

*Key Role-Players
in the Process towards
Sustainable Transport
in Europe*

A report from the Swedish Euro-EST project

Åsa Vagland and Michael Viehauser
INREGIA AB

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REPORT

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The Swedish Civil Aviation Administration
The Swedish National Maritime Administration
The Swedish National Road Administration
The Swedish National Rail Administration
The Swedish Institute For Transport And Communication Analysis
The Swedish Transport And Communication Research Board
The Swedish Environmental Protection Agency

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Preface

A sustainable transport system is one of the greatest challenges in the pursuit of a sustainable development. A wide range of environmental problems has to be solved in ways that are compatible with social and economic goals.

The transport sector has already taken a lot of measures to lessen the burden on the environment. In order to achieve an environmentally sustainable transport system more action is needed. The integration of environmental concerns into policies and decision making has to be extended and deepened.

In a joint report in 1996 eleven Swedish stakeholders within the field of transport and environment defined an environmentally sustainable transport system (EST) in terms of a number of goals¹. The stakeholders assumed that the goals could be reached within 25-30 years. The Swedish EST-project, *inter alia*, stressed the importance of international co-operation.

Therefore, a network consisting of the Swedish National Road Administration, the Swedish National Rail Administration, the Swedish Civil Aviation Administration, the National Maritime Administration, the Swedish Institute for Transport and Communication Analysis, the Swedish Transport and Communication Research Board and the Swedish Environmental Protection Agency now have rejoined their forces and started the project 'Euro-EST'.

The objective of 'Euro-EST' is to promote a co-ordinated and integrated environmental work in the transport sector with a view of achieving an environmentally sustainable transport system in Europe.

A transition to an environmentally sustainable transport system in Europe will require action by a lot of players. The aim of this study is to get an overview of national key-role players in four European countries – Germany, France, the Netherlands and UK - and describe how they act and interact in a national context.

This study was performed by Åsa Vagland and Michael Viehauser at INREGIA AB, Stockholm. The authors are responsible for the content and the conclusions in the report.

Swedish Environmental Protection Agency

Stockholm, April 1999

¹ *Towards an Environmentally Sustainable Transport System*, SEPA report No. 4682, Stockholm, 1996.

Table of content

TABLE OF CONTENT	4
INTRODUCTION	5
BACKGROUND.....	5
AIM OF THE STUDY.....	5
OVERVIEW OF THE METHODOLOGY.....	6
GERMANY	8
RECENT NATIONAL STEPS TOWARDS SUSTAINABLE TRANSPORTATION SYSTEMS.....	8
THE DECISION-MAKING PROCESS IN GENERAL.....	9
IMPORTANT ROLE-PLAYERS.....	11
THE KRAFTFAHRZEUG STEUERREFORM.....	15
THE DECISION MAKING PROCESS IN THE KFZ-STEUERREFORM.....	16
IMPORTANT ROLE-PLAYERS IN THE PROCESS FOR THE KFZ-STEUERREFORM.....	19
UNITED KINGDOM	21
RECENT DECISION TOWARDS SUSTAINABLE TRANSPORT SYSTEMS.....	21
THE DECISION-MAKING PROCESS IN GENERAL.....	22
IMPORTANT ROLE-PLAYERS.....	23
THE ROAD FUEL DUTY ESCALATOR.....	27
THE DECISION-MAKING PROCESS FOR THE RFDE.....	28
IMPORTANT ROLE-PLAYERS IN THE DECISION MAKING FOR THE RFDE.....	31
FRANCE	32
THE CURRENT SITUATION CONCERNING NATIONAL TRANSPORTATION STRATEGIES.....	32
THE DECISION-MAKING PROCESS IN GENERAL.....	33
IMPORTANT ROLE-PLAYERS.....	34
PLAN DE DEPLACEMENT URBAIN AS A PART OF THE LOI SUR L' AIR.....	38
THE DECISION-MAKING PROCESS FOR THE PLAN DE DEPLACEMENT URBAIN.....	40
IMPORTANT ROLE-PLAYERS IN THE CHOSEN DECISION.....	44
THE NETHERLANDS	46
CURRENT DECISIONS FOR MORE SUSTAINABILITY WITHIN THE NATIONAL TRANSPORTATION SECTOR.....	46
THE DECISION-MAKING PROCESS IN GENERAL.....	47
IMPORTANT ROLE-PLAYERS.....	49
THE ABC LOCATION POLICY.....	53
THE DECISION-MAKING PROCESS IN THE CHOSEN DECISION.....	55
IMPORTANT ROLE-PLAYERS IN THE CHOSEN DECISION.....	58
SUMMARY AND CONCLUSIONS	60
THE NATIONAL POLITICS IN THE FOUR ANALYSED COUNTRIES.....	63
SAMMANFATTNING PÅ SVENSKA	66
BAKGRUND.....	66
SYFTET MED RAPPORTEN.....	66
METODBESKRIVNING.....	66
GENERELLA SLUTSATSER.....	66
SITUATIONEN I DE STUDERADE LÄNDERNA.....	67
APPENDIX 1 INTERVIEW PARTNERS	70
APPENDIX 2 SOURCES	73

Introduction

Background

The Swedish Environmental Protection Agency has in co-operation with a number of transport administrations initiated the project Euro-EST aiming to promote a sustainable transportation system in Europe.

The decisions taken by the prime ministers at the meeting in Cardiff in June 1998 and by the environment and transportation ministers at their conference in Luxembourg in June 1998 are important pillars for this project.

Long term strategies based on international co-operation and interaction are necessary in order to carry this idea forward. National, regional and local policy-making must come to more environmental friendly decisions. This includes, beside the actions of the European Union, also to strengthen and to use intermediate networks assembling civil and industrial bodies.

Aim of the study

One of the pre-conditions for the implementation of more sustainable transportation systems is the integration of environmental needs in the national transport policy-making process.

This pilot-study will help to gain a first orientation concerning the institutional and political strategies concerning transport and traffic. The main objective of the study is to:

- identify national key role-players which have an impact on the decision making of the actual transportation system and its future development,
- to describe an ordinary way of decision-making including how the role-players act and interact.

The following countries were chosen for the pilot-study: France, Germany, the Netherlands and the United Kingdom. The study analyses the current situation (beginning of 1999) in the four countries concerning their national efforts for more sustainable transportation systems. It gives generalised information about the national decision making process itself as well as the political atmosphere. The international comparison offers an opportunity to discover similarities and differences between the four countries related to the decision-making habits and the acceptance of environmental items in the national politics.

Furthermore this approach shows the development of one recently occurred decision-making process, representing an example towards more environmental friendly solutions in the national transport policy. The participation of certain key-role players in the chosen decision-making process is examined. This give an idea on how political, institutional and civil as well as private interests interact before, during and after a decision is made.

Overview of the Methodology

The four countries were chosen because of their importance for the development of the transportation systems in Europe. France, Germany, the Netherlands and the United Kingdom are central States both in being the biggest polluters (e.g. together 57% of CO₂-emissions in Europe) and in showing broad initiatives to counteract the growth of transport.

Information about the current situation and recent decisions was gathered through Internet and by telephone calls to initiated persons in the four countries. A decision was chosen as an example for environmental orientated policies. Detailed information about the decision itself and the decision-making process was gathered through telephone interviews and completed by documents and literature from the ministries.

Problems of the investigation and the chosen approach

It is important to consider that this pre-study only has a tentative character. The drawn decision-making processes don't set complete pictures of the political interrelationships and give more or less crude details about.

Telephone interviews and the material sent by the interrogated persons served as the fundamental information of the report. Hence, the summary and conclusions are generalised and interpolated. Moreover, gaps in the translation of the interviews and the use of four languages in general may be sources for mistakes.

Phase 1 Current development status and national key-role players

One main objective of phase 1 was to identify so called 'key role-players'. The actors were separated into groups:

- National authorities related to transportation and environmental subjects
- Territorial organisations and bodies of public territorial authorities
- State companies or former state companies with national importance
- Independent research or advising groups with national political influence
- National active groups (industrial, civil and environmental bodies)
- Media

The first phase also provided an outline of the current situation in the area of transportation in the four chosen countries. By identifying current national programs and projects an overview could be made. These ‘snapshots’ showing the development context, the current situation and some sectoral trends (laws, technical measures, planning, etc.) helped us to choose an example of a decision with a certain anticipated environmental importance.

Phase 2 Telephone interviews with essential key-role players

The main objective of phase 2 was to provide a wide range of information concerning the chosen examples. The aim was to generalise the information in order to show a possible ‘normal’ way of decision-making in every respective country. Interrelationships, contrasts and conflicts between the key-role players should be worked out. During the interviews other key role-players were named and completed the list of important organisations and associations.

Some 10 to 15 key-role players in each country with influence on the exemplary decision in one way or another were contacted with the request for their participation in a telephone interview. During three weeks five or six interviews of approximately 45 to 60 minutes’ length were conducted in each country. Mostly members of the staff of ministries and research institutes were interrogated. Other partners were industrial bodies and environmental groups.

The questionnaire consisted of questions inquiring the decision-making process in general, the most important national key role-players in the decision-making process, the decision-making process and the role-players concerning the exemplary decision.

The interviews were conducted in English (UK, Netherlands), German (Germany and the Netherlands) and in French (France) and were adapted to the chosen themes. For some interviews the questionnaire was modified in order to get missing information about key-role players or the decision making process it-self.

Phase 3 Analysing and report writing

The interviews helped to analyse the decision making process in a very general manner. Other sources as Internet documents sent from the interview partners and literature were used to complete the information from the interviews. A synthesis were made to present a picture of the current situation and the decision-making process in the respective country. The results of this pre-study are ‘extrapolated’ and are not based on empirical facts.

Germany

Recent national steps towards sustainable transportation systems

There are several factors that may contribute to the fact that Germany has developed a relatively wide range of environmental objectives in the transportation policy. Firstly, the high population density in many parts of Germany and at the same time the crucial environmental problems caused by traffic (in cities but also on the countryside). Then the position of Germany as a major transit land in Europe (expected growth of goods transport from 1992 until 2010 by 78% and passengers by 32%). "Therefore, German transport policy is European transport policy" (*Bundesverkehrsministerium*).

Because of the advanced economic standards in Germany, many people can afford to live with high mobility and consumption. At the same time a large part of the population is aware of environmental problems. That put transportation and environment issues high on the agenda. This made it possible to undertake serious political steps for more environmentally oriented transportation systems during the 1980 and 1990ies. Still, the establishing of a coherent system of environmental issues is only partly done and it's subordinated to the maintenance of growth-oriented rationale of transport policies. The realised elements of environmental friendly decisions are mostly defensive or must be seen in the context of precautionary principles.

Germany is highly motorised (about 41,7 million cars in 1997), it has no speed limits on highways, the motor industry has an important impact on politics and Germany prioritises technical luxury infrastructures. Well organised and efficient traffic- and transportation system are important parts of Germanys industrial power, hence all decisions to limit the growth of this system are opposed by both economical bodies and employee organisations as well as consumers. The German state transport policy in the 1990ies focused on such mentioned efforts: the creation of an uniform transport market in Europe, installation of a modern and comprehensive transport network (especially the integration of the former GDR) and an European transport management system (Trans European Network included) as well as to fulfil the needs of the German people and the economy.

At the 19th of February 1997 the former *Bundesregierung* (coalition under Helmut Kohl) decided on five action lines for the realisation of a more environmental friendly mobility which can be seen as a medium term policy strategy:

1. To avoid traffic - the aims are to avoid unnecessary traffic by a separation of economical and traffic related growth and by less traffic generating structures both in economical and city planning;

2. Switch to more environmental friendly transportation systems - the aim is to have a better modal-split towards public transport (e.g. goods transport more rail and water transport orientated);
3. To optimise technically both vehicles and fuels - the aim is to reduce the energy use, harmful emissions and to promote cleaner vehicles as well as recycling of old vehicles;
4. To reduce the spatial demand for traffic corridors - the aim is to use existing corridors more efficiently and increase the possibilities of IT-transportation;
5. More information to the citizens - the aim is to create a more environmental friendly behaviour in all transport needs and usage.

The federal guidelines will influence all transportation policies in the next couple of years (under the condition that the new government is holding on to this concept). The new government continues in its governmental draft (October 1998) to promote transportation system that maintains "an environmentally adequate mobility for all people in the country". But the government also says that "investments in transportation systems are unavoidable for a durable growth" and that "the transportation industry will be supported in all possible ways".

A lot of actions in the past confirm that economic capacity for sustainable transport policies are the most important single factor to explain policy changes. Environmental orientated decisions are only furthered if they don't provoke high costs for the transportation sectors or industries.

The decision-making process in general

Germany, with its federal system, is characterised by a very competitive and sectionalised political culture, both within and outside the administration. National strategic capacities of the federal administration are weak. One reason for that is the fragmentation of the political system (regional parliaments of the *Länder*). Participation and lobbying is basically possible all the time, but the best opportunities for influential interventions are in the later stages of the political decision making process.

In Germany all federal decisions within the traffic policy must take notice of a triangle of basic considerations. This is part of the German model of a social orientated market economy. But as mentioned above, the aim of economical growth stands over these three following points:

- Treasury facts: tax revenue must be guaranteed or ensured, it's the so-called taxation neutrality (*Steueraufkommensneutralität*).
- Social balance: compromises must be made to protect the weaker groups in the society.
- Environmental items: the protection of nature and environment must be regarded as a basic aim.

The following figure shows a ‘normal’ national decision-making process within the federal legislative procedure:

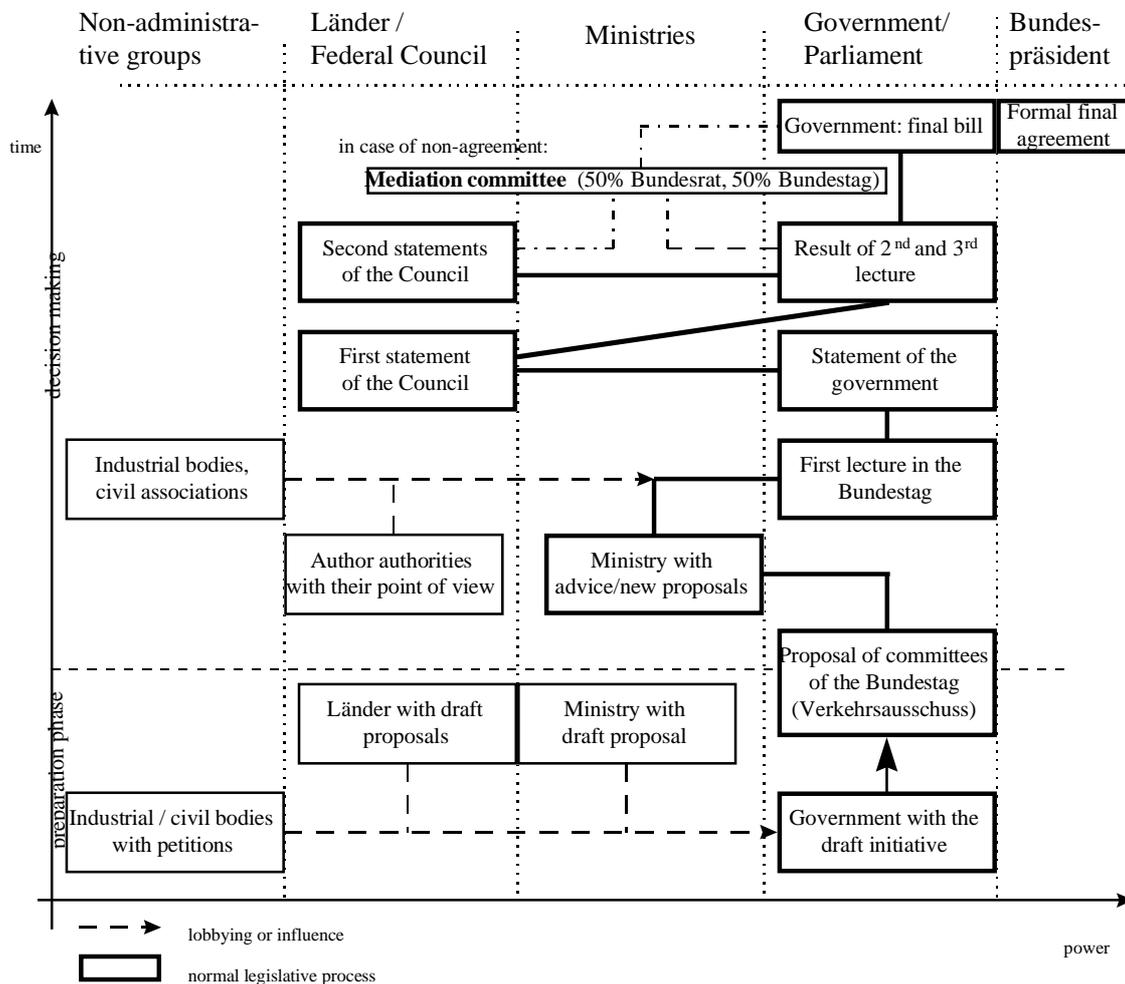


Figure 1: Legislative process in Germany

During the legislative process in general, the German transportation policy is prepared and largely influenced by two state committees: for the *Bundestag* it's the *Verkehrsausschuss* (committee for transportation) and for the *Bundesrat* it's the *Ausschuss für Verkehr und Post* (committee for transportation and post). Both committees are central recipients for lobbying groups giving their statements and for results of scientific reports. But the final decision are made by the politicians of the federal government although the *Bundesrat* and the *Bundestag* themselves are trying to carry through their positions.

Important role-players

National authorities

In Germany the politicians are relatively open to interest groups. The profile of environmental pressure organisations is relatively strong compared to other European countries although the general activity and the public influence of these groups were stronger in the early 1990ies than today. With the federal elections in 1998 and the winning new coalition of the Social-democratic party and the *Bündnis 90 / Die Grünen* the German environmental policy get presumably more importance again.

Key role players are of course the Bundesregierung and the *Bundesminister* in the *Bundesumweltministerium* (Ministry of Environment, minister Jürgen Trettin, *Bündnis 90 / Die Grünen*), the *Ministerium für Verkehr, Bau- und Wohnungswesen* (Ministry of transportation, infrastructure and housing, minister Franz Müntefering, SPD), the *Bundesministerium für Finanzen* (Ministry of finances, minister is Oscar Lafontaine, SPD) and the *Bundeswirtschaftsministerium* (Ministry of economy, minister Werner Müller, unattached). Within these ministries the secretaries of state and the parliamentary state secretaries have major roles in the preparation of new bills or circular orders. Important are also the non-political heads of the departments within the different ministries as well as the chiefs of the subordinated offices.

The *Ministerium für Verkehr, Bau- und Wohnungswesen* has seven departments and many subordinated federal offices, which are to it (e.g. *Bundeseisenbahnbehörde*, *Bundesbehörde für Gütertransport*, *Bundesluftfahrtsbehörde*, etc.). Compared to *Ministerium für Verkehr, Bau- und Wohnungswesen*, the *Bundesumweltministerium* is relatively weak. Most influence on environmental subjects in transportation have the divisions for environment within the *Ministerium für Verkehr, Bau- und Wohnungswesen* (so called *Spiegelreferate*, guaranteeing the consideration of environmental issues in transport and planning).

The *Bundesumweltministerium* influences all decisions within the transportation sector when it comes to environmental assessment studies, drafts for environmental related decisions, advising, etc. *Minister Trettin from Bündnis 90/die Grünen* is the first federal minister coming from a 'green' party. More action for greener solutions can thus be expected.

The federal Agency for environment *Umweltbundesamt* UBA is a research and advising organisation placed under the *Bundesumweltministerium* (BMU). It is formally independent but strongly influenced by the BMU. The main tasks are environmental research work and advising of authorities as well as information of the public.

Territorial organisations, bodies of public territorial authorities

The *Bundesländer* have own *Länder* authorities, legislation and environmental policies. Even their transport policy can differ from the national policy although as matter of principle the *Länder* have to execute the federal laws within their jurisdiction. The *Länder* are for example the organising authorities of public transport on the regional level, they are responsible for environmental monitoring, have their own spatial development plans and they collect the vehicle taxes, etc.

The most important *Länder* are *Bayern, Baden Württemberg, Niedersachsen and Nordrhein-Westfalen* because of their high number of population, their importance as industrial regions and their political self-confidence even on national level. Within the *Länder*, regional authorities are providing for own regional plans (air, water, planning, forests, etc.) which are orientated on national or *Länder*-established plans.

Deutscher Städte- und Gemeindebund unifies a thousand of German municipalities. The organisation has regularly meetings, elaborates urban development aims and influences the national agenda by concrete proposals.

Deutscher Städtetag is the biggest association of cities. It's quite often officially demanded to participate in state development questions.

Verband der Verkehrsunternehmen VDV (association of around 250 traffic organisers of public transport) can be regarded as a very important official organisation in the field of public transport. Traffic organisers are the authorities of the bigger cities or agglomerations (e.g. *Verkehrsverbund Rhein Ruhr VRR* covering a region with around 12 million people). They play a crucial role for regional and local transportation.

Big metropolitan agglomerations are driving forward their own interest on all levels (best example: Hamburg and Berlin with their actions for the *Transrapid*). The German municipalities have independent planning and transport plans. Their plans have to consider the regional, *Länder*-based or national plans when comprehensive planning is afforded.

Former state companies or private companies with (inter) national importance

Deutsche Bahn Aktiengesellschaft DB AG serves for the supply of all national and most regional rail corridors. Its market share is still relevant because of their former regulatory tradition, which changed in 1994. The DB AG concern consists of three parts: the part for the transport itself, the part for the rail-corridors and the part for the traffic organisation.

Lufthansa has considerable impacts on the economically important expansion on air traffic but also on land use and land transport planning.

Several other regional air companies or railway companies can also be considered as important role players on a lower level.

Independent research or advising groups with national political influence

Sachverständigenrat für Umweltfragen (Expert council for environmental questions) is a small but influential group of environmental experts in direct contact with the federal government.

Deutsche Akademie für Verkehrswissenschaft (The German Academy for Traffic Research) is an influential independent research organisation.

The DIFU or *Deutsches Institut Für Urbanistik* (The German Institute for Urban Planning) is constantly involved in all kind of urban planning and transport items.

The *Verein Deutscher Ingenieure VDI* (Foundation of German Engineers) has a certain impact on all questions on technical improvements within the motor vehicle sector.

TÜV - Rheinland (state Technical Monitoring Association) is a technical control instance. It's leading in practical research questions concerning vehicle emissions, air pollution and environmental damage.

Akademie für Raumforschung und Landeskunde ARL (the Academy for spatial research ARL) is a leading institute for spatial planning - transportation subjects included.

BfLR - Bundesforschungsanstalt für Landeskunde und Raumordnung is an federal institute for spatial research with importance also for the *Länder*.

The *Ökoinstitut* works with a large field of environmental questions, its reports are highly known in Germany because of its offensive public strategies.

A couple of universities play a very active role in the German transportation research landscape (Berlin, Hamburg, Dortmund, etc.).

The Wuppertal Klima Institut WI (*Wuppertal Institute for Climate Energy and Environment*) is giving advises in energy and traffic items especially for the important Land *Nordrhein-Westfalen*.

National active private groups in transportation items

The VdA or *Verband der Automobilindustrie* (National Federation of car manufactures) unifies the big vehicle manufactures BMW, Daimler-Chrysler, Porsche, Volkswagen and their suppliers; its one of the most important industrial bodies in Germany (approximately 720.000 direct jobs in the motor industry).

The *Bund der deutschen Industrie* BDI is the Confederation of German Industries and possesses presumably strong impacts on all questions of infrastructure and public investments due to industries.

The Deutscher Industrie- und HandelsTag DIHT (German association of industry and commerce) gives advice and statements in all important development questions, transportation included.

VDIK or *Verband Deutscher Importeure von Kraftfahrzeugen* is the Confederation of German car importers and has more or less importance in vehicle items.

Allgemeiner Deutscher Automobil Club ADAC (Automobile Club of Germany) has about 14 million members and can be seen as the most important private pressure group in motor traffic items for consumers.

VCD or *Verkehrsclub Deutschland* (Traffic club of Germany) is one of several other automobile clubs. Their impact to national policies is limited because of their relatively modest size.

The ADFC or *Allgemeiner Deutscher Fahrrad Club* (General Club for Cycle Users) represents the interests of an important number of cyclists. Its impact on national policy is weak compared to the automobile clubs.

Mineralölwirtschaftsverband (Association of the Fuel manufacturers) unifies the big oil companies. Its impact can be considerable in decisions concerning fuels and motor techniques.

Deutsche Strassenliga and *Deutscher Verkehrssicherheitsrat* are two German councils for traffic safety. They are active for the improvement of safety standards and are in regular contact with the *Bundesverkehrsministerium*.

Bund der Steuerzahler (Union of the taxpayers) is evidently active in all subjects concerning the increase of federal taxes (e.g. *KFZ-Steuer*).

Zentralverband des Deutschen Kraftfahrzeughandwerks (Central union of the German handicraft in the motor branch) certainly influences all decision in new vehicle techniques.

The biggest environmental body in Germany is the BUND or *Bund für Umwelt und Natur Deutschland* (German environmental association). The BUND is giving qualified statements for environmental impacts of all kind of projects on national, regional and local levels. It has several ten thousands of members organised in all levels.

Another important environmental pressure group is the NABU (*Naturschutz Verbund*). It's organised national wide and is active in many cases of environmentally important projects such as highways and airports.

Greenpeace Germany also has a certain importance because of its size and public campaigns (very well known and media orientated).

Deutscher Naturschutzring tends to unify the German environmental associations. Its actual influence is not very strong.

Media and their role

The state TV and radio channels are important for all objective information. Their influence on the public opinion in environmental items is relatively strong.

The bigger national daily newspapers (e.g. *Frankfurter Allgemeine Zeitung*, *Süddeutsche Zeitung*, etc.) or weekly magazines (*Die Zeit*, *Spiegel*, *Focus*, etc.) are constantly dealing with environmental questions, transportation items included (especially motor techniques and cars in general).

The Kraftfahrzeug Steuerreform

The *Kraftfahrzeug Steuerreform* (*KFZ-Steuerreform*) is a differentiated vehicle taxation policy and has been discussed in German environmental transport policy for a long time. The *Bundesumweltministerium* (Ministry of Environment) has, since the 1980ies, tried to introduce new emission limits in the aim of getting a new generation of cleaner vehicles.

After the elections in 1994 the pollution problems in the cities caused by traffic, especially climatic inversion, smog, ozone and other carcinogenic materials accentuated and the *KFZ-Steuerreform* was prioritised by the government. In July 1997 the *KFZ-Steuerreform* was taken into action.

The decision is a remarkable success for the environment:

- The German motor industry started to sell a large amount of cars with low emission Euro-III or Euro-IV motors.
- Today 80% of all cars in Germany fulfil the Euro-I emission norms and the percentage is increasing. Many car users equipped their vehicles with catalyts (700.000 users in 1997) as a result of the *KFZ-Steuerreform*.
- Within a year after the *KFZ-Steuerreform* was enforced the registration of Euro-III cars (new cars) raised from 0.4% to 70%.
- The number of old cars without catalyts has decreased with more than 2.2 million cars.

In the *KFZ-Steuerreform* car users get a tax reduction if they buy cars with Euro-III or Euro-IV motors or if they install catalyts in their old car. The tax reduction is very low compared with the annual cost for a vehicle, between 250 and 1000 DM per vehicle but it is still a success. The tax reduction will be valid until the year 2005 when the government believes that all old and polluting cars will be sorted out.

The decision making process in the KFZ-steuerreform

The preparation phase

The *Bundesumweltministerium*, together with the *Umweltbundesamt* and the *Automobile Club (ADAC)* wanted to introduce new emission limits in the aim of getting a new generation of cleaner vehicles as early as in the 1980ies.

In 1985 there was a first serious discussion about a differentiation in taxation between clean and harmful vehicles. The proposal was criticised by the car manufactures and was not enforced. Instead, the German government decided on financial grants up to 2200 DM for car users that renewed their cars in a way towards less emission, for example by installing catalyts. At the same time the government also discussed to abandon all environmental harmful vehicles but the public pressure rejected this proposal.

In 1989 and 1990, there were drafts on different vehicle taxes for cars with and without catalyts and for certain diesel cars and it was decided that all cars which fulfilled the Euro-II norm were freed from vehicle taxes up to three years. This was followed by the decision on differentiated taxes for lorries, in low and high emission vehicles. Today 44% of all German lorries are low emission vehicles (Euro-I and Euro-II motors).

The government still thought that the existing laws were insufficient and old cars were still identified as a major source for harmful emissions. A governmental working group was formed consisting of representatives from the Länder and the concerned ministries (ministries of Transport, of Finances and of Economy). The working group was lead by members from the *Bundesumweltministerium*. The automobile industry as well as the automobile clubs had a certain influence on this working group, especially on technical items.

A first proposal for a new draft was presented by the *Bundesumweltministerium*. All involved parties agreed that polluting vehicles should be banned as soon as possible, but the Länder still had scruples because they were afraid of taxation decreases.

At the same time, the Minister of Transport Wissmann made an ad-hoc decision to raise the tax for polluting vehicles with approximately 20 DM per 100 cm³ cylinder capacity, which meant that the tax trebled for some car models. This decision solved at once the financial question.

The decision making process for the KFZ-Steuerreform

After the preliminary statements from the concerned institutions, the *Bundesumweltministerium* summarised the necessary information and delivered a first official note for a draft including the substantial facts, the necessary legislative suggestions and proposals for a later realisation of the law. A first draft was presented

by the Government and the legislative process could start with the first lecture in the *Bundestag*. This was in 1996.

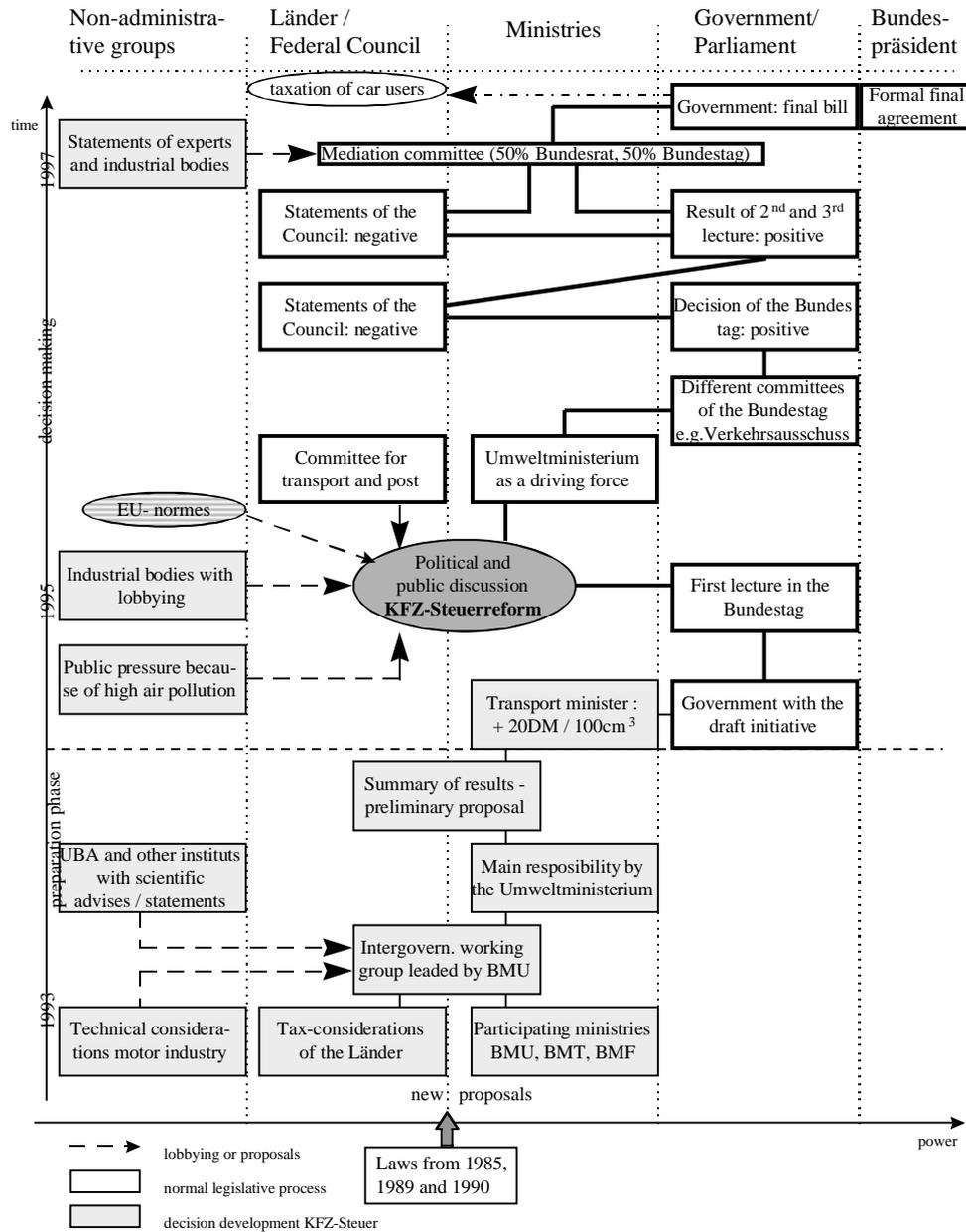


Figure 2: The decision making process for the *KFZ-Steuerreform*

The proposal did not render any discussions in the *Bundestag*. The Cabinet (*Gegenäusserung der Bundesregierung*) responded positively and the MPs waited for the results from the next step, aware of the fact that the *Bundesrat* (with a SPD majority) would block the preliminary decision made in the *Bundestag* (with a conservative-liberal coalition).

After the governmental submission, the draft was forwarded to the parliamentary committees (*Verkehrsausschuss* and *Finanzausschuss* of the *Bundestag*). The

committees worked with the subject for several legislative periods. The committees have strong positions guaranteed by the federal constitution and there were important political statements from the *Verkehrsausschuss*, which was handling the policy of the *KFZ-Steuerreform* and from the *Finanzausschuss*. This committee was at that time lead by a MP from the liberal party (FDP) which traditionally promotes the interest of industrial bodies and medium-sized enterprises.

During this phase, proposals came from different pressure and lobby groups. The motor industry and other industrial bodies were both consulted and came with their own statements. To have informal talks and to exchange information early in a decision making process is common, the government needs to have information to be able to adapt state proposals to real economic issues and to get realistic proposals. The statements from the industrial bodies are important for the political decision-makers.

The *Bundesrat*, consisting of representatives from the *Länder*, opposed as expected the proposal. Taxation of vehicles is an important part of the revenue for the *Länder* and they feared that they would lose tax revenues with the new suggestion from the *Bundestag*. This was a critical point in the decision making process for the *KFZ-Steuerreform* as the *Länder* have to approve all steps in the legislative process in Germany. The *Bundesrat* sent the draft back to the *Bundestag* with a demand for better calculations on the expected tax revenues.

Before the 2nd and 3rd lecture the German government held discussions with the EU Commission about vehicle taxation issues and about the EU legislation on emission levels for Euro-III and Euro-IV vehicles. The EU Commission and the EU legislation had a major impact on the national policy of vehicle taxes.

The second and third lecture was held in the *Bundestag* and statements and proposals made by the MPs and deputies from the *Bundesrat* were discussed but the parliamentary debate ended without an agreement but the coalition majority was positive to the proposals of the *KFZ-Steuerreform*.

After the positive decision in the *Bundestag*, the proposal was discussed a second time in the *Bundesrat* and the *Länder* decided against the new law.

A special committee (*Bundesvermittlungsausschuss*) with members from both the *Bundestag* and the *Bundesrat* was established to find a compromise accepted by both houses. After three months, a long period compared with similar situations, the different parts found an agreement.

The *Bundestag* decided to amend the proposal for the *KFZ-Steuerreform* and both the *Bundesrat* and the *Bundespräsident* were positive. After the decision was taken, no attempts were made to change the law by any pressure group. Only the owners of old vehicles complained about the higher taxes.

Important role-players in the process for the KFZ-Steuerreform

The *Bundesfinanzministerium* BMF is the central organ for the federal finance system. Its portfolio and responsibilities are wide spread. One *Referat* (section) especially works with taxation on traffic (cars and fuels). This referat had the duty to prepare all taxation questions due to the *KFZ-Steuerreform* (taxation sets, preparation of juridical correct formulation for other ministries, realisation in co-operation with the treasuries of the *Bundesländer* and other concerned authorities), which meant that the *Bundesfinanzministerium* took over the management of the *KFZ-Steuer* process behind the curtains. Through the whole process the *Länder* tried to disrupt the *Bundesfinanzministeriums* plans because didn't want to accept a disadvantage compromise.

The *Bundesumweltministerium* was the driving force for the *KFZ-Steuerreform* was from beginning. Their aim was to ban all polluting cars because of the serious situation in the cities during inversions and the alerting high levels of ozone all over the country. The BMU delivered the necessary calculations for the new taxation system. The figures for the individual costs were partly manipulated in order to make acceptable proposals both for the industry and the car users. Serious problems had to be solved concerning the legalisation of the different taxation due to the Euro-emission standards. Germany had taken the role of an outrider in case of reducing air pollution.

The role of the *Bundesverkehrsministerium* was important. It was the Minister Wissmann who made possible the evolution for the draft and later the law itself. The works in the *Verkehrsausschuss* and in the *Finanzausschuss*, where the *KFZ-Steuerreform* was elaborated were strongly influenced by the *Bundesverkehrsministerium*, although its final role is not clear.

The *Umweltbundesamt* UBA was consulted several times for official hearings and parliamentary lectures, but the proposal made by UBA was only partly considered by the government.

A representative from the FDP (*Freie Demokratische Partei*) was the chairperson in the *Finanzausschuss* of the *Bundestag* during the negotiations for the *KFZ-Steuerreform*. The FDP steered the decision towards favourable energy-prices and competition conditions of their typical electors in mind (small and medium sized enterprises).

The *Allgemeine Deutsche Automobil Club* ADAC was active all the time during the process. The ADAC was the first institution in Germany to set this topic on the agenda. This was already in the 1970ies. During the considerations for the recent *KFZ-Steuer* changes, the ADAC made an important step by publishing a paper with ADACs technical proposal concerning the *KFZ-Steuerreform*. The paper was published for a big public and it was forwarded to the *Bundesregierung* and the *Verkehrsausschuss*.

The *Verband der Autoindustrie* VdA (automobile industry) surely had an important impact in some details of the *KFZ-Steuerreform* although it is not clear to what extend. For the VdA it was important that their own proposals were realistic and could lead to a balanced decision (so the proposal of VdA were already compromises them-selves, agreed by the VdA organised motor manufactures and industrial bodies). In the case of

KFZ-Steuerreform the VdA represented only the VdA-members, there was no co-operation with other bodies.

The *Zentralverband des Deutschen Kraftfahrzeughandwerks* (central union of the German handicraft in the motor branch) lobbied the *Bundestag* because of their hope to get a real push for their business, which was actually fulfilled afterwards (many catalyts were installed in old cars).

The environmental bodies gave regularly statements while the *KFZ-Steuerreform* was discussed. They were also invited to speak in the *Finanzausschuss*, but in the end their influence was not important.

United Kingdom

Recent decision towards sustainable transport systems

In the UK there was a first White Paper on Transport in 1976 with proposals for more environmentally adapted measures on transportation, but this paper was followed by a vacuum until today. The transport sector in the UK was privatised during the 1980ies which fragmented the transport services and often made them unacceptable for the users. The availability of public transport decreased considerably. Environmental issues were barely considered.

The network of motor highways was extended considerably in the 1980ies. Under the pressure of powerful construction enterprises the transportation policy concentrated merely on road building. Forecasts suggest that in 20 years' time traffic levels in the UK will be between 36% and 57% higher than today unless the development of car use will not be changed.

With the new Labour government (since 1997) there has been a change in the questions concerning the environment. The government's White Paper of 1998 (*A New Deal for Transport - Better for everyone*) is a central document in transportation policy in the UK and presents a distinct change in policy. The 'New Deal' is a key point for an integrated transport policy, which contents all types of proposals (environmental issues, land use planning, education, health and wealth).

The main issues in the *White Paper* represent a medium-term environmental framework. New responsibilities (decentralised power to regions) will make it possible for the different regions to set their own transport priorities. The *New Deal* gives the local authorities the possibilities to involve the local communities, the transport operators and the freight operators in the decision making. This new involvement exists in all levels of decision making. New state regulations are established to reintroduce efficient and high quality transport services.

The *Labour* Government's objectives in the *White Paper* are the following:

- To attain a strong economy, a sustainable environment and an inclusive society. This includes a well-organised transportation system which is regarded as a central tool to improve the quality of life.
- Facilitating the mobility of the British people in an economically and environmentally sustainable framework achieved by an effective and integrated transport policy at national, regional and local level.
- Main issues in the integrated transport policy for better developed public transport systems, for more environmentally acceptable cars and car usage and for more efficient and environmentally sustainable freight transport.

The main emphasis is put on making the public transport a genuine alternative for the daily transport. This will be made by more reliable connections for both passengers and freight, safer and more acceptable interchange facilities, making the best use of advances in technology, take more attention to integrated networks and, importantly, safe services which take full account of the needs of all sectors of society. The reducing of car dependencies should also be achieved by more measures for safer walking and cycling and the change of personal mobility patterns and behaviours. Moreover the integration of transport and planning (transfer effects of other policies such as urban and rural development planning) shall be guaranteed by a better regulation and more strategic thinking about the provision of transport infrastructure and services.

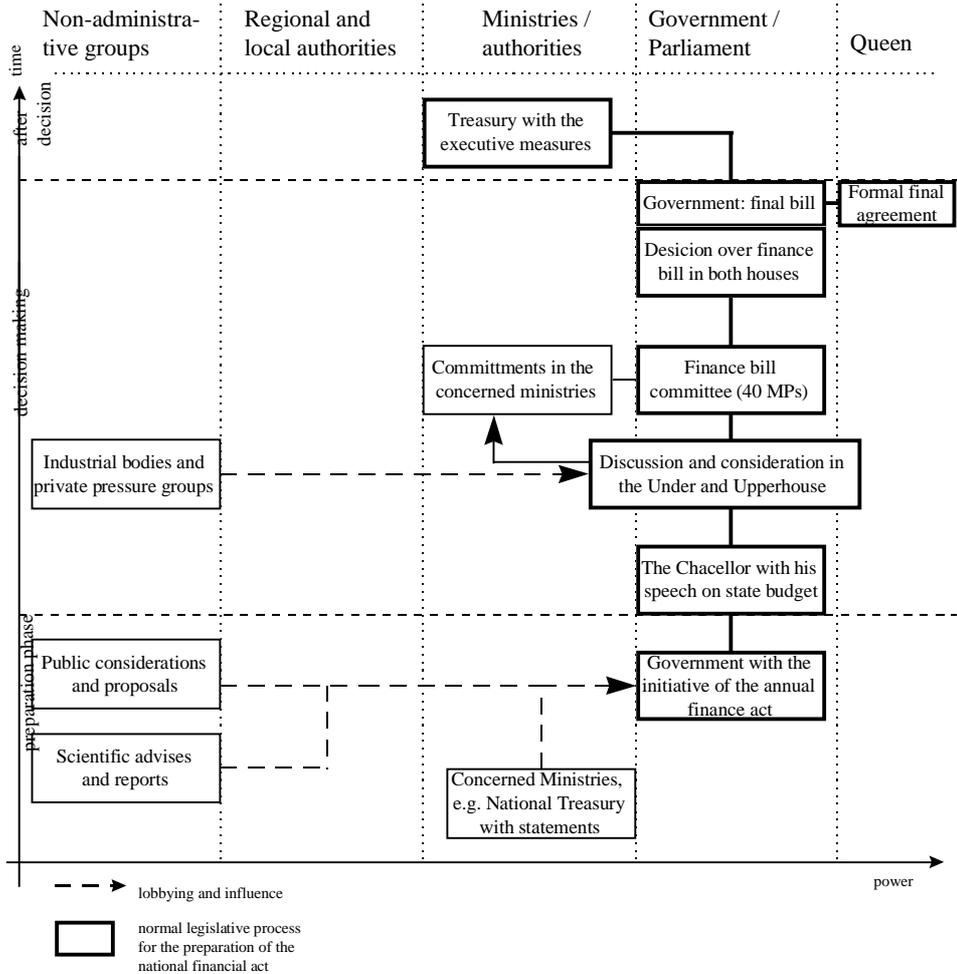
The White Paper of 1998 isn't legislative yet (requires the action of the Parliament). It was criticised by many non-governmental groups saying that on the one hand the measures for more public transport aren't clearly defined and on the other hand the measures against the increase of road traffic aren't strong enough. There are a lot of conservative voices from the House of Lords who are against the measures in the White Paper.

The decision-making process in general

A typical decision process in the UK is the annual financial act made by the *Chancellor of the Exchequer* (minister of finances). The changes in the budget are announced by the Chancellor in his *budget speech*, which is made prior to each financial year, traditionally in March.

In making a decision in changing of a budget sector the Chancellor will take advice from officials, other ministers who have an interest in the policy area, and when appropriate, from outside organisations. Prior to the budget, concerned ministers, in conjunction with their officials, draw up a budget submission to the Chancellor which sets out the Department's position on potential changes which may be made in the budget. This will also include relevant information that the minister would like the Chancellor to consider before he makes the final step. In the end, the Chancellor makes the decisions on changes of the budget.

The following figure shows a 'normal' decision-making procedure for the annual financial act in the UK.



FIGUR 3: Annual Financial act in the UK

The annual financial act is important for the transportation policy in the UK because taxation actions represent a big part of the active British environmental policy in the field of transportation.

Important role-players

National authorities

The transportation sector is a very important part of the British industry and at the same time very complex, complicated in its structure and many institutions interact on all levels. With the shift of power to the Labour Government in May 1997 the transportation policy seems to come into a fundamental change and the *White Paper of Transport* in 1998 is the first result of that. The paper has not come to realisation yet

and it's not in the legislative phase. For the preparation of more detailed measures of the White Paper the most important role player is the *Department of the Environment, Transport and the Regions* (DETR).

The *National Council for transport* is a new committee with the task for co-ordination of a more integrated transportation policy (mentioned in the White Paper). It can be regarded as an assemble of the main role players in the UK (administrative and non-administrative). In the future this Council could have a leading position for the co-ordination of integrated transportation policy in Britain.

The *Department of the Environment, Transport and the Regions* DETR is an integrated department (three important parts of the British policy). It has high importance (16.000 staffs) and a proper budget of 13 billion Pounds a year. The aim of DETR is to "improve the quality of life by promoting sustainable development at home and abroad, fostering economic prosperity and supporting local democracy". This is partly done by developing an integrated transport policy to fight congestion and pollution, and by developing policies to tackle climate change and to improve the quality of air and water.

The *Deputy Prime Minister* John Prescott has to ensure coherence to policy on environment, transport and the regions. The minister of transport is John Roid. Structurally, DETR is made up of some 24 directorates working in groups headed by board members which are concerned mainly with developing policy. Moreover the DETR has nine executive agencies (e.g. the *Highways Agency*, *Office of the Rail Regulator*, *the British Airports Agency*, *the Civil Aviation*, etc.) and 10 government offices for the region (e.g. the *Government Office of London*).

In 1997 the DETR was devided into four regional institutions (England, Wales, Scotland and Northern Ireland). The English part of DETR is the most powerful of the regional institutions.

The Treasury has a very strong position. The *Chancellor of the Exchequer* announces the changes in the budget in his Budget speech in March every year. Decisions made by the *Treasury* have more emphasis than decisions made by other departments. Especially environmental items were not very competitive compared to Treasury actions.

It's very difficult to influence the *Treasury* (from inside and outside the administrative organisation). Measures of the *Treasury* are more or less untouchable by other neutral to all departments. Before a decision is made in the sections within the *Treasury*, other departments are regularly consulted (improving the standards, EU-works, discussion important issues). This "secular process" is necessary in order to keep the other departments informed, to avoid negative surprises and also to discuss the items / impacts of planned actions. Moreover the *Treasury* maintains contacts to all sort of pressure groups (meetings, consulting, etc.).

The *Ministry of Economy* and the *Ministry of Housing and Planning* have strong positions. In all development questions their influence on transport is crucial.

Territorial organisations, bodies of public territorial authorities

The *Association of County Councils* is working on issues like regional development on a national range. Its mandate is strong in all planning policy.

The *Airports Policy Consortium (APC)* is a major alliance unifying municipalities, which comprise airport users and non-users, air companies and politicians. The monitoring and promotion of environmental issues is one task of the APC.

Several committees of the bigger metropolitan areas are dealing with regional or local development questions. One example is the *London Planning Advisory Committee*.

Former state companies or private companies with (inter)national importance

British Airways is besides several other British air companies still leading in the processes in the air traffic development in the UK.

The role of the *British Rail* is reduced because of the strong competition on all rail corridors (35 rail companies compete for the British rail corridors).

The *Go-Ahead-Group* is the result of the privatisation of the public bus traffic in the UK. It's one of the biggest consortium in Europe and is internationally active.

Independent research or advising groups with national political influence

The *Royal Commission on Environmental Pollution* is an independent organisation with focus on energy questions, air pollution and climate changes. The Commission works in close relation with the ministers of Transport and of Environment (DETR). The Commissions work is highly respected of the national authorities.

The *Royal Town Planning Institute* is chartered to advance the science and art of national, regional and local town planning for the benefit of the public.

The *National Society of Clean Air* is working for a more sustainable content in the national transportation strategies.

The *Institute of Road Transport Engineers* is dealing with technical improvements and innovations within the motor vehicles and the heightening of safety standards in all forms of traffic.

The *Motor Industry Research Association MIRA* and the *IMechE (Industrial Mechanical Engineers)* are two examples among several others of important research institutions within the field of transportation.

The *Transport Research Laboratory (TRL)* and the consulting *AEA-Technology* are leading private institutes for practical research in transport and environment. They often advise authorities in all levels in UK.

Several established *Universities* (as Oxford, London, Southampton, Leeds and Newcastle) prosecute research on transportation in combination with environmental issues.

Private organisations dealing with transportation and environmental questions

Transport 2000 is a non-governmental voluntary organisation promoting environmentally sound and socially responsible transport policies. It's an umbrella organisation working like a co-ordination group consisting of 41 organisations of environmental groups, transport users, public transport operators and trade unions. Their way of influencing is by writing submissions to the *Treasury* on the budget and through media. They try to influence people through information.

The *Confederation of Passengers Transport* represents the needs of all traffic consumers and promotes its aims national-wide.

The *Road Haulage Association* (RHA) unifies an important number of traders and transport companies and is lobbying for more advantages for the members.

The *Freight Transport Association* (FTA) is the biggest association for transport in the UK organising the transport-based industry, some traders and the railway companies (some 35 in the UK). It tries to have constant influence on national decision making. The FTA defends a 'reasonable' policy-mix, that considers the needs of the British industrial companies.

Another organisation in the same industrial branch is the *Traders Association*, which is in a constant lobbying process on national issues.

There is a constant close dialogue between the Traders organisations and parts of the government and the ministries (ministry of Transport, UK-Treasury) on all levels: regular dialogue with officials, MPs and ministers. This is an ongoing process (face-to-face contacts, wider basis, other emphasis, all levels included) which is purposeful and systematic. The information of authorities and the public about the needs of the British transport in industrial terms goes on.

The SMMT (*Society of Motor Manufacturers and Traders*) is an important association for the British vehicle producers. Its policy can be regarded as systematic and stringent.

The *UK Petroleum Association* represents a decisive British industry (e.g. BP and Shell) and its influence on the Government is presumably stronger than other industrial bodies.

Two other association of national importance in this branch are the *United Kingdom Refiners Association* (UK PIA) and *The Petrol Retailers Association*.

The *Automobile Association* (AA) has a certain influence because of the big number of members in this private motorists club. The same can be said for the *Royal Automobile Club* as the biggest concurrent to the AA.

Press and its role

The media, especially the Press have a strong impact on all decision making in the UK. The press in the UK is divided in two groups: the tabloid press (popular press) and the daily newspapers. The tabloid press tries to push forward a 'pro-car' opinion. The so-called car experts, the car industry and several investment groups try to influence government's decisions by publishing their points of view in the tabloid press. Most of the time they act against chances.

The more serious press tries to explain and inform in a more objective way. The bigger daily newspapers (*Time*, *Observer*, etc.) give a broad overview over developments in the transportation sector, which concerns a big part of the British people (noise, air pollution, safety, public transport). A phenomena in the 1990ies is the minor effect of press releases. News in the category of "one day wonders" are mostly disappearing of public attention already after one day.

The Road Fuel Duty Escalator

In 1993 the former Chancellor Ken Clark introduced the Road Fuel Duty Escalator (RFDE) as a national part of the Treasury policy (not a law!). The decision coincided with the internal pressure in UK to take action against the huge growth in car usage and to find new sources of state revenue.

The RFDE is a pure Treasury action, determined by the *Chancellor of the Exchequer*. An increase of the duty on road fuels annually by on an average at least 6% above inflation should guarantee three things:

- raising the state revenue for new infrastructures measures,
- influencing the behaviour of the motorists (less car usage), and
- environmental reasons - to fight against air pollution and carbon dioxide emissions.

The RFDE has a number of advantages as an economic instrument for influencing the use of vehicles and is simple to administer. It costs little to collect, is difficult to avoid or evade for the users and can easily be modified by the government. The amount of tax paid varies with the environmental costs. Car users in urban areas are presumably paying less than the actual amount of environmental costs they provoke (external costs like air pollution in cities, noise and vibrations) while motor vehicle users in rural areas are paying more (only 4% of the British population live in rural areas).

In the speech of the *Chancellor of the Exchequer* (head of the Treasury) in 17th of March 1998 the principle of the RFDE found again a broad agreement. The raise of fuel duty by 6% per year was defended with the argument that "only an escalator can reduce the emission levels towards our commitments for the year 2010. It is assumed that the annual increase will continue at least for the lifetime of the current Government, which is set to run to 2002.

As a result of the escalator, the road fuel tax rose in 1998 by 4.4 p a litre for unleaded petrol and for ultra-low sulphur diesel. To encourage all diesel users to switch to cleaner fuels, ordinary diesel will increase by 1 p more than that". The Government hopes that the RFDE will reduce carbon emissions by 1,7 million tonnes of carbon in 1998.

The planned increase of consumer fuel prices effected by the annually risen RFDE-taxation was equalised by lower world market prices for fuel. The consumption has greatly increased over the last 20 years in the UK and the trend continues even after the introduction of the RFDE.

Year	RFDE (over inflation)	Revenue in billion £	Consumption of fuel and diesel in the UK
1997	+6%	19,5	17,2 billion litres
1996	+5%	17,7	17,0
1995	+5%	15,6	16,5
1994	+5%	14,3	15,5
1993	+3%	12,7	14,1

Table 1: Effects of the Road Fuel Duty Escalator, expected revenue for 98: 20 billions Pound by a step of +6%. *Source: UK Treasury*

The expected positive environmental effects (change of behaviour, less car use, limiting carbon dioxide emissions from road transport) have not been achieved yet. The Kyoto targets will have an argumentative importance for the continuation of the RFDE. Analysing the actual environmental effects of the RFDE remains a task for the future.

The decision-making process for the RFDE

The preparation phase

The *Road Fuel Duty Escalator* is associated with Ken Clark, the *Chancellor of the Exchequer* of the previous Government. It started with the decisions made by the Rio conference in 1992 and the UK's commitment to reduce the CO₂-levels. For the preparation of the RFDE some research reports of the *Royal Commission on Air Pollution* were used.

There were nearly no preliminary consultations with civil bodies (except some industrial bodies) before the decision because of the expected resistance and protests of many concerned groups. Normally there are formal discussions with the concerned bodies (administrative and non-administrative) before a governmental decision of this importance is made. An inter-ministerial group worked out the details for the RFDE and forwarded it to the *Treasury*.

The phase of decision making

In 1993, the Chancellor of the Exchequer made the decision for the RFDE itself. It was a pure Treasury act. The *Ministries of Transport* and *Environment* were involved very late. Only the inner circles of the Government knew the details of the RFDE.

The Labour party (in opposition at this time) fought against the decision. Their arguments were the need of car for millions of private motorists and the damage done to the petrol industry. Today Labour claims that the party was always for the principle of the RFDE and the new Government is actually using it for its own policy.

There were no protests or bigger campaigns made by the industrial bodies. Protests also come from the transport industries because of the fear of competitive disadvantages.

The inhabitants of rural areas have a certain negative attitude against the RFDE. In order to soften the effects for the rural population the previous government decreased the vehicle taxes for small cars and put extensive subsidies to rural bus service. The support of rural areas was an attempt to buy off the countryside and it was done entirely by the *Treasury*. The former Department of Transport didn't know until 24 hours before it came into action.

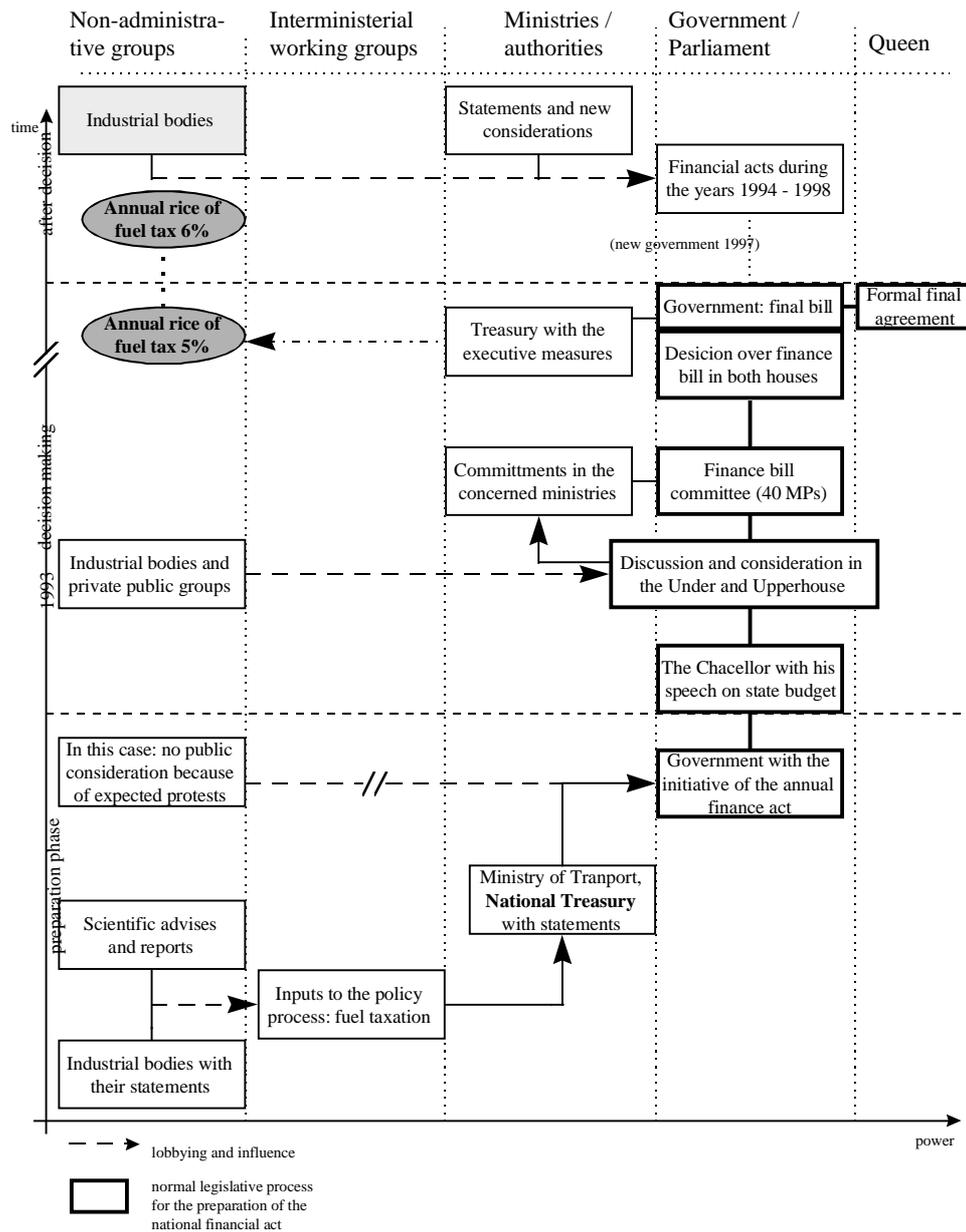


Figure 4: The decision making process for the RFDE in 1993 till today

The decision-making process for the RFDE was very direct. It was a part of a bigger change and movement from income taxes to more direct taxes. The RFDE can be considered as an additional revenue change more than an environmental tax.

The decision was not controversial to the actual situation in the UK. There was also a consensus in the country that the Government had been to focused on promoting the car usage.

After the decision in 1993 and in the following years until now there were no bigger campaigns or protests - apart from the protests and lobbying against the RFDE of the traders organisations. Because of the price stability of fuel prices for the consumers in general, the RFDE has no drop effect of consumption in general.

Important role-players in the decision making for the RFDE

The *UK Treasury* was the leading Ministry for the introduction of the RFDE. Once the decision was made it has been quite difficult to influence it.

The former Ministries of Transport and of Environment (which are now part of the *Department of Environment, of Transport and for the Regions*) as well as the concerned authorities were informed very late about the plans for the RFDE when it started in 1993.

Inside the government, the work for the RFDE was mainly done by the Department of Environment. Before the RFDE was introduced, the *Commission on environmental pollution* (committee led by the Ministry of Environment) proposed an increase of 9% per year and a long term projection with the goal to double the price for fuel to 2005, but this was not accepted by the Government because of the expected political risks of losing the power.

The *Royal Commission on Environmental Pollution* made an exceptional effort on the RFDE. Normally the Commission doesn't work on transport subjects. The Commission published and sent a Green Paper to the government with their scientific proposals about the RFDE. Submissions were also made to the Treasury, but it had no effect or less effect than expected. But nevertheless, the scientific inputs of the Commission to the decision making process for the RFDE had at least indirect effects.

The organisation *Transport 2000* played an active role for environmental and social aspects. In 1993, activists of Transport 2000 wrote submissions to Treasury concerning the budget proposal and worked close to the *Ministers* in the former *Departments of Transport and of Environment*. Transport 2000 co-ordinated the work outside the government on the question and their proposal was an 5% increase of the fuel duty. For the RFDE single environmental groups played no role.

The state announcement of the year 1993 to increase the diesel tax was a shock for the transport industry. There was no consultation at all. Hence, during the preparation of the RFDE in 1993 the Freight Traders Association FTA had no real chance to influence the decision-making.

Because of the way the decision was taken, without any discussion, the influence from pressure groups was very limited.

France

The current situation concerning national transportation strategies

During the 1990ies there was an increasing environmental awareness in France. Some reports of central authorities were published which can be seen as milestones in the environmental policy (traffic pollution in cities as an example). These changes in the environmental policy were reinforced since 1997 by the new *Gouvernement*, which includes *Les Verts* (green party) as a coalition partner. The 'green' *Ministère de l'Aménagement du Territoire et de l'Environnement* (Minister of Planning and Environment) sets two priorities on the agenda in the environmental policy:

- first the preserving and protecting of spaces and species,
- secondly the developing of research, improving knowledge of the state of the environment, this contributes also educating and increase of awareness of both private and public actors.

It is a goal that environmental questions have to be included in all areas of governmental decision-making. The *Ministère de l'Environnement* Dominique Voynet has to ensure that the environment is taken into account also in all other fields of policy. This has to be guaranteed by an Interministerial Environmental Committee.

There are new forms of co-operation within the authorities / ministries for a deeper integration of environmental issues in the national transport policy.

This can be seen as a step towards a break of culture in the usually very closed regimes of single ministries. Today, there exists mixed consideration groups with industrial and environmental bodies in transport questions, out-side of the formal decision making procedures in order to discuss important themes.

Nevertheless, macro- or corporate economical reasons for governmental decision-making in all fields of transportation are still dominating. New and better infrastructures (TGV, new motor highways, telematics) serving the industry are major points in the French development strategy and the National economical development plans which are setting economical frames every fifth year.

Environmental policy is still external to the main economic activities. Its integration has just started. The public awareness of environmental problems is increasing. In most parts of the country people do generally not take action by themselves. Traditionally, one is waiting that the government decides and that the authorities are possibly taking measures.

The decision-making process in general

The steering power in France is the *Président* (draft initiative, head of the *Conseil ministériel*, guarantees the integrity of policy, etc.). In case that the *Gouvernement* is of the same political party as the *Président*, he has nearly undivided power. Since the shift of government of 1997 the power of the *Président* is limited because of the opposite coalition which is building the *Gouvernement*. This situation (so called 'cohabitation') gives the *Gouvernement* more influence in domestic policy.

The most initiatives for new drafts come from the *Gouvernement* itself. Such initiatives are influenced of two groups: the respective ministers and the national administration, which have a very strong position in the French policy. The politicians often are dependent on the administration corps and their networks. Most of the higher civil servants are coming from the *École nationale d'Administration*. They are building important groups when it comes to decisions. Decision making often gets complicated and highly bureaucratized because of many participating institutions and persons.

The respective parliamentary committees (e.g. the *Comité d'infrastructure* as an example for the transportation area) are discussing important legislative issues. They are the main addresses for lobbying of civil pressure groups.

Typical for the French constitutional procedures are two annual legislative periods where all the important national issues are discussed (one in summer for two months and one from October till the end of December). Lobbying is done during this five month. Traditionally, the government itself and some leading ministries determine the national agenda. Networks of personal relation may play a more deciding role than in other European countries. National policies often deal with local or regional interests. Draft proposals are brought in the *Assemblée Nationale* by MPs who are at the same time represents of a municipality or a region. The mix of several duties in one person is still quite common and an important part of the system.

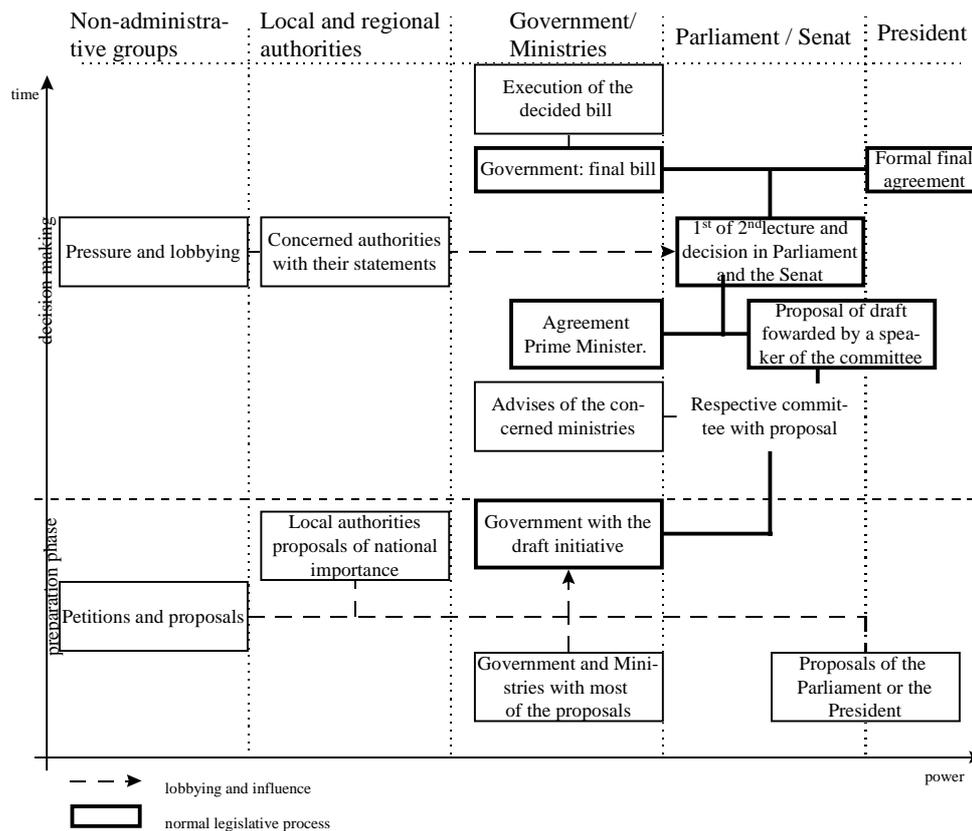


Figure 5: The legislative process in France

With the current government many things have changed towards more transparency in the policy.

Important role-players

National authorities

The most important actors in Lionel Jospin's *Gouvernement* are: the *Ministère de l'Équipement, des Transports et du Logement* (Ministry for transport and infrastructure and housing, minister Jean Claude Gayssot) and the *Ministère de l'Aménagement du Territoire et de l'Environnement* (Ministry for Planning and Environment, minister Dominique Voynet), as well as ministries with an indirect influence (Ministry of Finances with the minister Dominique Strauss-Kahn, the *Ministère de l'Industrie* (Ministry of Industry, above all the department for medium-sized Regional Industries) and the *Ministère de l'Agriculture* (Ministry of Agriculture).

The respective transport or environmental orientated departments under the ministries have of course the main responsibility for the actual preparation and implementation of law and orders as well as the responsibility for regulation of national transportation.

The *Ministère de l'Aménagement du Territoire et de l'Environnement* exists since 1971 (preparation of the United Nations Conference in Stockholm 1972). Today it has 2350 staffs, the budget in 1996 was 1,7 billion FF which corresponds 0,3% of the state budget. It's mission is to monitor the quality of the environment, protect nature, prevent, reduce or totally eliminate pollution and enhance the quality of life. A network of decentralised departments (Administration and Development, Water Resources, Prevention of Pollution and Risks, Nature and Landscapes) assists the ministry. Other ministries as well as the expertise of a number of attached public authorities support the ministry. On a national level: DATAR as an independent planning authority, ADEME and the French Environmental Institute IFEN as environmental orientated research organisation. INRETS; see below) and other organisations as for example the *Conseil National de la Protection de la Nature* (National Council for the Protection of Nature) or the *Commission Française pour un Développement Durable* (French Sustainable Development Commission) which is attached to the Prime Minister.

The *Ministère de l'Équipement, des Transports et du Logement* is a very big and important ministry (20% of GNP, 45% of private consumption and 17% of the national jobs are due to this Ministry). It has a wide network of traditionally and closely related partners. This ministry is regarded as relatively conservative and not very open for environmental issues.

Major aim is to provide for a balanced economical and social development in France. The organisation of this ministry contains a broad spectrum of 6 horizontal departments, 8 sectoral departments (whereof one of urban planning, one of transport) and 11 central national technical authorities which are partly close to the ministry for environment.

The state represents in the *Régions et Départements* are the *Préfets*. Their tasks are to realise and further state duties, to hold the contact with the regional and local authorities, to work with the economical partners and to control other authorities. The *Préfets* are responsible for the realisation of national infrastructures. Moreover the regional *Préfets* are the heads of the regional transport committees.

Territorial organisations of public authorities which are as rule also traffic organising authorities

The regional and départemental councils (*Conseils Régionaux* and *Conseils Départementaux*) are transport organising authorities for certain parts of public transport on their territories. They have own budgets for transport duties (school and handicap transport regional railway links). The *Schéma directeur régional* and the *Plan régional pour la qualité de l'air* (PRQA) determines the grove axes of planning and the quality of air in region.

Main infrastructure investments are formulated nationally, based on national priorities. This includes also regional and local links, such as cross-city road networks, new rail corridors, etc. Thus, such traffic issues tend to become national issues. For that reason,

the *Conseils Régionaux* and *Départementaux* can't be ignored in national decision of transport and traffic.

Leading in many environmental issues and transport schemes is the Paris region (*Ile-de-France* with several administrative regions), which is still dominated by national interests and influence.

Single cities or metropolitan agglomerations have their particular interests and lobbying-strategies, which are represented to all kind of state authorities. The cities Bordeaux, La Rochelle, Caen are French outriders for a municipal environmental friendly policy (electric vehicles, better modal splits, etc.). For the municipal policy and planning (*Schema directeur, Plan d'Occupation du Sol*) the *Maires* are most crucial, they dominate all decision-making on a local level.

The *Association de Maires en France* (Associations of the mayors in France), wherein the mayors of the big cities have the biggest importance, defending local against national interests and make local affairs to national ones.

The CNV (*Conseil National de Villes*) as the biggest associations of cities (exists in at least two forms - one council for the big and one the medium-sized cities) is officially demanded to participate in state development questions.

The GART (*Groupement des Autorités Responsables de Transport*) is an intermediate organisation of local and regional political authorities responsible for the organisation of public transport.

Local transport syndicates in bigger agglomerations (for example STP *Syndicat des Transports Parisiens*) are crucial partners in all proceedings concerning local transport systems.

Local planning syndicates in metropolitan areas (*SCPB Syndicat des Communes de la Banlieue de Paris*) can influence the national planning acts because they produce often the most advanced proposals.

State companies

Air France (partly privatised) has still the quasi monopoly on national flights and the company provides for a major part of air freight transports.

The SNCF (*Société Nationale de Chemins de Fer*), which is run by the *Ministère du Transport*, supplies for regional, national and international train communications including the regional trains and traffics in Ile-de-France / Paris. The enterprise SNCF is also the biggest freight trader in France.

The companies for electricity EDF (*Électricité De France*) and the supplier of Gas and energy *Gaz de France GDF* are parts of a huge number of transportation enterprises in France and on international range.

Independent research or advising groups of national importance

ADEME (*Agence De l'Environnement et de la Maîtrise d'Énergie*) is a national environmental research agency. Its main field of research is the rational use of energy, the application of cleaner energy systems and the reduction of air pollution. In addition to a central parisian location of main function, ADEME also has a regional affiliation network. Its position can be compared with the German *Umweltbundesamt* and the Swedish Environmental Protection Agency.

DATAR (*Délégation de l'Aménagement du Territoire et à l'Action Régionale*) is a national authority for planning and the regions. The delegation prepares all important planning decisions in France for the *Gouvernement*.

INRETS (*Institut National de Recherche de Transport et de Sécurité*) is a transportation oriented research institute. It has several affiliates all over France and is performing a wide range of research (traffic, security, and environment).

CERTU (*Centre d'Etudes sur le Réseaux, les Transport, l'Urbanisme et les constructions publiques*) is a part of the Ministry for Infrastructure and important in all questions concerning infrastructure, transport and urban planning.

IFEN (*Institut Francais d'Environnement et de Nature*) is another research institution on national level. It's independent, main task is to advise and inform both authorities and the public.

National active private groups in transportation items

National Federation of car manufactures (*Confédération des Constructeurs Francais d'Automobiles CCFA*) which includes the big vehicle manufactures Renault, Peugeot and Citroën, it's one of the most important industrial bodies in France.

The *Institut Francais de Petrol* IFP unifies multinational enterprises as Total, Elf-Aquitaine and G8. They intervene regularly in the national decision processes.

The *Automobile Club de France* ACF which has a large number of adherents can be seen as a very important pressure group in motor traffic items.

Société générale des eaux (infrastructure and transport) is an expanding international active group in the field of transportation.

Via-GTI is the biggest private traffic company in France, it's a daughter company of the Banque de Paris and is engaged in railways, fluvial and maritime transports in France and Europe (turnover ca 5 billions FF, around 20.000 staffs).

Transdev is a part of the important credit institute *Caisse de dépôt de consignations* which is co-operating with a large number of local and regional transport organising authorities.

The Federation of Traders in France, known for its crucial blockades of roads, plays a crucial role in all freight transport decisions.

One organisation among other in the field of natural gas use in traffic systems is the AGRICE (*Agriculture pour la chimie et l'énergie*).

Fédération France Natur Environnement (FFNE) is the national confederation of all organised association for environmental protection; this confederation brings together approximately 150 other federations representing several thousands of associations.

La FNAUT (*Fédération Nationale Associative d'Usagers de Transport*) is the central organisation of all users of transport in France.

A certain impact to transportation policies can also have the Unions as for example the *Confédération Générale du Travail* (CGT), the *Confédération Française Démocratique du Travail* (CFDT) or the *Confédération Française du Travail - Force Ouvrière* (CGT-FO). The biggest employers organisations are the *Conseil National du Patronat Français* (big companies) and the *Confédération Générale des Petites et Moyennes Entreprises* (small and medium sized companies).

Media and their role

State televisions have today a relative independence because their mixed finances. They are important for critical information and bring forth the public opinion in environmental items.

The two bigger national daily newspapers *Le Monde*, *Libération* and *Le Figaro* and some weekly magazines as *L'Express*, *Le Nouvel Observateur* and *Le Point* can't be ignored in environmental and transportation terms.

Plan de Déplacement Urbain as a part of the Loi sur l'Air

Basically one have to distinguish between urban and interurban transports (*Départements*, *Régions* and the State which fulfil the interurban transports). Municipal or urban public transport is exclusively organised by the 36.765 French municipalities. Neither State nor the *Départements / Régions* have the right to intervene in municipal decisions. Interurban or national personal transport carriers can only serve the traffic centres (central terminals) of a community. They have not the right to pick up travellers or to drop anyone anywhere else.

A central role for the organisation of transport of today play the Law of decentralisation (*Loi de décentralisation*) of 1982 fixing the rough orientations for the national transport systems and the Law for a new orientation for the transport (*Loi d'orientation pour le transport*) of 1985 which wrote down the first version of urban transport plans. The cities were not obliged to introduce such plans. Existing plans often were of bad quality and not adapted to the real local traffic situation.

The situation may be improved with the *Plan de Déplacement Urbain* (PDU) which is a comprehensive planning instrument and sets new environmental standards for urban transportation schemes. The PDU is a part of the *Law on air and the rational use of energy* (no 96-1236 of 30 December 1996). It is remarkable because of two things:

1. The negative effects on individual health caused by traffic emission were officially published for the first time in France in 1995. This has provoked a growing public discussion and put pressure on the authorities to undertake measures against harmful emissions in the cities.
2. For the first time in France a law tries to reduce the use of car by replacing it with public transport alternatives or by stimulating non-motorised transport.

But only the 44 bigger cities in France with more than 100.000 inhabitants (with special regulations for Ile-de-France / Paris where public transport is task for the State) are obliged to realise the PDU. Responsible for the actual organisation of a PDU are communal or inter-communal transport bodies normally in form of mainly communal owned SEM (*Société d'Économie Mixte*, economical mixed groups).

France had to introduce a new law against air pollution because of the EU directive for Air Quality. The law contains a lot of measures from atmospheric monitoring until financial and taxes provisions. It extends to threshold limit values, measuring and monitoring, alert measures, the support of cleaner technologies, principles for procurement, etc.

Transport items have a central role in this law. Important is the liability of all big cities to elaborate an urban transport plan within the period until the end of 1998 which

"lays down the principles for the organisation of passenger and goods transport, traffic and parking within the perimeter of urban transport. It must be compatible with the guidelines of regional and local planning and development programmes, territorial planning directives laid down by the town planning code, and with the regional plan for air quality if such exists. It shall cover the entire territory lying within the perimeter. It shall set out to assure a stable balance between transport needs and ease of access with the protection of health and the environment. It shall target co-ordinated use of all means of transport in particular through appropriate allocation of all transport networks and the promotion of the least polluting forms of transport and those which use the least energy. It shall specify planning and operating measures to be set in operation. It shall include a study on financing methods and coverage of operating costs entailed". (§28.1)

This packet include also clearly defined aims which have to be worked out in guidelines for urban transport:

1. A reduction of motor vehicle traffic;
2. The development of public transport and means of transport which are energy-saving and the least pollutant, in particular means for pedestrians or the use of bicycles;
3. The development and use of the main urban transport network to achieve its maximum efficiency especially by making it available to the different methods of transport and promoting information campaigns on traffic;

4. The organisation of parking on the public domain, roads or underground, in particular the classification of roads according to categories of users allowed to park vehicles, and payment conditions for parking according to categories of vehicles and users giving priority to least polluting vehicles;
5. Transport and delivery of goods so as to reduce their impact on traffic and the environment;
6. Encouraging companies and public authorities to aid staff transport, in particular through the use of public transport and car pooling (according to §28.1).

The abundance on different measures makes the PDU to an important basis for the further elaboration of French transportation policy for bigger cities.

The decision-making process for the Plan de Déplacement Urbain

Preparation phase for PDU

The former government under Premier Minister Alain Juppé introduced in 1994 a working group, which should draw new perspectives for (inter-) urban transport. The members in the group were high officials (technical staff) from the *Ministère de l'Équipement et du Transport*, the *Ministère de l'Agriculture* and the *Ministère de l'Environnement*. This so-called 'Cellule de prospective' was a completely new form of interministerial co-operation in France. The 'Cellule' is generally an investigation and a strategic working group directed by the *Ministère de l'Environnement*.

In 1994, the group elaborated together with researchers from different institutions and a group of private organisations a green paper including environmental items (cleaner vehicles and fuels) and suggestions for regional as well as urban transport plans. The studies were done under the period of little more than one year. The report showing the results of this working-group has the name 'Pour une politique soutenable de transport' (For a sustainable transport policy, 1995).

In the same year, 1994, a report was published by the *Ministère de l'Environnement* which showed the dramatic effects of air pollution in cities caused by emissions of motor vehicles. Never before in France a Ministry articulated such a direct warning for private health. Earlier that kind of information was regularly censored. All decision-makers for transportation were alerted and the public opinion required concrete measures.

Together the green paper on sustainable transport and the report on air pollution in cities made it necessary to proclaim a new bill in July 1995 (former Ministry of Transport, Bernard Pons). The initiated procedure led to the elaboration of a new *Loi sur l'air et l'utilisation rationnelle de l'énergie* (Law on air and the rational use of energy). An important part of the bill concerns transportation as a key-factor for environmental damages.

For the elaboration of the bill, two '*Groups de concertation*' were initiated by the Ministry of Environment. An administrative group composed of representatives of the ministries of transport, industry and environment worked with legislative items, contents of environment and transport. Their points of view were more conservative and orientated on existing solutions.

The other group was a non-administrative group consisting of the most important industrial, consumer and environmental bodies. They discussed the socio-economical necessities of the bill. This non-administrative group pushed forward more practical and innovative items. Their dynamic work lead to, much more advanced results compared to more reserved results of an exclusive administrative decision.

Several thematically working groups worked out measures and details for the bill. The piloting committee composed of experts of the ministries, industrial bodies, communal political representatives, environmental associations, economists, traders, consumer organisations and members of transport organisers. This guaranteed that municipal and practical items got more attention than in an ordinary process of a more or less closed pre-legislative procedure.

During the process the political representatives and mayors showed reservations against new contents for urban transports systems in general. The petrol industry and the car manufactures were relatively indifferent while the traders protested against additional obligations that could do harm to their business. The environmental and consumer bodies played a major role for the consideration of environmental friendly contents. This was the first time in France that all participating groups could put their point of views and their interests into the discussion in a very early phase of the decision making process. The pressure groups did that both in the formal way of the participation in the "concertation group" and in public.

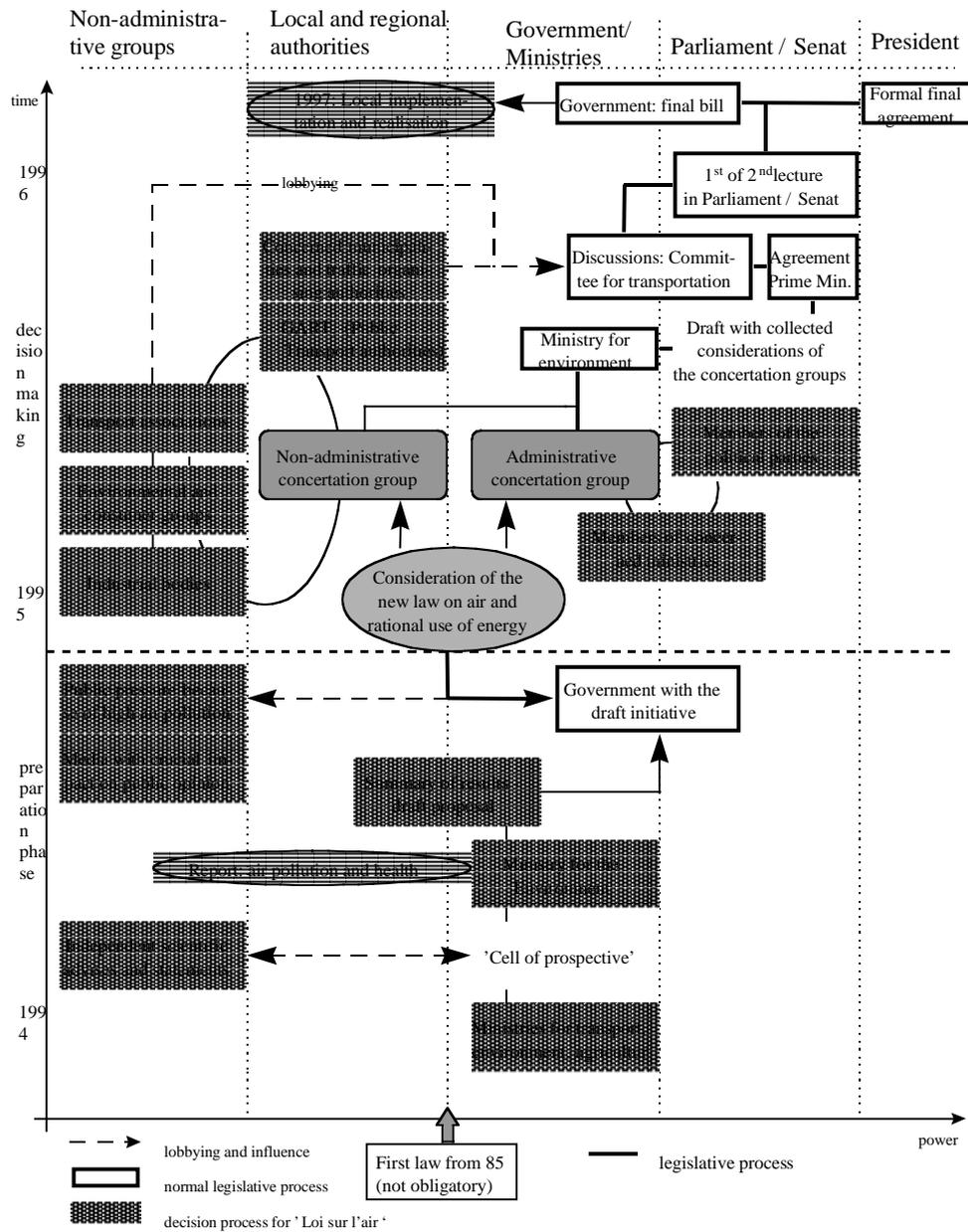


Figure 6: The decision making process for the *Loi sur l'air et l'utilisation rationnelle de l'énergie* (Law on air and the rational use of energy) which includes an article about PDU.

The decision making phase for the law

The reports of both *Groups de concertation* were published in an official expertise in the spring of 1996. It included no political declarations. But this provoked a public debate, wherein the media reinforced the voices for new and solid measures in new urban transport plans. Hence public awareness caused a certain pressure on the authorities and the government which had to concrete the proposals in the following legislative procedure.

At the same time, both groups delivered their papers to the Ministry of Environment where the papers were unified to the official proposal for the bill. The next step was only a formal but important one, the Prime Minister gave his arbitration for the bill. This formal instruction led to the adoption of the bill in the National Assembly and the Senate.

An important phase concerning decision making and external influences is the time during the examination of a draft which is done by the MPs working in commissions (six different commissions for example planning/transport; 80 till 100 MPs per commission). The main discussions were led during the two ordinary sessions in spring and autumn 1996. Most of the legislative work and political guidelines are made during these parliamentary examinations. Different committees from different ministries submitted 13 official statements and reports. Many pressure groups tried to make their influence during this phase. Modifications could be provoked by influencing the MPs (personal talks, meetings) or the participating administrative bodies (high staff, experts from the ministries).

Finally, the first and second lectures in the Parliament and in the Senate have taken place in December 1996, the law passed on 19th of December 1996.

With the act of Law on air / PDU the State has renewed its influence on the fundamentally municipal organised transportation. On the other hand it is important to see that the possible restrictions for car-users set by the Parliament don't concern the local politicians position. Sanctions or protests are not addressed to municipal decision-makers.

After the decision - realisation on regional and local levels

The methods for the PDU were basically worked out by the state research Centre CERTU (*Centre d'Etudes sur le Réseaux, les Transport, l'Urbanisme et les constructions publiques*) on behalf of the *Ministère du Transport*. A guide for realisation of the PDU should render it possible for the municipalities to develop local adapted solutions. GART played an important role in providing information to local authorities. But it's also the ADEME which invests work for the realisation of the PDU by public information campaigns, spending specific credits for municipalities which elaborate a PDU and gives practical advises to the mayors.

At the local level this secondary process of decision making is still going on. The PDU are still in a phase of communal discussions. Different proposal and solutions are made in every involved city. The law considers the ensemble of regional and local decision-makers, which have to co-operate and elaborate the PDU together. The plan shall be placed in service by the authority in charge of the organisation of urban transport. Any former decision taken by the authorities in charge of transport networks or traffic policy within the perimeter of urban transports must be compatible or made compatible with the PDU.

Important role-players in the chosen decision

The *Ministère de l'Environnement*, which created the 'cell of prospective', was leading in the preparation of the law. Important impulses came from this cell namely the green paper in 1994 as a crucial discussion paper. The *Ministère de l'Environnement* coordinated the working results of both *Groups de concertation* and suggested the final text for the bill.

The roles of the other ministries during the preparation and the decision-making phases could not be worked out.

During the long decision making process of nearly three years (see the 'sensitive' legislative phases in the draft above) all the following groups were lobbying in formal and informal ways:

Associations of the mayors in France and the Associations of the cities CNV were above all active in the first phase. Their indifference or opposition in the face of new transportation orders (PDU has the status of a law) in the first phase of the talks changed into a bad-tempered acceptance.

Representing the transport-organising authorities of France, the *Groupement des Autorités Responsables de Transport* GART had a strong influence to national decision-makings for the PDU. The GART is considering itself as an expert for public transports. The representatives of the GART are often persons in high positions and quite often they represent both a local and a state body (for example: mayor and MP). Hence the present members of the GART in the concertation group defended above local interests. Especially the GART-members from the big cities / agglomerations had regularly contact with the Ministry for Transport and the Ministry for Environment. All in all the GART was constantly represented during the elaboration of the law.

The *Confédération des Constructeurs Français d'Automobiles* CCFA played a relatively discrete role in the talks for new urban transport plans. They were less conservative as a big part of the authorities, no public campaign against the PDU was started.

Fédération France Natur Environnement FFNE had an important role in the non-administrative concertation group, persisted to include also merchandises in the PDU and to reinforce environmental issues.

The FNAUT (*Fédération Nationale Associative d'Usagers de Transport*) is often co-operating with the FFNE, but on a national level both organisations have often divergent point of views. Within the official concertation group for the PDU, the FNAUT focused especially on the passenger needs and issues of public transport.

The *Centre d'Etudes sur le Réseaux, les Transport, l'Urbanisme et les constructions publiques* CERTU as one part of the ministry of infrastructure has the mission to increase the knowledge of environmental subjects within the field of urban planning. For the elaboration of the PDU the CERTU had only marginal influence, more important is its role as a guide for technical and methodical subjects.

The *Agence De l'Environnement et de la Maîtrise d'Énergie* ADEME had regularly contact with the *Ministère de l'Environnement* during the elaboration of the Law on air /

PDU. Permanent advises and scientific consultations render possible an indirect impact on the ongoing administrative or legislative processes. ADEME was consulted by the 'prospective cell' and ADEME delivered also a report on air pollution which influenced the elaboration of the *Loi sur l'air*. In public, the ADEME published progressively messages for more severe measures against air pollution in the PDU.

The role of DATAR (*Délégation de l'Aménagement du Territoire et à l'Action Régionale*) or INRETS (*Institut National de Recherche de Transport et de Sécurité*) as important research centres is not clear. But they had certainly indirect influence on several items for the PDU. Key-experts of the INRETS participated for example in the preparation for the green paper on 'Sustainable transport' of 1995.

The Netherlands

Current decisions for more sustainability within the national transportation sector

The public authorities in the Netherlands have sustainable development as the main objective of transport and environmental policy. The concern for the environment is part of a wider concern aimed at well being and living standards. A broad national discussion for an increased of public transport and concrete reduction aims showing the intentions for a more sustainable transportation system. For example, the Second Transport Structure Plan and the National Environmental Policy Plan are aiming towards better modal-splits and the carbon-dioxide emission shall decline with 10% until 2000 and of NO_x of 75% until 2010 related to 1990.

Twenty-five years of environmental policy in the Netherlands have had their effects. The fourth Environmental Survey demonstrates that the Netherlands has succeeded in reducing its environmental burden while enjoying economic growth. The emissions of the greenhouse gas carbon dioxide form an exception to this, however. Other objectives also still remain to be met which means that environmental success may be jeopardised by economic growth unless additional measures are taken.

Great emphasis is put in the greening of the tax system, the environmental tax on energy users or the stimulation of industrial changes aiming towards greener solutions. Sustainable development policy has been a particular hit within the municipalities and some 160 of them (around a third) are implementing their own Local Agenda 21. In most cases this comes down to supporting 'eco teams', initiating dialogue with the public and co-operating with twin towns. High environmental awareness and 'greened' political parties also reflect the high Dutch environmental standards.

The environmental policy is anchored in the third National Environmental Plan (NEPP 3). It sets forth the broad Dutch environmental policy to be pursued for the period 1999 to 2002, taking the year 2010 as its horizon. Wherever possible the NEPP3 integrates the discussion of national environmental policy, of key decisions in spatial planning and of transportation issues (road and railway infrastructures).

Economical interests still have a major impact on the environmental policy in the Netherlands. The Dutch environmental policy is characterised by the contradiction of a high environmental profile and low economical investments for environmental adequate transportation systems.

The decision-making process in general

The decision-making process in the Netherlands is called the *Polder Model*, which is based on a lot of interacting between the public, action groups, industry and the authorities and on voluntary co-operation. In the Netherlands, it is natural to discuss all subjects of a certain interest in a very broad way. Basically, this Dutch phenomenon involves opposing parties sitting together at the negotiating table until they have reached a consensus. All activities in the field of environment and development (transportation included) in the Netherlands can thus be characterised by 'active environmental diplomacy'. But finding consensus is a rather ambitious objective and taken decisions are often weak because of many agreements that have to be made.

The *Ministerie van Milieubeheer* (Ministry of Environment) has its own 'Polder model' and works closely with the environmental movement, regarded by many as its natural opponent. Every month, the Ministry holds high-level talks on environmental policy. Every two months the directors of influential environmental NGOs and the *Minister van Milieubeheer* meet to exchange ideas on the most burning environmental issues. This system, which is known by the acronym *Domilo*, has been in operation for six years. However, the antagonistic relationship between the ministry and the NGOs is still alive and there is no strategic alliance. Medium-term aims of the environmental groups will be the introduction of a 'green' Polder Model with structured talks between industry, ministers and environmental groups.

There are intensive contacts and multilateral talks undergo between the different ministries and the Dutch industrial bodies. Since the seventies, the relationship between government and industry has dramatically changed into a constantly ongoing tight co-operation for new items in the Dutch environmental policies. The approach to environmental policy consists on round tables talks to create a sustainable society. This has revolutionised the way the government works. Regulation and monitoring have given way to negotiation and accounting. The government gives certain responsibilities and umbrella targets, but on the basis of fixed agreements. The industrial sectors, which account for a large proportion of environmental pollution in the Netherlands, have to work to find solutions themselves.

In all steps a lot of interacting between the public and the authorities is taking place, all this interaction is (probably) not written in a law, it's on bases of voluntarily co-operation. To discuss all subjects of a certain interest in a very broad way has become natural.

The Dutch Parliament (*Staten-Generaal*), comprising both the First and the Second Chamber (*Eerste* and *Tweede Kamer*), plays a prominent role in the drafting of legislation. As a rule, the initiative for a new draft comes from the Government (Regering), which submits bills to the two Chambers. The *Staten-Generaal* is responsible for the monitoring of the governmental policy. For transportation and planning issues the Council of Ministers (*Ministerraad*) instruct to prepare necessary subjects. For spatial planning the sub-council is the Raad voor Ruimtelijke Ordening en Milieuhygiëne (sub-council for Spatial planning and Environment) which is chaired by the *Minister President* (Prime Minister). Its members are all Ministers and Secretaries of State (*Staatssecretaris*) whose portfolios affect planning issues.

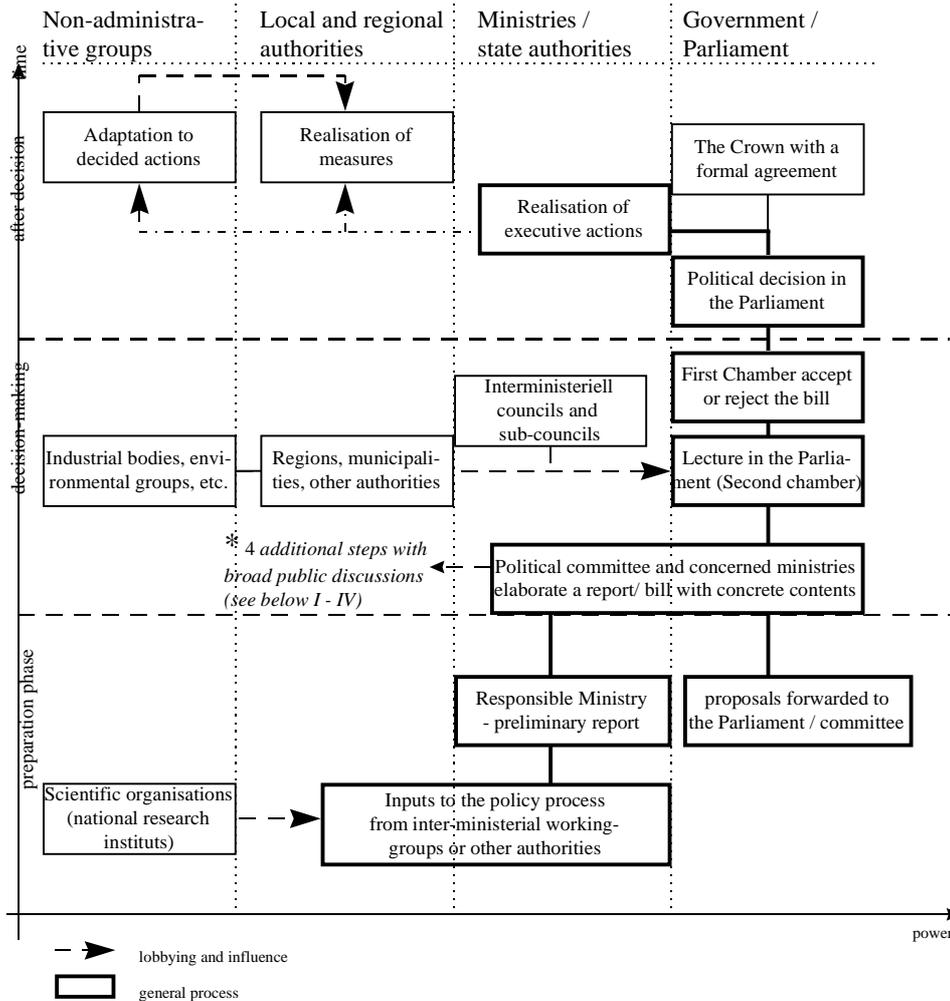


Figure 7: The legislative procedures in the Netherlands -with a spatial planning issues as possible background

For important and expensive national key decisions there is a special way of decision making with four additional, intermediate steps (marked with a * in the figure). Such key decisions are the physical planning acts with public discussions which takes around 3 or 4 years, e.g. the procedure for the 4th planning act (1991 until 1995):

- I. A revised political proposal become published for a large public
- II. Pressure and interest groups are invited to give their comments. The concerned authorities have to put their point of view and their proposal for changes on it. In planning questions it is above all the Gemeenteraad (municipalities) and the *Provinciale Staten* (provinces and regions) as well as the *Rijksplanologische Commissie* (National Spatial Planning Commission). The conclusions are forwarded to the Government.
- III. The reactions / opinions are collected and become part of the following decision making process in The *Staten-Generaal* (Parliament). The *Tweede Kamer* (Second Chamber) has the power to alter the content of bills by introducing amendments.

IV. The *Staten-Generaal* has to announce its considerations concerning the comments and proposals of all stakeholders in the process. Complex issues can not be decided at once, every single part has to pass the Parliament one by one (for example road projects) and the *Eerste Kamer* (First Chamber) has to approve it.

In the Netherlands the recent deregulation processes have today strong impact on the decision making process (changed of political and public habits). Today the Government tries to find widely accepted agreements and they have to implicate the arguments of the counter-parts already long before regulations or decisions are made.

Important role-players

National authorities

The Netherlands has three important ministries concerning transportation:

- *Ministerie van Verkeer en Waterstaat* (Ministry of Transport and Water management)
- *Ministerie van Volkshuisvesting, Ruimtelijke Ordening en Milieubeheer VROM* (Ministry of Housing, Physical planning and Environment)
- *Ministerie van Financiën* (Ministry of Economic Affairs)

Ministerie van Financiën's influence on transportation issues is often underestimated. There are two general directions, which are important.

The first is the *Direction-general* of Energy with its CO₂-policy and the other is the *Direction-general* for Competition, Accessibility and Quality of infrastructure which has a large influence because of important sums of the budget for investments.

The preparation of important decision on infrastructure, planning and transport happens in two national committees on high level:

- *the Rijksplanologische Commissie* (National Spatial Planning Commission) is the most important co-ordinating body in the field of spatial planning. The commission is one of the official support organisations of the *Ministerraad* (Council of Ministers). Every Ministry is represented in the *Commissie* (the Ministers themselves or senior civil servants). The *Commissie* is chaired by an independent civil servant. Experts from outside the administration are also represented. Official consultations on planning take place in the *Commissie*.
- The *Raad voor de Ruimtelijke Ordening* (Advisory Council for Spatial Planning) has a wide range of members of civil organisations (employers, employees, housing corporations, environmental bodies, transport bodies, etc.), scientific experts as well as the municipal and regional authorities. The Council is set up to co-ordinate and stimulate consultation between the *Regering* and the civil society. Communication and exchange are its main tasks.

Three national advising agencies can be considered as key role players in planning and transportation questions. They are independent governmental organisations with staff of officials. Their constant co-operation with different ministries serves for interaction on an official level:

- *Rijksinstituut voor Volksgezondheid en Milieu (RIVM)* is responsible to the Ministry of Public Health, Welfare and Sport (VWS) and is also partly financed by the Ministry of Housing, Spatial Planning and Environment (VROM). It does a lot of influential research and concepts work in the environmental and health sector.
- The *Rijks Planologische Dienst (RPD)* is the national planning bureau placed under the *Ministerie van Ruimtelijke Ordening*. It's one of the leading instances for all new planning and transportation concepts.
- The Dutch Bureau for Social and Cultural tasks.
- The Central Planning Bureau (CPB), independent as RIVM. Paid by the Ministry of Economic Affairs.
- The Transportation Research Centre (AVV) is a part of the Ministry of Transport.

Territorial organisations, bodies of public territorial authorities

The *Provinciale Raad* (Inter-Provincial Organisation) represents the 12 Dutch provinces (including 7 city-regions as for example Randstad) on the national level.

At the provincial level, the *Provinciale Staten* (Provincial Council) determines the future spatial planning policy its province. The *Gedeputeerde Staten* (Provincial Executive) prepares water plans and policy documents regional plans.

The *Provinciale Planologische Commissie* (Provincial Spatial Planning Commission) is responsible for discussing spatial planning issues and advising the provincial government. The Commission is consulted by the *Provinciale Staten* in advance concerning all measures and plans that affect spatial planning in the province.

The role of the urban regions in the Netherlands becomes more and more strong. Environmental goals and norms are still national duties but the regions get more and more involved in national decision making processes (one example for a vigorous region is Randstad Holland / Utrecht).

The VNG, Association of Dutch Municipalities, defends the decentralised interests of the cities by discussing land-use and transportation issues. Their constant consideration of planning questions makes the Association indispensable. The local authorities got some 163 million Guilder of the interim decree on grants for the protection of environment (NEPP 3).

Some bigger cities are dealing with regional or local development objectives and have their own important planning bureau (Amsterdam, Rotterdam and The Hague) with national importance.

One example of a municipal spatial planning office is the planning office 'RSV' of the city of Rotterdam. The status of RSV as a planning instance can be compared with the *Rijks Planologische Dienst*.

Former state companies or private companies with (inter)national importance

Nederlandse Spoorwegen NS (Dutch Railways, privatised in 1995) still has a dense network of connections with the ministries (especially Ministry of transport). Today, the NS try to find new role as one of the competitors for the Dutch railway corridors.

NS-Cargo is the freight division and the *NS-Reizigers* is the passenger transport division of NS.

The former national air-company KLM is also privatised and mostly serves international destinations.

Independent research or advising groups with national political influence

The *Wetenschappelijke Raad voor Regeringsbeleid* WRR (Scientific council for political advice) stimulates the public discussions and it is well-appreciated in higher political spheres.

The *Sociaal Economische Raad* SER (Council for Social and Economical questions) gives advice to all sort of economical policy plans. Labour and employers organisations are represented in SER. Their real impact on national politics is not clear because there are controversial opinions concerning the position of this council.

NOVEM (Netherlands agency for Energy and the Environment) is an intermediate organisation doing research work and leading professional discussions in the Netherlands. NOVEM develops long-term strategies, sets the agenda and gives scientific neutral advice (without political declarations) to ministries and other authorities. It has a wide impact on questions concerning energy and transportation and holds an informal co-ordination between the four ministries, which are relevant for transportation issues.

Nederlandse Organisatie voor Toegepast Natuurwetenschappelijk Onderzoek TNO is the national head organisation for applied scientific research and has a membership of about 4000 researchers. There is a law that guarantees the independence and the free work of TNO and its parts.

TNO-Inro is a research institute within TNO, working mostly with infrastructure and transport research as well as policy advice in spatial questions. TNO-Inro's main tasks are monitoring, investigating, explaining and predicting of mobility and traffic-flows. It also develops policy- supporting instruments and evaluates traffic-policy options and strategies.

The *Centrum voor Energiebesparing en schone technologie*, CE, has an indirect influence on national decisions due to their reports. Their main clients are the ministries,

the government, EU, other authorities (such as NOVEM, RPD) and transport organisations.

The Centre for Transport-technology in Rotterdam is one of the leading institutions for technical transport research.

Several established universities (as Amsterdam, Utrecht and Rotterdam) doing research work on transportation in combination with environmental issues.

The Association of Dutch Planners is a professional organisation of city-planners and architects, which have a considerable influence on national planning issues.

Another national organisation for the development of sustainable systems is the DTO (*Duurzame Technologische Ontwikkeling*).

In general the Dutch research institutions have a good network of contacts and they are often doing projects together.

Private organisations dealing with transportation and environmental questions

The ANWB, *Algemene Nederlandse Weggebruikers Bond* (Dutch Automobile Association), has approximately 5 million members and dense contacts with ministers and meets them regularly. The DAA is doing all sort of lobbying activities on all levels.

The *Verenigd Streekvervoer Nederland* VSN (union of regional bus companies) consists of approximately 12 regional bus companies. Their influence on national and regional level seems to be important.

The automobile industry has a certain impact to the national policy. *RAI*, for example is the Association of automobile producers and importers with lobbying activities on national level. Another industrial lobbyist is *Netcar*, which represents a co-operation of Volvo and Mitsubishi (annual production of ca 300.000 cars in the Netherlands). A third example for an industrial body in the automobile branch is the BOVAG, which represents the associations of automobile retailers and garages.

The oil companies and their national platform OCC (*Oil Contact Commission*) are very active in an informal level. They don't use the media, but regular meetings happen on a quite high level with ministers of state secretaries. This gives them influence on all transportation questions.

The Chamber of Commerce has a large impact on national decisions. Their national organisation is fighting for better accessibility to industrial sites and city centres.

EVO is the Dutch Shippers organisation (forwarders of goods, 20.000 members). It has one message: more investments in infrastructure better quality on roads and canals.

Binnenvaart Nederland BN is an umbrella organisation for inland waterway users, consisting of 6 associations.

Koninklijk Nederlands Vervoer KNV (hauliers association, large companies) lobbies on all decisions within the transportation sector.

Another important lobby-group is the association of TLN (*Transport en Logistiek Nederland* for smaller and middle-size hauliers) It unifies the 100 largest trader companies of Holland and around 8.000 small and middle companies. It represents a large and important sector in the Dutch economy. All measures against them and their business is responded negatively. This organisation is very active, both towards the public (articles, interviews) and the officials (lobbying, dialogues). Sustainable concepts are only partly welcome.

The *Royal Netherlands Transport RNT* is one the of smaller associations for traders and transport companies.

Important intermediate organisations in transport businesses are *Nederland Distributieland* and *Stichting Transport Technology*, both active lobbying groups in national transportation questions.

The two main environmental pressure groups in the Netherlands are the SNM (*Stichting Natuur en Milieu*) and the organisation *Milieudefensie*. They have a considerable impact on policy making and they are very public orientated (press/media).

Another environmental group with a certain impact on the public is the NJMO (*Nationale Jongerenraad voor Milieu en Ontwikkeling*).

Other important Dutch NGO's for nature and environmental protection are the Dutch WNF and Greenpeace Netherlands.

The Union of Netherlands Traders and the *Verbond van Nederlandse Ondernemingen* (VNO) is the Union of Dutch companies have a political influence in transport of goods.

The ENFB (*Eerst Nederlandse Fietsers Bond*) is the Dutch cyclist association. The Netherlands is a country where cyclists represent a large group of traffic participants, so their influence is considerable.

The ABC location policy

The ABC-policy is a planning concept for business locations. It's main objective is to combine employment intensive land use and key nodes of the public transport network. It can be seen as a comprehensive policy package combining pull and push measures by both improving public transport and restraining the car usage.

The ABC-policy is a national physical planning concept, which sets a national standard. It is part of the physical-planning policy fixed in the 4th report on national planning act of 1988 (VINEX, *Vierde Nota over de ruimtelijke ordening*, with a time horizon to 2015). This location policy must be transformed into local use by the municipalities (in zoning and structure plans) and the regional plans.

The general aim of ABC-policy is stated as being to ensure that business and services with a high potential of public transport utilisation by employees and visitors are situated on locations which are easily accessible or which can be made easily accessible by public transport. In addition to that, transport intensive industries or commerce

should be located with good accessibility to the road network. This means that locations get an accessibility profile (A, B or C) which describes its accessibility by car (including parking) and public transport. Companies get a mobility profile (A, B, C) which is defined as the potential use of public transport by employees and visitors. Both profiles are matched in the ABC-location policy.

The three accessibility profiles can be distinguished:

- Location type A: sites close to public transport interchanges of national or regional importance (maximal 1200 metres distances, linked with metro, tram or other railway), mainly served by public transport, easy access by walking and cycling, only 10-20% parking facilities for the working force, no importance of road accessibility, high density of activities
- Location type B: well served by public transport at an interchange of regional importance (distances max 800 metres, linked with buses), but also good accessibility by road or motorway, the employment density is lower than in A-locations, parking facilities for 20-40% of the staff, medium to high density of activities
- Location type C: no specific public transport requirement, motorway connections are of importance (distance maximal 2000 metres), mostly in suburban or peripheral areas, businesses or other activities with low employee density and high dependency on road freight

The mobility profile of companies is characterised by the labour and visitor intensity, the car-dependence of the employees and the dependency of the enterprise from freight transports by road. Mobility definitions are:

- Type A: intensive use of surface (high relation between employees and surface area), typical for offices, administrations facilities, tertiary services, education facilities, etc.
- Type B: offices and services with a relatively high dependency on cars for employees and visitors, typical for hospitals, some sale businesses, service related industries, etc.
- Type C: enterprises with high vehicle and goods intensity such as industries, wholesale, warehousing and distribution

The reactions of the companies to the ABC-policy have varied. In general companies agree to the universal aims but especially the parking norms due to the ABC-policy were severely criticised although the parking availability is not the most important decisive location factor for firms. The municipalities didn't welcome the national location policy because they feared that their independence could be threaten by the centralised ABC-policy and also that the competition between the municipalities should increase.

The percentage of industrial/business sites with an "ABC-label" is only 17%, in 1990 as well as in 1996.

sector	total	type A	type B	type C
industry	33,6	7,8	16,1	9,7
trade/transport	24,9	8,2	10,5	6,2
retailing	8,5	3,4	3,7	1,4
office/service	22,5	8,8	10,3	3,5
public agencies	5,7	3,0	1,8	0,8
health care	4,6	2,1	1,9	0,6
<i>total</i>	100	33,3	44,3	22,2

Table 2: The percentage of employees in ABC-location in 1996 (source: Ministry of Housing, 1998).

The achieved results until today is various. It is mostly bigger cities that have implemented the ABC-policy in their land-use plans. Especially these bigger cities have problems with the realisation because of the lack of C-localities. There is often too little space for parking. The political decision-making realities yield under economical pressure of the companies.

The growth of establishments and the number of employees have been largest on B- and C-locations although typical A-type companies are growing strongest on A-locations. Without the limitations of the parking places the modal split effects would have been much lower in A- or B-locations.

The ABC-planning method is an integrated part of national planning (VINEX). A municipality is forced to apply the ABC-location items. However, in practice the national and provincial authorities are not very strict, allowing municipalities to apply the policy less stringent. The effects of the ABC-policy are thus relatively limited.

The decision-making process in the chosen decision

The ABC-policy was already a part of the 3rd physical-planning act (1982) but wasn't used because of a lack of practical agreements and instruments in the municipalities.

During the preparation of the 4th physical planning act the ABC-policy was renewed. The Government introduced details for practical use and how to implement the policy in physical planning. This happened after discussions with the provinces and the municipalities. The *Ministerie van Volkshuisvesting, Ruimtelijke Ordening en Milieubeheer* and the

Ministerie van Financiën negotiated on the administrative level with the *Provinciale Staten* and the cities (*Gemeente*) as well as with the *Rijksplanologische Dienst*.

The process can be divided in:

- First steps and preparation phase from the late 1970ies until 1988
- The actual decision making phase from 1988 till 1995
- Realisation phase until today

Preparation phase of the ABC-policy

The development of the concept was originally influenced by the planning offices in Rotterdam and Amsterdam and the *Rijksplanologische Dienst*. Ideas and concrete suggestions were then presented to the concerned ministries for planning, transport and economy. After some initiating proposals, the discussion was broader. Scientific studies were made and the interests of private groups were considered.

In the end of that period, an informal decision was made by the RPD and a proposal paper for an improved ABC-policy was published as an open concept (proposal of perspectives, still with many open questions). All concerned authorities and experts on the field were invited to criticise, to make suggestions for improvements and to provide new ideas. The discussions were semi-formal and at the same time informal. To find a compromise was a matter of course.

The actual decision making phase

The ABC-policy as a planning instrument was decided during the preparations for the 4th physical-planning act included in the VINEX. Already in the early 1990ies the former *Ministerie van Verkeer* and the *Ministerie van Volkshuisvesting en Ruimtelijke Ordening* searched for a deeper co-operation. The goal was to find an early agreement for an integrated policy (1991/92). In their long-term policies the ABC-policy played an important role. ABC should stimulate an integrated policy between the concerned ministries.

The ABC-policy, as a nationally influenced concept for communal planning, should not have negative effects on investments or the municipalities themselves.

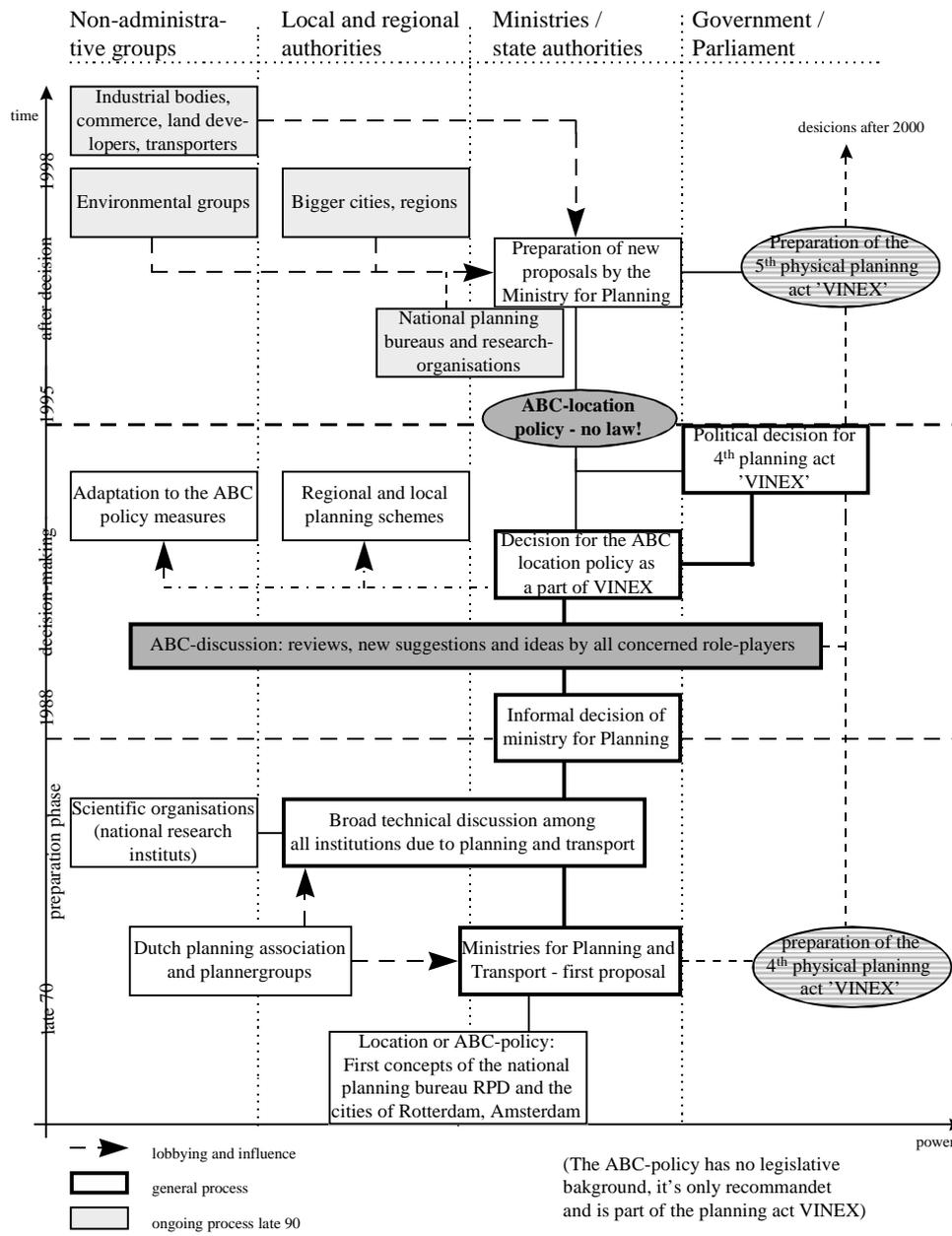


Figure 8: The decision making process for the ABC-policy

The big cities made studies about the possible effects of the ABC-policy for their economies and their planning-schemes. In 1992 the big cities in the Netherlands unified to discuss the ABC-consequences. The union was made possible by the work of RSV (city of Rotterdam). Cities, regions and provinces were requested to make their final proposals until the end of 1994.

During this phase the industrial and environmental bodies interacted with the responsible authorities. Concrete proposals were made by the traders organisations, the construction companies and the Chamber of commerce. To what extend they influenced

the form of the ABC-policy is not known, but environmental issues concerned them as far as the economical sphere was effected.

The Ministerie van *Ruimtelijke Ordening* and its suborder bureau *Rijksplanologische Dienst* were leading the national process to find instruments for the ABC-policy. The final decisions for the planning act by the *Staten-Generaal*. All political parties searched for an agreement.

Realisation phase until today

The aim was to introduce the ABC-policy in all regional and municipal plans. Housing and business planning are most affected by the ABC. Municipalities with less real estate and space for parking facilities have problems to find conventions with industries and commercials, which have high demands of space. Major problem is the severe ABC-restriction of parking places.

The Dutch transport based industries are interested in finding good investment conditions and functional as well as cheap transportation infrastructure. Hence, the ABC-policy is sometimes hard to achieve for the municipalities because of the pressure from the economy both on national and local level. The tensions between the private and the public sector must be carried out on the local level where the investors expect a high level of flexibility in the decisions made by the local authorities.

Nevertheless, the ABC-policy is an example where the proposals from different stakeholders were considered. At the same time the ABC-policy is one of few national 'standards', which tries to influence directly municipal planning issues. But this strict national standard does merely partly correspond to the planning reality in the municipalities. Only some 20% of all municipalities actually use it.

At the moment all kind of proposals to make the ABC-policy more effective are collected by the national planning authorities (preparation of next VINEX). Today, a lot of spatial research work is done aiming to find new definitions of urban and rural areas and their needs of transportation adapted business locations.

Important role-players in the chosen decision

The *Ministerie van Ruimtelijke Ordening* and the *Rijksplanologische Dienst* prepared and implemented the ABC-policy. They were the actual designers of this policy.

The other ministries participated at the ABC-discussion, concerning their ideas and needs of a location policy (above all in the *Rijksplanologische Commissie*). Roles and impacts in the ABC-policy process are not known exactly.

The national bureau *Rijksinstituut voor Volksgezondheid en Milieu RIVM* was not included in the ABC decision making process until 1988. In the 1990s RIVM carried out a research programme, focussing on the theoretical and empirical fundamentals of

the ABC-policy, the reactions on that policy, the possible effects and the methods to estimate possible effects.

The *Netherlands agency for Energy and the Environment* NOVEM didn't have any direct influence in the ABC decision making process within the 4th national planning act. Although a research platform lead by NOVEM tried to generate knowledge into the ABC planning but it was blocked by the *Ministerie van Ruimtelijke Ordening*. NOVEM tries to influence the authorities in the discussions for the 5th physical planning in order to get more sustainability and energy terms in the plan.

The Centre of Energy-use, CE had an indirect influence in the ABC decision-making policy. CE worked with projects, which aimed to bring a special point of view of energy conservation into the ABC-policy. CE also published articles over its results in newspaper and scientific periodicals. Overall, CE has very little influence in national decisions.

The planning bureau of the city of Rotterdam, RSV, had direct influence in the ABC decision making process. RSV worked together with other local authorities and public organisations for a common ABC-strategy.

RSV made its own suggestions and concepts for a better ABC-planning. Rotterdam also compete with other cities to get new industrial and commercial projects and tries to influence the decision making process on all national levels. Within the city itself there is a constant conflict concerning public transport versus parking places.

The ministries ask Rotterdam and the other cities for their opinion or for new concepts. RSV is already working on a new concept for the ABC-policy. This is an attempt to influence the 5th physical-planning act, which is already in discussion and will change the ABC-policy again.

TNO-Inro was asked to study the effects of the ABC-policy in 1988/89 on behalf of the *Ministerie van Transport* and the *Ministerie van Ruimtelijke Ordening en Milieu*. In the study TNO-Inro designed both definitions and tools for the ABC-policy and made some suggestions on how to handle different kinds of companies and their needs of mobility. In a second TNO-Inro study, an empirical research was realised, where they co-operated with a couple of companies as study-objects in The Hague and Eindhoven. The result of the study was used as input in the decision-making process.

During the actual decision making process TNO-Inro didn't have any direct influence.

Media in the ABC-policy

In general media play an important role in big discussions in the Netherlands, but the ABC-policy is an exception. It's considered too theoretic to interest a larger public. The media only took notice of the Regerings decision concerning the land use plans.

Summary and conclusions

Background, aim and methodology of the report

The Swedish Environmental Protection Agency initiated this study. The report is part of the comprehensive project Euro-EST, aiming to promote an environmentally sustainable transport system in Europe.

The study will help to gain a first orientation concerning the institutional and political strategies concerning transport and traffic. The main objective of the study is to identify important key role-players in the area of environment and transportation in four European countries.

It is important to consider that this pre-study only has a tentative character. The subject itself is very comprehensive. Basic literature or other reports of this subject were not available or not known. Telephone interviews and material sent by the interrogated persons served as the fundamental information of the report. Hence, the summary and conclusions are generalised and interpolated. Moreover, gaps in the translation of the interviews and the use of four languages in general are other explanations and sources for mistakes.

Similarities in the national decision processes in the four examined countries

For all national politics the decisions of the European Institutions (The Council, The Commission and The Parliament) have an increasing impact. Environmental dimensions in transportation policies come thus on the agenda of the member states. The common European policy is based on long term policy design where trends and risks are used for the development of European strategies. Above all a common policy of infrastructure for high speed trains, the liberalisation of railways, the ideas for integrated traffic and the internalisation of external transport costs by new taxation formulas are main issues in the European policy. But the establishing of environmental goals within the EU doesn't correspond at all with the real development and the realisation of actions. The same can be said for the four analysed countries. To enhance more transport efficiency and sustainability, major changes in the existing policies are required.

In the four regarded countries a various political awareness of sustainable needs for the sustainable reconstruction of the transportation sector leads to very different policy paths. But in all four countries the necessity of an integrated strategy today is a common political sense. The need for measures establishing 'greener' transports is clearly seen. Air pollution, noise and traffic safety in cities, the rapid growth of road freight transport as well as the high increase of the number of cars are the biggest problems in the four examined countries. The respective national parliaments and politicians agree that more has to be done for the protection of urban environments by cleaner transportation systems. But also the protection of natural resources and landscapes get more and more importance and transport planning schemes are adapted to this need.

In the UK, in the Netherlands and in Germany national concepts provide an orientation frame for the development of environmentally friendly transport and traffic. In France such a national consensus is still absent. But still, these available concepts are often not adapted to the economical or social realities. Missing links to other fields of environmental policy such as planning or industrial policy often impair the real impacts of such concepts.

The politics in all four countries is steered by aspects of the economical growth. The incorporation of 'sustainable mobility' in national environmental considerations is partly done, but it's far away from actual success. The environmental transportation policy of today corresponds more to a patchwork of opportunities and single measures. National policy and decision making for more sustainable transportation systems meet a high level of economical and political constraints.

The deciding actors in the four examined countries

The most important role-players in transport issues in all four countries are the ministries of Transport, of Planning, of Environment and of Finances. The ministries of Economy often determine the frame for decisions in the transportation sector. The relation among them is dependent on the traditional positions, the actual power, the budget and the constellation within the governments. The associated boards of these ministries often have crucial importance for the preparation and execution of decisions in the transportation areas. The respective Treasuries have strong influence on environmental issues when taxation facts or important investments in infrastructure or new traffic systems are concerned.

In all four countries the informal exchange between the authorities plays an important part in the political practise. Legally instructed exchanges during the decision-making processes are accompanied by a lot of interaction of both administrative and non-administrative groups. The deepness and intensity of such exchanges depend on the involved groups and the importance of the anticipated decision. All in all, the structure and the use of political power is quite different in the four examined countries, but the forms of private lobbying are quite similar (industrial bodies as clients and makers of political action, environmental groups as opponent parts of national growth interests). Moreover, covered forms of lobbying come into a change to more officially initiated and transparent specimen of interaction.

Every examined country has special committees in the Parliament dealing with transport questions. Their influence on national decisions is strong, lobbying happens mostly by manipulating the members of these committees. These committees exchange information, ideas and knowledge intensively with the concerned ministries and authorities. The ministers of transport have, as a rule, a crucial influence on these committees and their decisions.

In all four countries the transportation policy is divided in isolated and specialised sectors. Specialised administrative networks avoid conflicts in decision making, defend themselves against external influence and let environmental targets quite often be marginal subjects. EU-institutions, the respective ministries for environment or the environmental pressure groups frequently put environmentally oriented transport issues on the agenda although the influence of the last two instances is limited. Exceptions to

the rule are the right for veto of the Dutch Ministry of Environment and the well-organised and very professional environmental movement in the UK. All four countries show a dense network of research work and co-operation in transportation subjects.

The four chosen examples

The examples, representing a recently taken decision in the four countries, were selected because of their relevance towards environmental adequate transportation systems.

Germany: The *Kraftfahrzeug Steuerreform (KFZ-Steuerreform)* is a differentiated vehicle taxation policy and is aiming towards the introduction of a new generation of cleaner vehicles. Air pollution problems in the cities caused by traffic made the *KFZ-Steuerreform* to a national priority. Introduced in 1997, after long conflicts with *Länder*, the decision is a remarkable success for the environment.

United Kingdom: International CO₂-targets and budget problems led to the realisation of new taxation forms of transport in the UK. The *Road Fuel Duty Escalator* increases the taxes for fuel and diesel with 6% per year. The anticipated reduction of road traffic by higher transport costs was cleared by the falling prices of petrol. The UK Treasury without participation of other stakeholders made the decision for the Road Fuel Duty Escalator.

France: France had to introduce a new law against air pollution because of the EU directive for Air Quality and high public pressure for measures against the air pollution in cities. The *Law on air and the rational use of energy* (1996) was introduced. One part of this law is the *Plan de Déplacement Urbain*, which is a comprehensive planning instrument and sets new environmental standards for urban transportation schemes. The law contains measures from atmospheric monitoring until financial and taxes provisions. The decision-making was open to a broad field of stakeholders. Currently the *Plan de Déplacement Urbain* are implemented into local and regional plans.

The Netherlands: The ABC-location policy represents a comprehensive policy package combining pull and push measures by improving public transport, restraining the car usage and realising intensive land use at key nodes of the public transport network. It was introduced already in the 1980ies and got a new form with the national physical-planning act (VINEX) in 1995. The decision-making process was based on open interactions and long discussion periods. The quota of territorial authorities using the ABC-policy is less than 20%.

The national politics in the four analysed countries

Germany

In Germany the 'greening' of the transportation policy is discussed on many political and private levels. Numerous proposals of different ministries and authorities have been made during the last decade. These documents summarise several strategies on national level without a main concept. The federal system of Germany and the sectional splitting of the administration prevent a real comprehensive national policy where all environmental aims are united in one strategy. Nevertheless the legislation is widely developed and many initiatives have been taken to greener the transportation sector.

Most important in all traffic development items are the *Bundes-umweltministerium* and the *Bundesministerium für Verkehr, Bau und Wohnungswesen*. They produce most of the strategically work. The *Bundestags* committee for transportation (*Verkehrsausschuss*) orients its decision at the declarations of these ministries.

But all federal decisions are dependent on the political will of the *Bundesrat*. Without its statements and agreement no federal state policy can be made. In the past this prevented a policy aiming towards more sustainable developments because of the political opposition of the *Bundesrat*. Moreover the *Länder* make their own environmental policy, even though they have to adapt to federal laws.

The most important industrial body within the transport area in Germany is the motor industry. Constant pressure and excellent connections on all political levels help to realise their particular aims. An industry-friendly government provides for smooth dialogues. Car techniques, car usage and infrastructure for cars play an important role in German politics, together with very strong and well-organised automobile clubs.

The environmental bodies have lost a big part of their influence in the last years. Nevertheless, their impact on regional and local decisions can be considered as important and widely recognised. In general, environmental bodies as well as research organisations are rather conflicting or competing than co-operating.

The German municipalities and the regions also have a strong position, though their national organisation is not as crucial as in the Netherlands or in France. The independence of the municipal decision makers, the self-confidential regional level with the *Länder* and the segmented organisation of national policy render the national decision process for more sustainable transport quite difficult.

The United Kingdom

With the national strategy for sustainability in transportation of 1994 the UK set a distinct orientation towards a national policy aiming at a reduction and avoidance of traffic. The '*Road Traffic Reduction Bill*' of 1997 and the White Paper '*A New Deal for*

Transport - Better for Everyone' of 1998 announce important changes in the British transport policy. But all these proposals only set theoretical accents. There is still a lack of concrete sectoral environmental aims and actions as well as in the environmental legislation.

After the deficient transportation policy in the last decades promoting above all road constructions, the railways and other public transport systems aren't serviceable alternatives any more. Because of that reason, the recent transportation policy in the UK is more orientated to the demand side management and the re-installation of a well-developed public transport system.

The participation of interest groups in the national decision making process is very strong. Industrial bodies (the motor industry, oil companies, and traders) are consequently lobbying on all levels. On the other hand, the extremely professional organised environmental bodies force the government towards more environmental adequate decisions and actions. Transport 2000 is an extra-ordinary example for a successful coalition of green and other critical groups in the UK.

There is a change in the national politics towards more independent municipalities and the different regions. The process has just started and the local and regional authorities still have a long way to go.

France

In France, integrated national strategies in transportation policy are still deficient. From an environmental point of view, the recent transportation legislation is more or less underdeveloped, recent exception is the 'Law on air and rational energy use'. EU-standards are more important for the development of national laws than French initiatives on its own.

Traditionally the *Ministère de l'Équipement et du Transport* has a strong national position because of its important budget and its relevance to other sections (planning, finances, environment). State owned companies (*Électricité De France* EDF and *Gaz de France* GDF), important industrial bodies (motor industry, oil companies) and the municipalities are the most successful pressure groups in the national transportation policy. Environmental lobby groups are unified in the organisation *Fédération France Natur Environnement* FFNE, which becomes stronger and stronger on national level.

The municipalities have a strong independence and are fighting constantly against state intervention. After nearly 20 years of decentralisation, the State reorients its policy towards the local level in several fields of planning. The *Law on air and the rational use of energy* and the *Plan de Déplacement Urbain* are two examples for that.

The incorporation of national environmental orientated transportation items in local decisions needs economical advantages for the cities otherwise the municipal politicians hesitate to realise it. On the other hand local problems are often made to national affairs. Nowadays the air pollution in the cities is a constantly national wide discussed subject, integrated transport policy or other themes as CO₂-emission reductions are more or less under the custody of state authorities.

The Netherlands

The Netherlands has the most ambitious environmental aims concerning the development of transportation on a national level. The tight co-operation of the *Ministerie van Transport* and *Ministerie van Volkshuisvesting, Ruimtelijke Ordening en Milieubeheer* render it possible to achieve environmental adequate decisions. The Dutch plans for environment and for planning / transport is closely amalgamated. The high environmental awareness, a green system of political parties and the consensus-orientated policy are the base for an advanced political integration towards more sustainable transportation systems.

The targeted led political approach is put together by broad and long discussions between all relevant institutions and organisations in the Netherlands. The direct and well planned participation of many consideration bodies, both industrial and environmental ones, lead to broadly accepted decisions. At the same time the so called 'Polder Model' often results in quite 'weak' final decisions. The organisation of the decision-making produces very long decision periods, for the national Dutch development plan VINEX approximately 15 years of discussions are estimated. Lobbying happens constantly, most active are the oil and transport industry.

At the regional and local level some leading cities are influencing the national policy. The economical important cities Rotterdam (industrial harbour), Amsterdam (the airport Schiphol) and The Hague (government) have major impacts to a lot of national development questions. The guaranteed independence of the municipalities provokes that the cities seldom follow national proposals, as shown in the ABC-policy where only a few cities make use of the localisation policy.

Sammanfattning på svenska

Bakgrund

Europa-MaTs är ett samarbete nationellt och internationellt för att bidra till ett MiljöAnpassat TransportSystem i Europa. Målet är att få till stånd ett konkret och målinriktat arbete inom EU för att förändra transportsystemet i en ekologiskt hållbar riktning. Projektet har initierats av svenska Naturvårdsverket. Omställningen förutsätter insatser och beslut på såväl nationell som lokal nivå i enskilda länder.

Syftet med rapporten

Syftet är att översiktligt analysera beslutsprocessen i fyra europeiska länder, Tyskland, England, Frankrike och Holland genom att studera ett nationellt beslut i respektive land.

Metodbeskrivning

Rapporten bygger till stor del på ett 20-tal telefonintervjuer, vardera på ca 45-60 minuter med viktiga aktörer i de fyra länderna. Efter att först ha försökt skapa en bild av hur situationen ser ut i de olika länderna och vilka beslut som fattats på trafik och miljöområdet valdes ett beslut och de aktörer som var aktiva i samband med den valda beslutsprocessen. I telefonintervjuerna bad vi den intervjuade att beskriva den nationella beslutsprocessen, aktiva aktörer i beslutsprocessen och de aktiva aktörernas inflytande i det valda beslutet. Förutom telefonintervjuerna har vi även sökt material på Internet samt fått material från de personer som vi pratat med.

Studien kan betraktas som översiktlig och avser inte att vara heltäckande. Ämnet är omfattande och har inte studerats nämnvärt tidigare. Många slutsatser är generaliserade utifrån det material som funnits till förfogande. Informationen kommer till stor del från telefonintervjuerna och översättnings- och språkproblem kan vara källor till misstolkningar.

Generella slutsatser

De studerade länderna har kommit olika långt i mognadsprocessen mot miljöanpassade transporter. Luftföroreningar, buller och bristande trafiksäkerhet i städerna är problem

som alla de studerade länderna brottas med. Flera länder har också kommit till insikt om vikten av att bevara landskapet och naturresurser. I alla fyra länderna har man insett behovet av ett mer uthålligt transportsystem och i England, Tyskland och Holland finns det nationellt utarbetade policier för detta.

Transport-, planering-, miljö- och finansdepartementen i de olika länderna har det största inflytandet i frågor om trafik och miljö, tillsammans med de underliggande verk och myndigheter som bereder frågan. Ofta är det finansdepartementet som beslutar om ramarna för transportområdet. I alla länder är det informella utbytet mellan myndigheterna betydande och förutom de formella kontakterna sker en mängd informella kontakter både med andra myndigheter och organisationer. Beslutsstrukturen ser olika ut i de studerade länderna men metoderna för lobbying verkar vara det samma.

De studerade länderna har alla en specialkommitté i parlamentet som arbetar särskilt med transport- och infrastrukturfrågor. Kommittén har stort inflytande över de nationella besluten och mycket av lobbyarbetet går ut på att försöka påverka medlemmar i kommittén. De aktörer som arbetar för ett mer uthålligt transportsystem är, förutom EU, oftast främst miljödepartementen och miljöorganisationerna. Förutom i Holland där miljödepartementet har vetorätt och i England som har en välorganiserad och professionell miljörelse har miljöföreträdarna ofta ett begränsat inflytande på beslutsprocessen.

Alla fyra länderna styrs av tillväxtmål och det saknas konkreta mål för att åstadkomma ett miljövänligt transportsystem, exempelvis när det gäller att minska CO₂-utsläppen, biltrafiken, godstransporterna på väg och öka kollektivtrafikanvändningen.

Situationen i de studerade länderna

Tyskland

I Tyskland diskuteras en övergång till ett mer miljöanpassat transportsystem livligt på alla nivåer. Ett flertal förslag har tagits fram av olika myndigheter som tar upp frågan ur flera vinklar men det finns inga nationella riktlinjer för hur man ska kunna åstadkomma ett uthålligt transportsystem. En förklaring till detta kan vara Tysklands federala politiska system där förbundsländerna är relativt självständiga och ofta motarbetar framtagandet av nationella beslut som inskränker deras självbestämmande. Lagstiftningen på miljöområdet är däremot välutvecklad och flera initiativ har tagits för att göra transporterna mer miljöanpassade.

Miljö- och trafikdepartementen utformar strategier inför de nationella besluten inom transportpolitiken och har i och med detta ett stort inflytande på besluten. Samtidigt har förbundsrådet (bestående av representanter för förbundsländerna) en stark ställning eftersom förbundsrådet måste godkänna alla parlamentsbeslut innan de kan bli lagstadgade. Om förbundsrådet har en annan politisk sammansättning än parlamentet stoppas ofta förslagen. Samma sak händer om förbundsrådet anser att förbundsländerna kan förlora ekonomiskt på förslaget. Förbundsländerna utarbetar även egna miljölagar på förbundslandsnivå.

Bilindustrin betyder mycket för den tyska industrin och har därmed ett stort inflytande på politiken. De har ofta direktkanaler in till beslutsfattarna på de olika nivåerna och kan i och med detta få igenom sina krav. Dessutom är bilägarföreningarna starka och välorganiserade. På senare år har miljömyndigheterna och miljöorganisationer fått ett minskat inflytande på nationell nivå. På lokal och regional nivå är miljörelsens inflytande fortfarande omfattande.

Ett exempel på ett miljöorienterat beslut är "Kraftfahrzeug Steuerreform" som är en differentierad fordonsskatt. Beslutet syftar till att få nyare och renare fordon. Det var framförallt de stora luftföreningarna i städerna som ledde till att förslaget kom upp på dagordningen och efter flera års utredande och långa överläggningar med förbundsländerna introducerades fordonsskatten 1997.

England

I och med att Labour kom till makten sker nu stora förändringar i transportpolitiken i England. Viktigt att nämna är framförallt the White Paper "A New Deal for Transport - Better for Everyone" som kom 1998 och "Road Traffic Reduction Bill" från 1997. Än så länge rör det sig mest om riktlinjer, några konkreta mål och instrument har inte tagits fram och miljölagstiftningen har inte heller kommit så långt.

Efter att under en lång rad av år enbart ha prioriterat vägtrafiken är satsar man nu på att bygga upp kollektivtrafiken igen.

Beslutet om att införa "Road Fuel Duty Escalator" (kontinuerligt höjd drivmedelsskatt) togs 1993 av finansdepartementet och var mer ett sätt att få in skattepengar än ett medel för att minska trafiken. Övriga departement blev informerade i ett sent skede och inga diskussioner fördes med några andra organisationer eller med industrin.

Intresseorganisationer och industrin, främst bilindustrin och oljeproducenterna tar stor del i beslutsprocessen och industrin lägger ner stora pengar på lobbyverksamhet. Miljörelsen är välorganiserad och arbetar målmedvetet för att få beslut som leder till miljöåtgärder och har ett relativt stort inflytande.

Frankrike

I Frankrike saknas det i stor utsträckning nationella strategier på miljöområdet och inom lagstiftningen på det här området. Ett viktigt undantag är "Lagen om luft och effektiv energianvändning" som togs 1996 i samband med att EU-lagstiftningen krävde en ny lag och att städernas stora luftföreningar uppmärksammades. En del av lagen är "Plan de Deplacement Urbain" som är en transportplan för storstäder. Planen, som är ett programförslag, syftar till att minska transporterens miljöpåverkan, att förbättra kollektivtrafiken samt att stödja miljöanpassade trafikslag. Planen är på väg att implementeras.

Transport och infrastrukturdepartementet är en av de viktigaste nationella beslutsfattarna inom trafik- och miljöområdet, eftersom de handhar planeringsfrågor, finansiella frågor och miljöfrågor samt har en ansenlig budget. Kommunerna, de statligt

ägda företagen, exempelvis inom energiområdet samt bilindustrin och oljeproducenterna försöker ofta påverka de nationella besluten. Kommunerna motsätter sig all statlig inblandning och miljörelaterade nationella beslut måste innebära ekonomiska fördelar för kommunerna för att besluten ska accepteras. Miljörörelsen är organiserad i Fédération France Nature Environnement som blir allt mer inflytelserik på nationell nivå.

Holland

Holland har kanske de högst ställda miljömålen av de här fyra länderna. Miljömedvetandet i landet är stort och det finns flera politiska partier som för fram ”gröna” frågor. Samarbetet mellan transport- och miljödepartementen och den allmänna strävan att nå konsensus i alla frågor ger beslut och förslag som är allmänt accepterade av alla. En nackdel med konsensusbesluten är att de ibland kan bli urvattnade och att beslutsprocessen ofta blir utdragen i tiden. Trots detta måste man säga att Holland är framgångsrikt i sin strävan mot ett uthålligt samhälle.

Förutom transport- och miljödepartementen på nationell nivå, har de ekonomiskt viktiga städerna och regionerna Rotterdam, Amsterdam och Haag ett stort inflytande på den nationella beslutsprocessen. Kommunerna i Holland är mycket självständiga vilket leder till att nationella beslut inte alltid följs av kommunerna, ett exempel på detta är ABC-policyen.

ABC-policyen består av riktlinjer för lokalisering av främst arbetsplatser och är ett ”markanvändningspaket” som syftar till att lokalisera rätt verksamhet på rätt plats i transportsystemet. De första ABC-förslagen togs fram på 1980-talet men policyen har hela tiden utarbetats för att innehålla fler och fler konkreta instrument för att kunna åstadkomma bra lokaliseringar. Idag är det bara 20% av de lokala myndigheterna som aktivt använder sig av ABC-policyen.

Appendix 1 Interview partners

The following tables show the contacted institutions and the persons who was actually interviewed *:

Germany

- Bundesumweltministerium, **Gert Kemper** (Head of the section traffic air pollution)*
- Ministerium für Verkehr, Dr Rüdich (Head of the section for traffic taxes) and Herr *Schaarschmidt* (section environmental protection / transport)*
- Bundesfinanzministerium, **Herr Dittmar** and **Rudi Recktenwald** (section for traffic taxation) * *
- Umweltbundesamt UBA, **Norbert Gorissen** (Head of the section for traffic and environment)*
- Allgemeiner Automobilclub Deutschlands ADAC, **Herr Weich** (Head of the departement traffic)*
- Institut für Klima, Energie und Umwelt, **Andraes Postowsky** (researcher in traffic and environment)*
- Bund für Umwelt- und Naturschutz Deutschland BUND
- Verband der deutschen Automobilindustrie VdA, **Udo Lahm** (section for information)*
- Bayerisches Staatministerium für Wirtschaft und Verkehr
- Deutscher Städtetag

France

- Ministère de l'Environnement et de l'Aménagement du Territoire, **Dominique Dron** (Head of section for transport)* and **Phillipe Geiger** (official, air pollution)*
- Ministère de l'Equipement et du Transport
- Agence de l'environnement et de la maîtrise de l'énergie ADEM, **Bernard Bressé** (Head of the section for transport)*
- Délégation de l'Aménagement du Territoire et à l'Action Régionale DATAR
- Syndicat National de Chemins de Fer SNCF
- Syndicat des Communes de la Banlieue Paris SCBP
- Institut Français de Petrol IFP
- France Nature et Environnement,
- Groupement des Autorités organisatrices de Transport GART, **Ronan Golias** (senior

planner for transport)*

- Association des Constructeurs Francais d'Automobil CCFA
- Centre d'Etudes sur les Reséaux, les Transports et l'Urbanisme CERTU
- Centre de Recherche en Socio-Economie des Transports et de l'Aménagement INRETS
- Automobil Club de France

The Netherlands

- VROM - Ministerie van Volkshuisvesting, Ruimtelijke Ordning en Milieubeheer
- Rijksplanologische Dienst
- Ministerie van Verkeer en Waterstaat
- Netherlands agency for Energy and the Environment NOVEM, **Albert Jansen** (project leader for spatial planning and transport)*
- Rijksminister voor Volksgezondheid en milieuhygiene RIVM, **Bert van Wee** (co-ordinator for traffic and transport)*
- RSV, City of Rotterdam, **Rob Tiemersma** (senior planner)*
- TNO-Inro, **Wim Korver** (researcher in the department for traffic and transport)*
- Centrum voor Energiebesparing en schone technologie CE, **Pieter Janse** (Head of the section for transport)*

United Kingdom

- Departement of Environment, Transport and the Regions
- Minister of Transport, **Lorri Patten***
- UK Treasury, **Steven Kelly** (official in charge of vehicle taxes)*
- The Royal Town Planning Institute
- University of Oxford
- AEA-Technology
- Institute of Road Transport Engineers
- Motor Industry Research Association
- Royal Commission on Environmental Pollution, **David Lewis** (Head of the institute)*
- Society of Motor Manufactures and Traders
- The Motor Research Association MIRA

- UK Petroleum Industry Association
- Transport 2000, **Steven Joseph** (director)*
- Freight Transport Association, **Simon Chapman** (manager of information services)*
- Local Authorities of London
- Royal Automobile Association

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www.equipement.gouv.fr: information about the Ministère de l'Équipement et du Transport

www.environnement.gouv.fr: facts about the Ministère de l'Environnement

www.umweltbundesamt.de: Hintergrundinformation zur Umweltpolitik in Deutschland

REPORT 4979

Key Role-Players in the Process towards Sustainable Transport in Europe

A TRANSITION TO AN ENVIRONMENTALLY sustainable transport system in Europe will require a large number of decisions, both at national and at international level. Many players will act and interact in the decision-making process in order to safeguard their interests. The outcome of this process will be determined by the strength these players possess.

This study provides an overview of national key role-players in the field of the environment and transport in four European countries – Germany, France, the Netherlands and UK. After outlining the decision-making processes in each country, it describes how the key role-players have acted in recent processes of this sort.

The Swedish Euro-EST project is a joint project involving national transport and environmental authorities and has the objective of promoting a sustainable transport system in Europe.



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