to be found for all kind of services where a smaller vehicle is enough.

In Porto, they start making neighborhood lines.

In Paris, they are looking for proximity services. There can be geographical markets.

The 2<sup>nd</sup> niche market could be a functional market. For instance, Vienna said they needed to get people on a bus to get them to the Park and Ride lots.

The third niche market could concern special services: night services, services for handicapped people for instance.

### ***Individual Public Transport***

The project is to combine car sharing and public transport. Part of the financing should be made by publicity. Milan, Geneva, Monaco and Lyon are already involved in the project but the door remains open. It is not a project financed by the European Commission.

The vehicle will be presented next month in Paris at the Mobility exhibition.

**Robert STUSSI** then insisted on the importance of awareness campaigns for example to make young people more aware of alternative modes of transport.

He concluded by announcing next year's conference on Urban Sustainable Mobility in Monaco.

## **BRUSSELS**

### **Conception of an intermodal policy at regional level,**

*Thierry DUQUENNE, Chief Engineer, Mobility & Public Transport Directorate, Brussels Capital*

**Thierry DUQUENNE** explained that he has been working for many years on the Brussels Mobility Plan.

Brussels is a very small town in comparison with Budapest or Prague.

The Brussels Region is 162 km<sup>2</sup> and has 984.000 inhabitants whereas the Metropolitan area is 5.000 km<sup>2</sup> and has 3.000.000 inhabitants. There are 720 000 jobs in Brussels, half of which are performed by commuters, coming out of the Brussels' boundaries.

The Capital has 19 communes and its own Parliament.

There are two surrounding regions: north, the Flemish region, and below the Walloon region (French speaking). 2/3 of the commuters come from the Flemish Region.

Outside, the National Railway (SNCB) has 8 accesses coming from all sides of Brussels region. Near the railways, there are motorways built in the 70s and 80s.

The main problems is traffic congestion, so alternative solutions are urgently needed.

Inside the capital, there is one operator: the STIB (Société des Transports Intercommunaux Bruxellois), owned by the Region with trams, underground and buses.

Public Transport is being promoted trying to offer people seamless travel, connections public-public and connections private-public. However, public transport cannot go everywhere at an affordable price.

In the centre of the town, there is a very dense rail network used by trams as well as by heavy metro trains. Connections are provided between the metro and railway lines and between trams and underground.

Concerning private transport, infrastructure is regional, motorways also. When the motorway crosses several times the boundaries of the region, there are agreements to solve the competence problems. The police is under the authority of the Federal State.

### ***Public transport***

There are on one hand, the SNCB, the National Railway and on the other hand, three tram and bus operators: STIB in Brussels, TEC in the Walloon region and DE LIJN in the Flemish region.

The railway network is 3 000 km long. It is one of the most dense network in the world. It is overcrowded at peak hours near cities.

Concerning the types of services, there are High Speed Trains to Paris, London, Amsterdam and Cologne. There are Inter City trains at the frequency of 1\hour with 1 stop every 30-60 km. There are Inter Regional trains at the frequency of 1\ hour with 1 stop every 15-30 km. There is only one local train each hour which stops everywhere. Its low frequency is a real problem for people.

There also peak trains during peak hour services.

The STIB owns the underground, the trams, the lightrails and the buses.

The metro does not always work underground. It runs each 5 mn. It's located near the motorway, But there is no possibility to park your car near the station because it is near a protected area.

DE LIJN also operates trams, light rail and buses. They have good connections with cities located 40 km from Brussels but none of their streetcard are serving Brussels. .

TEC has only 6 lines in Brussels but not many people are transported by TEC.

### ***Transfer between PT modes***

Transfer to the airport is quite important: 15 millions people use the airport and 10% of them public transport for transfer. Since 50 years, there has been a railway connection and since 4 year, there has been a bus connection.

The Express Bus is connecting the European Commission with the airport and has a good success, it is one of the profitable line in Brussels.

At the international railway station where the TGVs arrive, there are connections between the main underground stations (also 50years old). When they built the underground 20 years ago, they built it 200 m from the station so people have to walk 3 to 400 meters to take the underground. It was built with many levels: a street level, two levels for metro lines, with direct connections between the lines. Just near the station, can be found the regional bus station.

Trams are also old but they work, so people are satisfied.

There are many connections between metro and buses. When it is possible, the tramlines were built underground to have connections with the metro.

In the town centre, two metro lines are crossing, and there are 3 metro stations located in the shopping centre of Brussels.

There are also connections for private cars and bicycle as well as Park and Ride lots.

Politicians are not very interested with Park and Ride accommodations. So there are only 2 000 Park and Ride places, but they are very busy.

It cost 25 million euros to build 500 places so it is more expensive than to build new connections with buses to the suburbs.

Above the most recent metro station, a car park can accommodate 600 vehicles and the highway is only 1km from the station. Besides, next to the station, are located a hospital and a university which attracts a lot of people. As the connections are very easy, the metro has been very successful.

**Thierry DUQUENNE** reminded that the key words for getting the people out of the car and for having a good intermodality are: proximity, good information, security, information about waiting times, high frequency and reliability.

Urban sprawl is getting on, activities leave the city not only Brussels, it is also the case in the surrounding cities.

The development of Public transport takes a very long time because of environmental procedures, of the NIMBY syndrom ("not in my backyard") and because of lack of finance. Environmental procedures take 5 years, meanwhile the modal share of cars increases steadily. Currently, 75% persons use their cars inside Brussels. If nothing is done quickly, it will be 80% in a short time and it will be too late.

## **TALLINN**

### **Effective Public Transport & Sustainable Mobility**

*Eno SAAR, Head, Transport 1 Environment Department, Tallinn*

**Eno SAAR** explained that Estonia is 45 227 km<sup>2</sup> wide and Tallinn is 158 km<sup>2</sup>. Estonia lies just south of Finland and across the Baltic Sea, from Sweden. The national population is 1 365 265 inhabitants and the population of Tallinn is 397 853 inhabitants.

Tallinn is located at the crossroads of trade routes between St.Petersburg, the European part of Russia, the Baltic Sea and Western Europe

In Tallinn, there are a bus network which is 608 km long, a tram network (42 km) and a trolley buses network (68km). The bus lines cover the whole city.

### ***Sustainable Development Plan 2004-2010***

It plans service level standards, investment and financing program 2004-2010 for Tallinn public transport within the common ticketing system.

The consultants during the elaboration of the plan were from COWI (2001-2003).

The plan was adopted by the City Council on June 19, 2003.

### ***Rolling Stock***

The Sustainable Development plan forecast priority investments in modern public transport vehicles, prepared quality requirements for vehicles with consideration of adjustments for people with special needs.

It also planned the decrease of the average age of vehicles in operation by 2010, compared to 2002 from 20.2 to 18 years. The new trams will also have low floor access.

As for trolley buses, the age will be decreased from 14.5 years to 12 years.

As for the buses, the same is planned from 13.8 to 10 years. Articulated buses are currently in service: they are 24m long with a 200 people capacity.

**Eno SAAR** explained that in the modal split for public transport traffic, bus traffic accounts for 65% of the global traffic whereas tram traffic accounts for 13% and trolley traffic for 22%.

### ***The ID Ticket***

It was put in place on March 2004. It is based on a new virtual ID-card-based payment and control system that is now employed in Tallinn public transportation system.

About 60% of the population holds an ID card, which costs about 10 USD

ID card is used as a common key to access different services like automated checks from population registry and the selling and checking of tickets on-line.

In Estonia, there 1 million mobile phones and 500 000 phones so every inhabitant has the equipment to buy an ID ticket.

### ***Monthly Ticket Structure according to ticket revenue in April 2004-06-18***

It's surprising that already 51% of the ticket revenue is coming from ID-Ticket and this percentage increases each month. Single ticket share is 40% and printed monthly passes represent 9% of the ticket revenues.

### ***On-line sales and tickets checks***

The City has included every possibility for customers' payment: by phone, by mobile, through the internet, in cash. The people must possess and show an ID Card when buying or

verifying a ticket. The control process through the control terminal only takes one to two seconds.

### ***Why electronic tickets?***

Electronic tickets answer the needs for personalized tickets, different pricing for residents, optimized distribution costs, user friendly and flexible payment channels, online statistics and cash control.

The benefits are multiple: the distribution costs (less need for printing and delivering paper tickets) are optimized, services are improved through flexible channels for purchasing a ticket (even your mobile or fixed telephone serves as a point of sales), and they are tools for planning public transport, through the provision of statistics.

Then **Eno SAAR** showed a slide illustrating how a ticket looks like.

### ***Tools for transport planning:***

In co-operation with French consultation company Systra for optimising the line network (Nov 2003-Nov 2004), Tallinn are taking into use transport modelling package – TRIPS.

PIKAS 2004 is for building, optimising and synchronizing traffic schedules using original graphic view and for planning this, they use APC (Automatic Passenger Counting Program).

### ***VISIT 2008***

The European Commission accepted the Tallinn project in co-operation with the city of Malmö - CIVITAS II project "VISIT 2008 - Vision for an intelligent sustainable intermodal city traffic 2008".

The objective of VISIT 2008 is to create a sustainable, safe and flexible traffic system that improves the quality of life in Malmö and Tallinn.

The strategy is to combine a set of measures to develop an intelligent, sustainable and intermodal city traffic.

### ***PILOT***

The PILOT project (Planning Integrated Local Transport) has been set up in co-operation with ACCESS-POLIS within the community framework for co-operation to promote sustainable urban development.

Its objective is to elaborate a sustainable transport plan for the city of Tallinn with the help of expert cities from Europe.

### ***Viru Bus Terminal***

The Viru Bus Terminal is the first Public Private Partnership (PPP) project carried out in Tallinn.

Test drives through the terminal started on the 15th April 2004 and it was officially opened on the 7th May 2004.

The terminal is located in the underground area. The net area is 5207 m<sup>2</sup>, there are 6 stops and during peak hours, there are 50 departures.

In the bus terminal, there are good transfer possibilities between the terminal and bus-stops nearby.

The access to bus-stops is convenient, the departure lounge is spacious, modern and safe for passengers. It is equipped with passenger information displays and electronic web-based information points. Information about arriving buses is forwarded to passengers in real time and there is a possibility to visit shopping and service establishments.

The information on departures is displayed from parking ground, there is information for entering the terminal and traffic lights regulating departure from the bus stop.

The electronic web-based information point provides information on traffic schedules, prices of tickets, public transport news, map of Tallinn public transport and map of the Viru terminal stops.

The electronic control system of the terminal monitors and registers bus traffic between the parking ground, the terminal and the departure from terminal, composes an optimal schedule that would not obstruct bus traffic, gives signals to drivers according to traffic schedule to departure from the parking ground and bus-stops in the terminal, notifies passengers about departure times with the help of passenger information displays.

He showed a slide illustrating the electronic control system.

**Eno SAAR** concluded by saying that having good public transport is one of the basic conditions to guarantee sustainable development of the city.

## QUESTION

*Friedemann KUNST asked if public transport was under pressure from private car in Tallinn.*

**Eno SAAR** answered that individual motorized transport was indeed an increasing problem in Tallinn like in other European Cities.

## GÖTEBORG

### Improvement of Public Transport in the City of Göteborg

*Bernt NIELSEN, Director of Public Transport, City of Göteborg*

**Bernt NIELSEN** expressed his being glad to be in Budapest and reminded that last time he had been to Budapest was 3 years ago, for the UITP conference on "Public Transport for the Accession Countries". Now Budapest is a member of the EU.

He remarked that the word "subsidy" is no longer part of the vocabulary of the European Investment Bank. The word to be used is rather "clever purchase of valuable service" because it provides a dimension of pride whereas "subsidy" involves a sort of begging.

Göteborg is quite close from Budapest.

Göteborg has 125 years of tram experience and tradition, first horse driven. For 100 years, the vehicles have been electrically powered and some still are in service in the city. But they have all high floors which prevent handicapped people to have access to them. The other trams, 80 of them, are equipped with low floor sections

The tram route network was, until 3 years ago, traditionally organised with all routes connected through one point which made the system very vulnerable, even to smaller events. In the 1990, Göteborg tried to find possibilities for building a ringroad tram line.

Thanks to governmental funds, the network is being expanded with 3 links that give possibility to rearrange the routes in a more flexible way, which better complies with the passengers' needs.

There are also governmental funds for renewing the tram fleet and 40 new trams will be put into operation in the next three years.

Public transport share in the modal split has been quite stable for 40 years while the motorized traffic increased last years. There is a goal of the policy to change the patronage on public transport.

The fact that there is no further governmental money seem to be in sight for public transport. So, the city has to change its level of investments. Focus is put on improving the bus system that, at least initially, is less expensive.

In contrast to the tram system, which the Göteborg inhabitants know by heart, the bus network is diffuse, is often changed and thus almost impossible to learn.

With the principle "Think tram – operate bus" Göteborg identified three main "Trunk bus" or "Metrobus" routes. The first one – route 16 – has been implemented as a vital part of the renewal of a vast harbour and shipyard area along the river and in fact close to the city centre.

Totally 17 new buses were ordered – gas driven, articulated, low floor, wheel chair equipment, including ramp, filled with electrical devices etcetera. The exterior design reminds you of the trams in Göteborg. They are the most expensive ever bought in Sweden.

After one year in operation the bus route is a veritable success. The patronage is higher than all other bus routes in Göteborg. The loading time is remarkably reduced thanks to efficient use of all doors. The route has total priority in all intersections towards car traffic.

The frequency has improved dramatically, from 10 minutes to 5 to 3, to meet the increasing number of passengers. And, which is positive when there is a lack of official money, the route is profitable with a ticket-covering ratio of more than 125 %.

For the bus routes with high frequency and speed, there has to be a long distance between the stops. The longest distance is 4.2 km, which is dramatically long.

Implementation of the Metrobus system is totally in accordance with political decisions where frequency, is the most important factor to increase the number of passengers in the public transport system. Göteborg is now planning the next two Metrobus routes.

### ***Flexbuses***

However, the Metrobuses are not idealistic for people with bad capacity to walk the distance to the bus stop – mostly elderly and handicaped persons.

Therefore, Göteborg has developed – and implemented halfway – a new service called "Flexbuses" using small buses for flexible routes. Same fare as traditional public transport. Lots of stops close to dwelling houses, health centres, shopping areas etcetera. Compared to traditional transport of these passenger categories, the Flexbuses are profitable, both for the users and for the city's budget. In addition, the Flexbuses are very high ranked in the municipality's satisfaction inquiries.

**Bernt NIELSEN** concluded by saying that Göteborg improved its public transport system by the following means:

- Tram system expansion
- 40 new trams

- Metrobus system implementation
- Flexbuses

He invited the participants to Göteborg for a study trip.

## QUESTIONS

**Dick HALLE** asked whether the bus system operated effectively in the same manner as the tram service, apart from the fact that buses do not run on rails with electric wires.

**Bernt NIELSEN** explained that Göteborg has tried to go as close as possible to the tram system. It is much lower price.

**Jean-Louis GRAINDORGE** did not have the impression that cities were investing much in multimodal information systems which could orientate the customers' choice towards public transports. It presupposes that different authorities are coordinated and that the delivered information is very objective.

**Bernt NIELSEN** answered that Göteborg is currently collaborating with Stockholm on multimodal information systems which give an overview of all transport modes.

**Roland RYDIN** thanked the speakers for their very interesting presentation. He pinpointed the fact that traffic and transport activities are necessary for cities but they cause too many inconvenience that should be minimised. Therefore, it is essential to create a traffic environment with a balance between all sorts of traffics. Hence, the necessity to improve public transport.

## SESSION 6: IMPACTS EUROPE ACTIVITIES & CONCLUSIONS

*Chair: Laurence DOUVIN, IMPACTS Europe President*

### General Report,

*Laurence DOUVIN, President*

**Laurence DOUVIN** started the general report by saying that the conference helped to provide an accurate picture of the public transport issues:

First, in the newly Member Countries, where the situation is most often characterised by an increase in the number of cars, a decrease in public transport, old public transport infrastructures and financial problems to renew it and to create new ones.

The lack of coordination between the main cities' transit operators and the surroundings areas was also underlined. Often, it had been said that there was no integrated and long-term planning.

But significant changes are occurring. She referred to the example of Prague with the creation of an organising body and also to the one of Tallinn.

In other cities, efforts are made to boost public transport share through dealing with operators in different ways: in Paris, through contractualisation, in Rome, through privatisation, in Vienna, no privatisation...

Anyway, cities always look at the best way to decrease the costs and increasing the quality of services.

There is still a debate on what is the best level of responsibility: state, region or/and cities.

It was also heard especially from Rome that financiers and legislation must be steady through the years in order to be efficient.

The importance of global planning has also been underlined as well as the need for good and regular coordination between the main cities and the surrounding ones.

**Laurence DOUVIN** listed interesting ideas on the following subjects: the use of taxibuses or collective taxis, the market issue for electric buses, how to use the parking policy to discourage commuters while providing simultaneously car parks in residential areas.

The important points to be further reflected are the following:

- The importance of the relation between urban structure and transport demand in favour of density and compactness against urban sprawl and also against living beyond our means (overutilisation of space and energy resources and excessive noise levels)
- How to limit subsidies and how to better use the urban and regional structural tool and maybe also how to encourage more competition in public transport.
- To use what cities already have in a better effective way.

There were some success stories, in Brussels, London and Dublin. Innovative ideas were expressed regarding the financing of public transport, the externality of private car cost, road pricing, the modulation of parking prices according to day time and optimizing the expenses.

**Laurence DOUVIN** suggested to go on studying these questions and perhaps to present the outcome during IMPACTS next European conference in 2005.

**Laurence DOUVIN** reminded that IMPACTS will remain in close contact with newly Members Countries. She asked the Central Europe Cities to precise their needs and proposed to send an IMPACTS delegation, composed in accordance to their needs. IMPACTS Europe General Assembly expressed its will to consolidate the links with Central Europe Cities.

#### **IMPACTS Europe activities: FREDERIC, PLUME, FIDEUS,** *Jean-Louis GRAINDORGE, IMPACTS Europe Secretary General*

**Jean-Louis GRAINDORGE** remarked that IMPACTS plays a bigger and bigger role in European programmes and is taken into consideration by the different DGs, especially the DG Environment which has just appointed IMPACTS' President Laurence DOUVIN as member of a working group on transport and sustainable environment. The DG TREN, the DG INFOSO and the DG Research are also greatly interested in the work of IMPACTS.

#### **FREDERIC**

It was in 2000 during the Geneva Conference that was introduced the subject of urban freight delivery. After 2 years, a proposal was made to the European Commission. The name of the project, FREDERIC, is the acronym for Freight Delivery Rationalisation in Cities. It intended to pave the way for much more significant and experimental actions in the cities. This project is an accompanying measure which means it is a research project likely to lead to recommendations which would allow the EC and cities to adopt guidelines on this subject.

The project involved:

- the cities: London, Barcelona and Paris were especially active in the project
- the automotive industry represented by ACEA and its research branch EUCAR

- the shippers represented by ESC (European Shippers' Council), EEA (European Express Association) which represents the express courier and FFI (Freight Forward International) representing the logistical companies.

The methodology of the project was based on practical, useful and pragmatic approach: discussions served as a basis to identify issues and defining solutions, it was orientated towards precise experimentations that could be implemented in cities and solutions were also very concrete.

Two workshops and one conference were organised. Initially intended to gather 20 participants, the workshops finally gathered 45 people and the conference 50 participants.

The 1<sup>st</sup> workshop aimed at making each stakeholder express their point of view on the different issues so that common themes could be identified.

After the Paris workshop in June 2003, six major themes were identified and were thoroughly examined during the London workshop, in October 2003.

There were amongst these themes: the night delivery issue, which is a concern for most of the cities in spite of some reluctance, the home deliveries and more particularly the e-commerce, the service operation which entails a great traffic increase, the data collection which is essential if cities want to take adapted measures to deal with urban freight delivery and which is difficult to handle because of the privacy character of some commercial data and finally the harmonisation of the regulation at any level which was underlined as one of the major issues to tackle.

During the Conference in February 2004, recommendations were provided in order to carry out further studies and benchmarking operations.

So, this project was much more fruitful than expected.

## **FIDEUS**

Following FREDERIC, IMPACTS turned towards another programme involving the same kind of partners: the automotive industry and the shippers and made a proposal called FIDEUS.

It is a technical proposal within the frame of a programme by the DG Research of European Commission aiming at better integrating the techniques to favour a better sustainable mobility in cities.

This project is based upon progress in automotive industry and involves the same categories of stakeholders as FREDERIC but involves directly the companies and not the federations (except for IMPACTS): the transport industry with DHL Germany and TNT innight, the automotive industry with the leader of the consortium which is FIAT Centre of Research, VOLVO, IVECO, DAIMLER-CHRYSLER, RENAULT and a small company CYBERNETIX.

The assessment of the operations will be carried out by a famous German organisation, Fraunhofer and by the Westminster University which actively participated in FREDERIC.

The role of IMPACTS in this project is triple:

- first, to be an observer of the project so that at the different stages of the research. Meetings will be organised in order to reorientate the work if the cities feel it does not meet their exact needs.

- second, the dialog will be enriched through a forum in which cities participate

- three, some cities will participate in experimenting the products developed by FIDEUS:

The objective is to build examples of innovative vehicles: i.e. a small van that can perform deliveries in very narrow or pedestrian areas, a medium van and a 12T truck which appears today as being the most effective solution for professionals and the less pollutant.

The project has been submitted on 15<sup>th</sup> April 2004. In the case it is chosen, it will start next year.

**Jean-Louis GRAINDORGE** showed the FREDERIC website that was inaugurated 10 days before. It provides the possibility to download all the presentations made during the workshops and the conference as well as the exhaustive proceedings.

FREDERIC project should go on existing through a forum, an email list and simple online surveys.

### ***PLUME***

PLUME is a project which attempts to capitalize the researches made in the field of urban planning and transport and to have communication actions. There have already been 2 workshops. There will be a link to PLUME website on the IMPACTS website.

### **IMPACTS in Latin America,**

*Fredy WITWTER, IMPACTS Europe Vice-President*

**Fredy WITWTER** explained that the first contact with Latin America occurred in Lima during a conference organised by UNDP (United Nations Development Program) in collaboration with the South America universities in order to promote sustainable cities in South America in different domains (energy, water, transport, etc.).

Then, the South America cities showed a great interest for the development of transport systems in Europe.

They were invited to participate in IMPACTS conference in Barcelona in February 2003 and in IMPACTS intercontinental conference in Geneva in October 2003. In Geneva, 17 representatives from Latin American cities discussed and decided to create an association similar to IMPACTS Europe, gathering the mayors of the main cities. Quito proposed to host the headquarters and the secretariat general of the association.

The Mayor of Quito asked IMPACTS Europe to help them organise the conference and to set up the association.

Besides, **Fredy WITWTER** worked on the creation of a International Training Centre in Urban Mobility. The WHO recommends that there should be a specific training linked with transport infrastructures, signalisation, etc. to improve the level of transport safety.

This project was developed by Geneva University, the Swiss Federal Institute of Technology Lausanne ("Ecole Polytechnique Fédérale de Lausanne") and its Laboratory of Urban Sociology (LASUR).

The courses on Mobility will address professionals (engineers, police, Urban planners, etc.) from developing countries. The first postgrade course is planned for September 2005. The city of Barcelona is also ready to help.

IMPACTS could be involved in this course with professors from cities that could join to make this course possible.

### **IMPACTS North America,**

*Jean-Louis GRAINDORGE, IMPACTS Europe Secretary General*

**Jean-Louis GRAINDORGE** reminded that the Scanning Tour made in September 2002 was the last event shared on the American soil.  
He precised that NACTO is currently consolidating its organisation and willing to strengthen the cooperation with European cities.

In that prospect, the IMPACTS American cities proposed to invite IMPACTS members for an intercontinental conference in June 2005 in one of the following three cities: New York, Seattle and Los Angeles.

As New York had already been involved, and Los Angeles has not the same transport issues as European cities, Seattle was chosen. Besides, its transport commissioner will be president of NACTO in 2005. Just before Budapest conference, it has been confirmed that Seattle will host the IMPACTS intercontinental conference in the second week of June 2005.

In parallel, NACTO is very interested by the cooperation with Latin American cities and some city delegates are intending to attend the Quito Conference.. Americans have also great interest in the extension of the network to Central Europe cities.

### **IMPACTS Communication & dissemination,** *Mick HICKFORD, IMPACTS Europe Vice-President*

**Mick HICKFORD** made an appeal to all the participants to enrich the IMPACTS Newsletter.

He precised that every participant should have a hard copy of the last edition of IMPACTS Newsletter in their participant pack. The IMPACTS Newsletter is also available on the IMPACTS website.

The purpose of the Newsletter is to provide a link between IMPACTS member cities in the gaps between conferences.

The newsletter will be published three times a year. The next edition is due for September.

**Mick HICKFORD** insisted on the fact that the Newsletter would not exist without IMPACTS members taking a part in writing it.

He explained that his colleague Rebecca PINNINGTON has gathered some useful information during the conference and urged the people to send articles and photographs in good time because the process is long to put the Newsletter together, it takes approximately 2 months to get a finished product.

He remarked that the photographs should be of maximum quality (300dpi).

He insisted on the feedback on the Newsletter which is important in order to adapt the Newsletter to the needs. A questionnaire was distributed during the conference for that purpose.

### **Conclusion**

**Laurence DOUVIN** came back to the Agenda:

|                         |  |
|-------------------------|--|
| 22 & 23 September 2004  | Quito conference                               |
| January 2005            | Transportation Research Board meeting          |
| February 2005           | IMPACTS Europe Conference in Amsterdam         |
| June 2005 (second week) | IMPACTS Intercontinental conference in Seattle |

She precised that in July 2006, the city of New York would be glad to host IMPACTS members for the 10<sup>th</sup> anniversary.

She invited **René MEIJER** to take the floor concerning the invitation of Amsterdam for the next IMPACTS Europe conference.

**René MEIJER** explained that in Amsterdam the main issue is road pricing. But the theme of the next IMPACTS Europe conference could also deal with the integration of town planning and traffic planning, or with road safety. He expressed his enthusiasm at hosting the next IMPACTS Europe conference in the city of Amsterdam.

**Laurence DOUVIN** concluded by thanking Mr Gabor DEMSZKY, Mr Mihaly CSORDAS who had been attending the whole conference, the Budapest team, especially Balasz TOKES and Peter GYORGYDEAK for the great job they did and Jean-Louis GRAINDORGE and Catherine DABROWSKI for organising the conference. She finally thanked all the participants.

She closed the conference.

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<sup>2</sup> in the 50's trams and trolley buses were integrated in the figures. They were all eliminated by 1962.