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Note : On 16 December 2008, the European Commission took a major step towards the deployment and use of Intelligent Transport Systems (ITS) in road transport. The Action Plan adopted suggests a number of targeted measures and a proposal for a Directive laying down the framework for their implementation. ITS can significantly contribute to a cleaner, safer and more efficient transport system. The goal is to create the momentum necessary to speed up market penetration of rather mature ITS applications and services in Europe.

The initiative is supported by five co-operating Directorates-General: DG Energy and Transport (lead), DG Information Society and Media, DG Research, DG Enterprise and Industry and DG Environment.

This document is a compilation of the key documents which can be found on http://ec.europa.eu/transport/its/road/action_plan_en.htm :

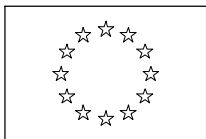
COM(2008)886, Communication from the Commission: Action Plan for the Deployment of Intelligent Transport Systems in Europe
COM(2008)887, Proposal for a Directive: Framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other transport modes
SEC(2008)3083, Impact assessment
MEMO/08/789, 16-12-2008: Frequently asked questions

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COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, xxx
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COMMUNICATION FROM THE COMMISSION

Action Plan for the Deployment of Intelligent Transport Systems in Europe

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Action Plan for the Deployment of Intelligent Transport Systems in Europe

1. INTRODUCTION

The renewed Lisbon agenda on growth and jobs¹ aims at delivering stronger, lasting growth and creating more and better jobs. Furthermore, the mid-term review of the 2001 White Paper² stresses the key role of innovation in ensuring sustainable, efficient and competitive mobility in Europe.

Against this background several major challenges have to be overcome for Europe's transport system to play its full role in satisfying the mobility needs of the European economy and society:

- Road traffic congestion is estimated to affect 10 % of the road network, and yearly costs amount to 0.9-1.5 % of the EU GDP.³
- Road transport accounts for 72 % of all transport-related CO₂ emissions, which increased by 32 % (1990-2005).⁴
- Whilst road fatalities are in regression (-24 % since 2000 in EU27) their number (42 953 fatalities in 2006) is still 6 000 above the intended target of a 50 % reduction in fatalities in the period 2001-2010.⁵

These challenges are even more pressing with forecasted growth rates of 50 % for freight transport and 35 % for passenger transport in the period from 2000 to 2020.⁶

The main policy objectives arising from these challenges are for transport and travel to become:

- cleaner,
- more efficient, including energy efficient⁷,
- safer and more secure.

It is however clear, that conventional approaches such as the development of new infrastructure, will not give the necessary results on the timescales required by the magnitude of these challenges. Innovative solutions are clearly needed if we are to

¹ COM (2005) 24

² COM(2006) 314

³ CEMT/ITF(2007): Congestion, a Global Challenge: The Extent of and Outlook for Congestion in Inland, Maritime and Air Transport

⁴ DG TREN(2008): Energy and Transport in Figures 2007/08

⁵ Cf. footnote 4

⁶ Cf. footnote 2

⁷ COM(2006) 545

achieve the rapid progress demanded by the urgency of the problems at hand. It is high time for Intelligent Transport Systems to play their due role in enabling tangible results to emerge.

2. INTELLIGENT TRANSPORT SYSTEMS

“Intelligent Transport Systems” mean applying Information and Communication Technologies (ICT) to transport. These applications are being developed for different transport modes and for interaction between them (including interchange hubs).

In air transport, SESAR⁸ will be the framework for the implementation of a new generation of air traffic management. Inland waterways are introducing River Information Services (RIS) to manage waterway utilisation and the transport of freight. The railway network is gradually introducing the European Rail Traffic Management System (ERTMS) and Telematics Applications for Freight (TAF-TSI). Shipping has introduced SafeSeaNet and Vessel Traffic Monitoring and Information Systems (VTMIS) and is progressing towards an Automatic Identification System (AIS) and Long-Range Identification and Tracking (LRIT). Examples of Intelligent Transport Systems applications in road transport include urban and motorway traffic management and control systems, electronic toll collection and route navigation. But until now there has been no similar coherent European framework for interconnection between road and the other transport modes.

3. SCOPE

This Action Plan aims to accelerate and coordinate the deployment of Intelligent Transport Systems (ITS) in road transport, including interfaces with other transport modes.

The Action Plan outlines six priority areas for action. For each area a set of specific actions and a clear timetable are identified. Fulfilling them by setting a framework to define procedures and specification will call for the mobilisation of Member States and other stakeholders.

Finally, this Action Plan will help to combine the resources and instruments available to deliver a substantial added value for the European Union.

4. WHY A EUROPEAN APPROACH FOR ITS?

ITS can create clear benefits in terms of transport efficiency, sustainability, safety and security, whilst contributing to the EU Internal Market and competitiveness objectives.

In Europe, there have been a number of activities in this domain since the 1980s. These activities have traditionally focused, albeit often in an uncoordinated and fragmented manner, on specific areas such as clean and energy-efficient transport,

⁸ SESAR: Single European Sky Air Traffic Management Research

road congestion, traffic management, road safety, security of commercial transport operations or urban mobility.

Despite these developments, some issues need to be addressed from a European perspective to avoid the emergence of a patchwork of ITS applications and services: geographical continuity, interoperability of services and systems and standardisation. They should facilitate pan-European applications, secure accurate and reliable real-time data and an adequate coverage of all travelling modes.

4.1. Greening of transport

ITS applications have an essential role to play in the greening of transport⁹.

Differentiated charging of vehicles by Electronic Toll Collection systems for circulating on certain routes is a way to influence traffic demand.

ITS applications for journey planning, dynamic in-vehicle navigation and eco-driving support also contribute to congestion relief, to greener mobility and to less energy consumption.

The “Green transport corridors”¹⁰ are an EU initiative to promote the concept of integrated freight transport, with transport modes complementing each other to enable more environmentally friendly alternatives for long-distance transport between logistics hubs. Reliance on advanced ITS technology is essential for achieving this goal.

4.2. Improving transport efficiency

Production and distribution of goods rely on efficient and cost-effective multi-modal logistic chains to organise their transport across the EU and beyond, especially when just-in-time requirements are at stake. ITS tools constitute a core enabler for the management of such logistic chains, notably in maintaining a paperless information trail in the management of the physical flow of goods (eFreight).

Real-time Traffic and Travel Information (RTTI) services, more and more combined with satellite navigation, are now being offered from both public and private sources to facilitate mobility.

In many parts of Europe ITS are already underpinning effective inter-urban and urban traffic management, fostering modal interchange at major hubs and transfer points.

In the longer term, cooperative systems based on vehicle-to-vehicle (V2V), vehicle-to-infrastructure (V2I) and infrastructure-to-infrastructure (I2I) communication and exchange of information and, when appropriate, a GNSS¹¹ positioning and time, will demonstrate their full potential.

⁹ COM(2008) 433 — Communication on Greening Transport

¹⁰ COM(2007) 607

¹¹ Global Navigation Satellite System

4.3. Improving road safety and security

Research and initial deployment have shown the great potential for improving road safety of Driver Assistance Systems such as Electronic Stability Control (ESC), Adaptive Cruise Control (ACC), Lateral Support (lane departure warning and lane change assistant), Collision Warning and Emergency Braking Systems and other applications such as eCall (emergency call), driver hypo-vigilance systems, “speed alert” and “alcohol-lock”. ESC and eCall alone¹² could save up to 6 500 lives per year in the EU if fully deployed.

Better use should be made of the newest active safety systems and advanced driver assistance systems with proven benefits in terms of in-vehicle safety for the vehicle occupants and other road users (including vulnerable road users). The European Statement of Principles on the Human Machine Interface (HMI)¹³ should be extended to allow for the proliferation of nomadic devices.

Navigation and tracking and tracing systems can help in providing remote in-route monitoring of vehicles and cargo, e.g. for the transport of dangerous goods or living animals. They can guide truck drivers to secure parking areas, help to comply with existing regulations on driving times and rest periods, and should support a new generation of the digital tachograph.

4.4. The EU added value in ITS deployment

The potential of ITS can only be realised if its deployment in Europe is transformed from the limited and fragmented implementation that is observed today into an EU-wide one. In this respect, the removal of existing barriers to ITS deployment will be pivotal. The EU has a clear role to play in creating the right framework conditions for accelerated and coordinated deployment of ITS: the policy priorities, the choice of generic ITS components to be shared or re-used, and agreement on a clear timetable.

Common European action can directly contribute to:

- addressing the complexity of ITS deployment, with the large number of stakeholders involved and the need to ensure synchronisation both geographically and between the various partners
- supporting the market penetration of advanced mobility services for the citizens, whilst promoting public transport alternatives to private car use
- enabling the generation of scale-effects for a more cost-effective, faster and less risky deployment of ITS
- accelerating the current pace of ITS deployment in road transport, and assuring the continuity of services throughout the Community

¹² COM(2007) 541

¹³ C(2008)1742

- enhancing the leading role of the European ITS industry in worldwide markets by fostering the supply of innovative products and services to vehicle manufacturers, transport operators, logistics providers and users

To achieve these goals, the EU can make use of several instruments: financial support, standardisation initiatives, legislative and non-legislative measures.

5. CONSULTATIONS

This Action Plan was prepared on the basis of input provided by wide consultation of stakeholders. The input was collected via a fourfold approach: (i) interviews with high-level stakeholders from the private and public sector; (ii) workshops; (iii) an internet questionnaire; (iv) targeted discussions in existing stakeholder forums.

The interviews identified some principal needs. ITS deployment should be policy-led and responsibilities need to be clearly identified including the role for public-private cooperation. For stakeholder coordination, a high-level cross-sector group is necessary. Most consulted stakeholders think that the European Union should take more responsibility for further deployment of ITS.

Traffic management, congestion relief on freight corridors and in cities, promotion of co-modality, in-vehicle safety systems, real time traffic and travel information and an open in-vehicle platform to integrate applications were among the priority issues identified.

6. PRIORITY AREAS FOR ACTION AND RELATED MEASURES

The six priority areas suggested build on input from public and private stakeholders and assume that ITS applications to be deployed in the short-to-medium term should be mature, sufficiently interoperable, and able to create a catalytic effect across Europe.

The Action Plan draws on a series of ongoing European Commission initiatives such as the Action Plan on Freight Transport Logistics¹⁴, the Action Plan on Urban Mobility¹⁵, Galileo deployment¹⁶, the Greening Transport Package¹⁷, the i2010 initiative on Intelligent Cars¹⁸, eSafety¹⁹, the 7th Framework Programme for Research and Technological Development²⁰, eCall²¹, European Technology Platforms²² and their strategic research agendas, CARS 21²³.

¹⁴ COM(2007) 607
¹⁵ To be adopted in December 2008
¹⁶ http://ec.europa.eu/dgs/energy_transport/galileo
¹⁷ COM(2008) 433
¹⁸ COM(2007) 541
¹⁹ www.esafetysupport.org
²⁰ <http://cordis.europa.eu/fp7>
²¹ www.esafetysupport.org/en/ecall_toolbox
²² <http://cordis.europa.eu/technology-platforms>
²³ COM(2007)22

The activities described here do not repeat or duplicate existing work but rather complement it, maximising synergies and focussing on outstanding priority issues in a concerted manner.

6.1. Action Area 1: Optimal use of road, traffic and travel data

Many state-of-the-art ITS applications rely on an accurate knowledge of both the characteristics of the road network and the traffic regulations applicable (e.g. one-way streets and speed limits). Whilst in the past the bulk of this knowledge was provided by authorities, there is a trend towards the utilisation of commercial sources. Where road safety is at stake it is essential that this information is validated and made available to all players on a fair and equitable basis, in view of ensuring a safe and orderly management of traffic. This applies, in particular, to digital mapping, including its inherent processes for data collection, validation and timely updating.

Similar considerations apply to the provision of (real-time) traffic and travel information services. Specific issues include the notion of “universal traffic messages”, i.e. the type of messages to be provided free of charge to all road users as a public information service, the consistency of the information between the various sources, and the need to comply with prescriptions imposed by network management operations.

The following actions are proposed:

	Action	Target date
1.1	<p>Definition of procedures for the provision of EU-wide real-time traffic and travel information services, addressing notably the following aspects:</p> <ul style="list-style-type: none"> – provision of traffic information services by the private sector – provision of traffic regulation data by the transport authorities – guaranteed access by public authorities to safety-related information collected by private companies – guaranteed access by private companies to relevant public data 	2010
1.2	Optimisation of the collection and provision of road data and traffic circulation plans, traffic regulations and recommended routes (in particular for heavy goods vehicles)	2012

	Action	Target date
1.4	Definition of specifications for data and procedures for the free provision of minimum universal traffic information services (including definition of the repository of messages to be provided)	2012
1.5	Promotion of the development of national multimodal door-to-door journey planners , taking due account of public transport alternatives, and their interconnection across Europe	2009 to 2012

6.2. Action Area 2: Continuity of traffic and freight management ITS services on European transport corridors and in conurbations

The need to accommodate rising traffic volumes, notably on the major European transport corridors and in conurbations, while promoting environmental sustainability and energy efficiency, calls for innovative transport and traffic management solutions. In this respect, seamless and dynamic traffic and transport management are beneficial for long-distance and urban freight transport and at the same time improve co-modality.

ITS technologies are essential for the introduction of eFreight²⁴, whereby “en route” information on the location and condition of transported goods (especially dangerous goods and live animals) is made available on-line in a secure way. This concept can be extended to encompass other supply-chain activities such as the exchange of content-related data for regulatory or commercial purposes, using innovative technologies such as radio frequency identification (RFID)²⁵ and building on applications of the EGNOS/Galileo satellite positioning system. In the future this may lead to a concept of “Intelligent Cargo”, meaning that goods become self-, context- and location-aware as well as connected to a wide range of information services.

Charging vehicles to use certain routes or areas is increasingly based on a variety of parameters such as vehicle dimensions, emission levels, distance travelled or time of day. ITS solutions making use of satellite positioning and mobile communications offer new opportunities for implementing such types of infrastructure access and charging.

The following actions are proposed:

²⁴ COM(2007) 607: Communication from the Commission — Freight Transport Logistics Action Plan
²⁵ COM(2007) 96

	Action	Target Date
2.1	Definition of a set of common procedures and specifications to ensure the continuity of ITS services for passenger and freight in transport corridors and in urban/interurban regions. This work should include benchmarking and standardisation on door-to-door information flows, interfaces, traffic management and travel planning, and, in particular, event and emergency planning	2011
2.2	Identification of ITS services to be deployed in support of freight transport (eFreight) and development of appropriate measures to progress from concept to realisation. Particular attention will be given to applications for goods tracking and tracing using state-of-the-art technologies such as RFID and EGNOS/Galileo-based location devices	2010
2.3	Support for the wider deployment of an updated multi-modal European ITS Framework architecture for intelligent transport systems and definition of an ITS framework architecture for urban transport mobility , including an integrated approach for travel planning, transport demand, traffic management, emergency management, road pricing, and the use of parking and public transport facilities	2010
2.4	Implementation of the interoperability of electronic road toll systems ²⁶	2012/2014

6.3. Action Area 3: Road safety and security

ITS-based road safety and security applications have proved their effectiveness, but the overall benefit for society depends on the scale of their deployment. Issues that require additional attention include designing a safe Human Machine Interface (HMI) (using the work done on the “European Statement of Principles”), integrating nomadic devices²⁷ and ensuring the safety of vulnerable road users (such as the elderly). Efforts to promote best practices in these areas are therefore crucial to address these issues.

Transport systems may also be under security threats. Transport security, especially the need to protect travellers and transport workers and to secure transport facilities

²⁶ Directive 2004/52/EC

²⁷ Nomadic devices are pieces of communication and information equipment that can be brought inside the vehicle by the driver to be used while driving: mobile phone, navigation system, pocket PC, etc.

and assets, must be taken into account without jeopardising efficient and effective transport operations.

The following actions are proposed:

	Action	Target Date
3.1	Promotion of deployment of advanced driver assistance systems and safety and security-related ITS systems, including their installation in new vehicles (via type approval) and, if relevant, their retrofitting in used ones	2009 to 2014
3.2	Support the Implementation Platform for the harmonised introduction of pan-European eCall ²⁸ , including awareness campaigns, upgrading Public Service Access Points' infrastructures and an assessment of the need for regulation.	2009
3.3	Development of a regulatory framework on a safe on-board Human-Machine-Interface and the integration of nomadic devices, building on the European Statement of Principle ²⁹ on safe and efficient in-vehicle information and communication systems	2010
3.4	Development of appropriate measures including best practice guidelines concerning the impact of ITS applications and services on the safety and comfort of vulnerable road users	2014
3.5	Development of appropriate measures including best practice guidelines on secure parking places for trucks and commercial vehicles and on telematics-controlled parking and reservation systems	2010

6.4. Action Area 4: Integration of the vehicle into the transport infrastructure

The use of ITS components or systems is stipulated in several existing or planned legal acts and voluntary agreements applicable to commercial or private vehicles. Examples include the provisions on the transport of dangerous goods and live animals, digital tachograph³⁰, electronic toll collection and eCall. So far most of these acts and agreements have evolved independently of each other, so there has been little synergy even when needs are the same.

²⁸ COM(2005) 431, COM(2003) 542

²⁹ C(2006) 7125

³⁰ Regulation (EC) 2135/98

A streamlining and integration of these applications within a coherent, open-system architecture could yield better efficiency and usability, reduced costs and enhanced extensibility, enabling a “plug and play” integration of future new or upgraded applications such as those in nomadic devices and those utilising GNSS services for advanced positioning and timing. This open system architecture would be embodied in an open in-vehicle platform, guaranteeing interoperability/interconnection with infrastructure systems and facilities. With this modular approach, additional functionalities could be integrated later for in-vehicle safety and safe HMI, personal mobility, logistics support and access to multimodal information and possibly electronic vehicle identification.

This platform should be introduced in commercial vehicles first. Positive feedback from these applications would help speed up the uptake of integrated ITS applications in private vehicles, therefore stimulating a Europe-wide market for original and after-market in-vehicle products and services.

The development of cooperative systems, based on an exchange of information and communication between vehicles and with the road infrastructure, is also progressing rapidly, and needs to be further promoted.

The following actions are proposed:

	Action	Target Date
4.1	Adoption of an open in-vehicle platform architecture for the provision of ITS services and applications, including standard interfaces. The outcome of this activity would then be submitted to the relevant standardisation bodies.	2011
4.2	Development and evaluation of cooperative systems in view of the definition of a harmonised approach; assessment of deployment strategies, including investments in intelligent infrastructure	2010-2013
4.3	Definition of specifications for infrastructure-to-infrastructure (I2I), vehicle-to-infrastructure (V2I) and vehicle-to-vehicle (V2V) communication in co-operative systems	2010 (I2I) 2011 (V2I) 2013 (V2V)
4.4	Definition of a mandate for the European Standardisation Organisations to develop harmonised standards for ITS implementation, in particular regarding cooperative systems.	2009-2014

6.5. Action Area 5: Data security and protection, and liability issues

The handling of data (notably personal and financial data) in ITS applications raises a number of issues, as citizens’ data protection rights are at stake. At the same time,

data integrity, confidentiality and availability must be ensured for all parties involved, especially citizens. Finally, the use of ITS applications creates additional requirements in terms of liability. These issues can be a major barrier to wide market penetration of some ITS services if citizens' rights are not shown to be fully protected.

The following actions are proposed:

	Action	Target Date
5.1	Assess the security and personal data protection aspects related to the handling of data in ITS applications and services and propose measures in full compliance with Community legislation.	2011
5.2	Address the liability issues pertaining to the use of ITS applications and notably in-vehicle safety systems	2011

6.6. Action Area 6: European ITS cooperation and coordination

Coordinated deployment of ITS in the EU calls for intensive and effective cooperation between all parties involved at European level, ideally leading to rapprochement on deployment requirements, better synchronisation of deployment activities and avoidance of national and proprietary silo solutions that constitute barriers to European integration.

Dissemination of the best available knowledge as to the costs and benefits of ITS projects from a full life-cycle perspective and feedback on relevant experience are needed to support informed investment decisions by public authorities across Europe. To make EU-wide deployment a reality, agreements on common assessment methods and uniform tools for decision support are therefore crucial.

Such coordinated deployment of ITS throughout Europe also requires greater involvement of cities and regional authorities, notably at urban and at inter-urban level. Guidance and technical support should be provided to facilitate and underpin consensus building and decision-making processes.

Finally, the implementation of the measures in this Action Plan will call for an adequate governance structure. Member States should aim at reaching agreement on a common ITS agenda and on methods to proceed from plans to coordinated implementation, for example by way of concerted investments or harmonisation initiatives.

The following actions are proposed:

	Action	Target Date
6.1	Proposal for a legal framework for European coordination on the Europe-wide deployment of ITS	2008
6.2	Development of a decision-support toolkit for investment decisions in ITS applications and services. This should include a quantified evaluation of the economic, social, financial and operational impact and cover aspects such as user acceptance, life-cycle cost/benefit as well as the identification and evaluation of best practice for facilities procurement and deployment	2011
6.3	Development of guidelines for the public funding from both EU (e.g. TEN-T and Structural Funds) and national sources of ITS facilities and services based on an assessment of their economic, social and operational value	2010
6.4	Set-up of a specific ITS collaboration platform between Member States and regional/local governments to promote ITS initiatives in the area of urban mobility	2010

7. LOOKING AHEAD

This Action Plan proposes an approach for a coherent and faster deployment of ITS across Europe, building on policy objectives. The priority areas of action and the enabling measures outlined above are designed to fulfil this goal. By integrating and complementing the various activities supported in the past at EU and national level, the approach will fully benefit from ongoing work and successful deployment of applications and services that have emerged. Such a blend will provide the best framework for a significant contribution of ITS to the achievement of more sustainable mobility in Europe.

While serving the short-to-medium term perspective in its effort to foster ITS deployment in the EU, this Action Plan aims at building a long-term vision clearly defining the role of ITS in tomorrow's transport system in Europe.

The European Commission will report on the progress in the implementation of this Action Plan in 2012. This report will also review and, if necessary, extend the priority areas as well as the scope of the actions.

This Communication is accompanied by a proposal for a Directive on a framework for the coordination of the deployment of ITS.



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, xxx
COM(2008) yyy final

Proposal for a

DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

**laying down the framework for the deployment of Intelligent Transport Systems in the
field of road transport and for interfaces with other transport modes**

**{SEC(2008)3083}
{SEC(2008)3084}**

(presented by the Commission)

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EXPLANATORY MEMORANDUM

1. CONTEXT OF THE PROPOSAL

• Grounds for and objectives of the proposal

The Mid-term review of the European Commission's White Paper on Transport Policy suggests that innovation will play a significant part in making road transport more sustainable (i.e. safe, efficient, clean and seamless), in particular by applying information and communication technologies: **Intelligent Transport Systems**.

However, take-up of ITS solutions in road transport has been slower than expected and, in general, services are being deployed on a fragmented basis. This has led to a patchwork of national, regional and local solutions without clear harmonisation, endangering the integrity of the single market. As a consequence, inefficient use is being made of ITS which cannot therefore contribute effectively achieving (transport) policy objectives and mastering the increasing challenges facing road transport.

The general objective of this proposal is to establish a framework to accelerate and coordinate the deployment and use of Intelligent Transport Systems applied to road transport, including the interfaces with other transport modes (ITS) in order to support a more efficient and environmentally friendly, safer and more secure freight and passenger mobility in the European Union. Specific objectives include increasing system interoperability, ensuring seamless access, fostering continuity of services and setting up an efficient co-operation mechanism between all ITS stakeholders. In accordance with the principle of subsidiarity, the use of a (framework) directive is considered to be the most appropriate form to achieve the intended purpose. The technical details for the implementation, i.e. procedures and specifications, however, will be adopted by the Commission assisted by a Committee composed of Member States representatives. Without prejudice to the role of this Committee the Commission shall establish a European ITS Advisory Group to which representatives of relevant ITS stakeholders shall be invited and which will advise the Commission on business and technical aspects of the implementation and deployment of ITS in the EU.

• General context

The increasing congestion on our transport system (freight road transport is expected to increase by 55% and passenger road transport by 36 % by 2020) and the related energy consumption and negative environmental impacts (CO₂ emissions from transport will grow a further 15% by 2020) call for an innovative approach to respond to the growing needs and requirements for transportation and mobility. Traditional measures such as the expansion of the existing transport networks will not be feasible to this extent and new solutions need to be found.

In the past the Commission has given substantial support to ITS for road -related research and development work and first application of research results was done through the "Euro - regional" ITS deployment projects financed as part of the Trans -European Transport Network Programme.

One of the key proposals under i2010 is the Intelligent Car Initiative which aims to reduce road accidents, congestion and gridlock, and to lower fuel consumption and CO₂ emissions:

Electronic Stability Control (ESC) reduces accidents by helping drivers control their car when it skids, e-call aims to employ a hardware black box installed in vehicles that will wirelessly send airbag deployment and impact sensor information as well as localisation coordinates to local emergency agencies.

- **Existing provisions in the area of the proposal**

The present proposal focuses on ITS applications and services connected with road transport, including their interfaces with other transport modes. Similar initiatives focussing on other transport modes include the Single European Sky ATM Research (SESAR) for air transport, the European Rail Traffic Management System (ERTMS) for rail transport and the River Information Services (RIS) for inland waterway transport. Shipping has already introduced SafeSeaNet and Vessel Traffic Monitoring and Information Systems (VTMIS) and is progressing towards an Automatic Identification System (AIS) and Long -Range Identification and Tracking (LRIT).

A number of provisions also exist in road transport, notably Directive 2004/52/EC on electronic toll collection, Regulation (EEC) 3821/85 on recording equipment in road transport and Directive 2007/46/EC on a framework for the approval of motor vehicles and their trailers, and of systems, components and separate technical units intended for such vehicles. A clear coherence with the work of the relevant committees will be ensured.

- **Consistency with the other policies and objectives of the Union**

The proposal will support several of the (microeconomic) objectives of the Lisbon Strategy for growth and jobs. Foremost it will contribute to the objective of facilitating the spread and effective use of ITS. It will further contribute to the objectives of:

- facilitating all forms of innovation: cross-border knowledge transfer on ITS effective deployment
- expanding, improving and linking up European infrastructure and completing priority cross border projects: considering the case for appropriate infrastructure pricing systems
- encouraging the sustainable use of resources and strengthening the synergies between environmental protection and growth, especially promoting the development of means to internalise external costs
- increasing and improving investment in R&D, in particular by private business: better framework conditions for the exploitation of innovative ITS solutions

In the revision of the White Paper on Transport Policy of 2006, the Commission highlighted traffic congestion, energy security and climate change as the major challenges for transport in the European Union. New policy guidelines on efficiency, innovation, logistics and the greening of transport emerged from this revision and are fully in line with the core of the **Lisbon Strategy**.

The Communication on **Greening Transport**, adopted by the Commission in July 2008 (COM 2008(433)) provides in Chapter 4 for an **Action Plan on ITS for Road**, accompanied by a legislative initiative setting out a common approach to getting existing technologies onto

the market and in use. In addition, using existing infrastructure more efficiently will mean that less new infrastructure will be needed, avoiding habitat fragmentation and soil sealing.

This proposal also fits in with the **EU Sustainable Development Strategy** as it addresses several of the key issues identified in the 2005 review process as needing a stronger impetus. The key link between them is the aim to make transport more sustainable, e.g. to meet the objective of improving transport demand management and helping to meet the road safety objective of halving the number of road deaths by 2010 (compared to 2000). Further issues that will be addressed indirectly are reducing EU energy consumption, thus also limiting climate change effects.

Furthermore the proposal supports the implementation of Regulation (EC) 1/2005 on the protection of animals during transport and related operations (navigation systems).

2. CONSULTATION OF INTERESTED PARTIES AND IMPACT ASSESSMENT

• Consultation of interested parties

Consultation methods, main sectors targeted and general profile of respondents

Thirteen interviews with high-level experts and personalities from private and public stakeholder organisations were organised between November 2007 and the end of January 2008. These interviews led to an initial inventory of observations on factors impeding wider ITS deployment and market penetration. Potential actions that could be undertaken to achieve a faster uptake of ITS were addressed as well.

To discuss and consolidate these findings, two public workshops were held (22 February 2008 and 26 March 2008) with a total of more than 200 participants. These were complemented by an eSafety Forum session (Ljubljana, 25 April 2008).

An open consultation was conducted over the internet from 29/02/2008 to 31/03/2008. The results are available on http://ec.europa.eu/transport/road/consultations/its_en.htm.

Finally, Member States' delegates discussed the rationale behind specific proposed actions at a meeting in Brussels on 26 May 2008.

Summary of responses and how they have been taken into account

The interviews led to the following main conclusions:

- Market penetration: ITS deployment needs to be accelerated especially in the fields of urban and freight transport. This deployment should be policy-driven and aim at reaching a higher utilisation of the existing infrastructure capacity whilst increasing the efficiency and safety of transport operations.
- Implementation requirements: interoperability of applications and services needs to be agreed at Europe-wide level to enable seamless services across borders. This includes the harmonisation, and wherever appropriate, the standardisation of rules and procedures for data collection and processing.

- Deployment strategy: the wide deployment and integration of in-car services (e.g. speed alert, eCall, real-time traffic information) requires an overall strategy and concerted actions supported by leading stakeholders from industry, road authorities and network operators alike.
- Stakeholder coordination: a cross-sector coordination group involving all major players - application developers, industry and public authorities - is required in order to progress from intentions into effective realisations.

These conclusions were endorsed, and at parts extended, by the outcome of the workshops as follows:

- Implementation strategy: this should take the form of a detailed roadmap indicating clearly the actions envisaged and the responsibilities of the different players - Commission, public authorities, industry, etc. Wherever relevant, the actions should be backed by an appropriate legal basis. On specific applications and services the following aspects were deemed relevant:
 - (1) Human Machine Interaction (HMI): there is a need for standardised platforms and interfaces due to the safety implications
 - (2) Vehicle safety systems: co-operative systems (where vehicles and infrastructure interact via mobile communications) require synchronised deployment in the vehicle and on the infrastructure
 - (3) eCall: should not be introduced as a stand alone application
 - (4) Electronic payment: nation-wide and cross-border enforcement of electronic toll collection is deemed important to ensure that all commercial transport users are charged in a fair and equitable manner
 - (5) Traffic management: the complexity of road traffic management operations, encompassing both public and private means of road transport and their interfaces with other transport modes, call for new, more holistic, system - based traffic management and control approaches. A wide platform for the exchange of information between the relevant parties - network and service operators, road authorities, regional/local authorities - is deemed crucial to the fulfilment of such an ambitious goal.
- Roadmap concertation and coordination: whilst there is a clear need for an EU coordination structure, this should not overlap with existing similar bodies, such as the eSafety Forum, ERTICO etc.
- Business cases: the development of business cases for well identifying cooperation between private and public sectors in regard to ITS applications and services is considered to be a priority.

All these elements and contributions were duly considered in the actions that follow (cf the ITS Action Plan).

- **Collection and use of expertise**

Scientific/expertise domains concerned

Intelligent Transport Systems

Methodology used

Stakeholder interviews and workshops; meetings with experts from the Member States; a Preparatory Study for an Impact Assessment on the EC ITS Action Plan

Main organisations/experts consulted

Senior consultants from COWI-ECORYS and from Ankerbold Consulting were used respectively for the Preparatory study for an Impact Assessment and for conducting interviews with the stakeholders.

Thirteen interviews were organised between November 2007 and January 2008 with high - level experts and personalities from the following stakeholder communities: national ministries of transport, government -owned development and deployment agencies for ITS, city authority, membership -based international organisation bringing partners together to develop ITS-based services, toll motorway operators, ITS -based information service provider, membership-based organisation representing the heavy road transport industry, representatives of the Directors of the National Road Authorities, mobile telecommunications operator, a supplier of electronic components to the automotive industry and automobile and truck industry.

To consolidate the findings of these interviews, two workshops were held, one on 22 February and one on 26 March 2008 with more than 200 participants in total. This was complemented by a dedicated eSafety Forum¹ meeting in Ljubljana on 25 April 2008.

Finally Member States delegates discussed the rationale behind specific actions presented at a meeting in Brussels on 26 May 2008.

Summary of advice received and used

A faster and more coordinated deployment of ITS for road in Europe requires the establishment of a broad coordination structure, and a formal forum involving all stakeholders where public authorities and commercial actors can meet to discuss consensus -building activities to foster public-private collaboration. Where suitable platforms have not yet been developed, the organisation of "round tables" to gain consensus is recommended. Some form of ITS governance structure is needed, with a hierarchy of panels for consensus-building and coordination of ITS deployment at the local/regional, national and European levels.

Means used to make the expert advice publicly available

A summary of the results of the first round stakeholder's consultation is available on the internet:

http://ec.europa.eu/transport/road/consultations/its_en.htm.

¹ www.esafetysupport.org/en/news/esafety_forum_comments_on_ec_its_action_plan.htm

- **Impact assessment**

The impact analysis considers three policy options:

Option A: No additional new action

This option takes into account on-going Commission actions, e.g. specific research, Intelligent Car Initiative (research, technical harmonisation and awareness), support to deployment (EasyWay, CIVITAS), isolated standardisation and consultation of stakeholders. The Commission's services will continue financial support for research and deployment, voluntary agreements, specific standardisation mandates and (limited) regulative work – but, there is little coordination between the public and private sector and between Member States.

Continuing with this approach will ultimately result into the continuation of the current fragmentation of ITS applications and services across borders, leading to unbalanced deployment and a lack of continuity of ITS services throughout the Union.

Option B: Overcoming problems by concentrating on co-ordination and synergy measures

Option B will focus on the following main priority actions:

- (1) definition of a **functional open in-vehicle platform** allowing the multiple use of key components (communication technologies, positioning, processing power and Human Machine Interface)
- (2) setting up of a **High Level Group** as a forum for ITS stakeholders to exchange information, establish a general vision and producing guidelines relating to ITS deployment and to advise the Commission
- (3) definition of a framework for optimised use of **road and traffic data**
- (4) development of a framework for the **continuity of ITS services** (e.g. interfaces between interurban and urban transport)
- (5) tackling of data security and protection, **privacy and liability issues**

Under this option horizontal issues indirectly affecting the take up of ITS will be addressed with a focus on improved concertation among all stakeholders. It is expected that top-down steering will be constructive and effective, resulting in synchronised actions that will allow individual ITS services to penetrate the market in a more harmonised and better-supported way than in the baseline scenario A.

Option B will make use of the instruments available to the Commission services to support joint requests for standardisation and identify and prioritise requirements for financial support or legislative work.

Option B+: Option B extended with a Directive and a comitology procedure

Option B+ builds on the same measures as option B but formalises the co-operation and coordination aspect. The ITS High Level Group would be replaced by

- (1) a **European ITS Committee**, constituted of Member States representatives to assist the Commission in adopting specific measures in defined areas (corresponding to the basic enabling measures of option B) via a comitology procedure, and
- (2) an **ITS Advisory Group** constituted of high level representatives from different relevant sectors (i.e. ITS service providers, associations of users, transport and facilities operators, manufacturing industry, social partners, existing professional associations, etc...), advising the Commission on business and technical aspects and discussing provider and user requirements and priorities.

The Commission, assisted by the European ITS Committee would

- within its mandate, and where necessary, decide on specific actions for:
 - (1) the establishment of procedures and specifications, in particular for the accelerated deployment and use of traffic and travel data, European road traffic management, continuity of ITS services for freight and passengers, road safety and security, the definition of an open in-vehicle platform for ITS Services, including notably the use of a standardisation process (CEN/CENELEC/ETSI)
 - (2) type-approval of road-infrastructure-related ITS equipment and software, falling outside the scope of Directives 2002/24/EC, 2003/37/EC and 2007/46/EC.²
- exchange information with Member States.

Proposing secondary legislation via the comitology procedure would allow the Commission to assert effective coordination among stakeholders to remove existing bottlenecks and barriers.

The main difference between B and B+ is the adoption of a Directive putting obligations on the member states on the main priority areas defined under Option B, and the replacement of the High Level Group by the European ITS Committee assisting the Commission through comitology procedure. Considering both the direct impact (boosting uptake of ITS) and indirect impact (support for formation of economical, societal and environmental policies) **the preferred option is Option B+**, because it will have more impact than the other options, especially as regards co-operation and the potential for more rapid agreements on particular issues hampering deployment of ITS across Europe. The positive effects anticipated on congestion, road safety and emissions will thus be reached earlier.

² ITS are also covered by legislations related respectively to radio and telecommunications equipment (Directive R&TTE 1999/5/EC), to electromagnetic compatibility (Directive EMC 2004/108), to electrical equipment (Directive LVD 2006/95), to a common regulatory framework for electronic communications networks and services ([Directive 2002/21/EC](#)), to the authorisation of electronic communications networks and services ([Directive 2002/20/EC](#)) and to the access to, and interconnection of, electronic communications networks and associated facilities compatibility ([2002/19/EC](#)). Similar provisions are needed for road-infrastructure-related ITS equipment and software.

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3. LEGAL ELEMENTS OF THE PROPOSAL

- **Summary of the proposed action**

The proposed ITS Action Plan outlines priority areas to accelerate the coordinated deployment of ITS applications and services across the European Union.

The proposed Directive provides a framework for the implementation of this ITS Action Plan. The obligations imposed to the Member States through the Directive, will be supported by the Commission through the establishment, through comitology, of common specifications aimed at ensuring the EU-wide coordinated deployment of interoperable ITS. This work shall be carried out by the Commission, assisted by a European ITS Committee. This also provides for a framework for the exchange of information with the Member States.

Without prejudice to the role of the Committee the Commission shall establish an ITS Advisory Group composed of high level executives representing stakeholders from the most important areas (ITS service providers, associations of users, transport and facilities operators, manufacturing industry, social partners, professional associations) and which shall advise the Commission on business and technical aspects of the deployment and use of ITS in the European Union. This ITS Advisory Group will collect and compile input from existing fora such as the eSafety Forum, ERTRAC etc.

- **Legal basis**

Articles 71(1) of the Treaty establishing the European Community

- **Subsidiarity principle**

The subsidiarity principle applies insofar as the proposal does not fall under the exclusive competence of the Community.

The proposal respects the principle of subsidiarity because it addresses trans-national aspects that cannot be satisfactorily regulated by Member States such as the interoperability of equipment as well as establishing an internal market for ITS services. First of all, the action mainly concerns a trans-national deployment to achieve European and/or harmonised cross-border services for traffic and travel information and traffic management. Secondly, if no further Union action would be taken Member States would continue to develop and implement individual solutions, potentially creating a fragmented technological spectrum that might endanger future harmonisation and standardisation, or that would lead to lengthy processes for interoperability (as the European Electronic Toll Service shows). A further deterioration of the road traffic situation (accidents, congestion, cross-border discontinuity) would conflict with the requirements of the Treaty (especially Art. 70 "Common Transport Policy" and Art. 154 "promoting the interconnection and interoperability of national networks"). Thirdly, action at Community level is required and would have clear benefits for reason of effects (e.g. of common rules on liability as well as data security and privacy) or scale (e.g. through cost reductions for ITS applications due to common specifications and allowing for economies of scale). The objective of the proposed action can therefore only be achieved at Community level on the basis of a Community legal act

- **Proportionality principle**

The proposal complies with the proportionality principle for the following reasons:

The adoption of all the necessary detailed specifications by the Council and the European Parliament, on an individual basis wouldn't be practicable nor time-efficient. The Commission's involvement is limited to the minimum required for achieving the objectives of the proposal and does not go beyond what is necessary for that purpose. It is limited, in support of the Member States, to the definition, with the assistance of the European ITS Committee, of procedures and specifications in well identify priority areas that require a supra-national approach. Less conferred power would endanger an EU -wide integrated and coordinated deployment of interoperable ITS in road transport and their interfaces with other transport modes. The proposal complies with the proportionality principle.

The financial and administrative burden of this proposal is limited to travel expenses for the meetings of the Committee and of the Advisory Group.

- **Choice of instruments**

Proposed instrument: Directive.

Other means would not be adequate for the following reasons:

The self-regulatory approach pursued so far by Industry is not sufficient and calls for binding provisions at European level.

A regulation would be too prescriptive, considering that many of the required actions for the optimal levels of deployment of ITS may vary from country to country. On the other hand, soft measures, including recommendations and support to co-ordination, would not directly result in a general improvement of accelerated and coordinated deployment and use of Intelligent Transport Systems applied to road transport, including interfaces with other transport modes.

Users as well as manufacturers of hardware and software require a certain level of "security" with respect to the services to be provided, and the related equipment to deliver or consume these.

Therefore the issue calls for a legal framework at European level, where a Directive will enable Member States to adjust the established and agreed framework according to their individual needs.

A Directive is the most appropriate instrument, as the obligations imposed to the Member States recognise the different levels of ITS use and deployments, allowing them to concentrate on their priorities for implementing, while at the same time, leaving the power and responsibility to the Commission to define, with the European ITS Committee, the technical details (i.e. procedures and specifications) in support of the implementation of the Directive.

4. BUDGETARY IMPLICATION

Reimbursement of travel expenses (European ITS Committee and the Advisory Group 4 meetings a year each): 122.200,00 €

5. ADDITIONAL INFORMATION

- **European Economic Area**

The proposed act concerns an EEA matter and should therefore extend to the European Economic Area.

DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

laying down the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other transport modes

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Community, and in particular Article 71(1) thereof,

Having regard to the proposal from the Commission ³,

Having regard to the opinion of the European Economic and Social Committee ⁴,

Having regard to the opinion of the Committee of the Regions ⁵,

Acting in accordance with the procedure laid down in Article 251 of the Treaty

Whereas:

- (1) The increase of road transport associated with the growth of the European economy and with the mobility requirements of the citizens is a primary cause of increasing congestion of the road infrastructure and energy consumption, as well as environmental and social problems.
- (2) The response to those major challenges cannot be limited to traditional measures including, notably, the expansion of the existing road transport infrastructure. Innovation will have a major role to play in finding appropriate solutions for the Community.
- (3) The application of information and communication technologies to the road transport sector and its interfaces with other transport modes (ITS) will make a significant contribution to improving environmental performance, efficiency, including energy efficiency, safety and security of road transport and passenger and freight mobility whilst at the same time ensuring the functioning of the internal market and increased levels of competitiveness and employment.
- (4) Advances in the application of information and communication technologies to other transport modes should now be reflected in developments in the road transport sector,

³ OJ C , , p. .

⁴ OJ C , , p. .

⁵ OJ C , , p. .

in particular with a view to ensuring higher levels of integration in that field between road transport and other transport modes.

- (5) In some Member States national applications of these technologies are already being deployed in the road transport sector, but such deployment remains fragmented and uncoordinated and cannot provide geographical continuity of ITS services throughout the Community.
- (6) To ensure a coordinated and effective deployment of ITS within the Community as a whole, common specifications should be introduced. In the first instance, priority should be given to four main areas of ITS development and deployment.
- (7) The common specifications should *inter alia* take into account and build upon the experience and results already obtained in this area, notably in the context of the eSafety initiative⁶, launched by the Commission in April 2002. The eSafety Forum has been established by the Commission under that initiative to promote and further implement recommendations to support the development, deployment and use of eSafety systems.
- (8) ITS should build on interoperable systems based on open and public standards, available on a non-discriminatory basis to all application and service suppliers and users.
- (9) The deployment and use of ITS applications and services will entail the processing of personal data. Such processing should be carried out in accordance with Community rules, as set out, *inter alia*, in Directive 95/46/EC of the European Parliament and of the Council of 24 October 1995 on the protection of individuals with regard to the processing of personal data and on the free movement of such data⁷ and in Directive 2002/58/EC of the European Parliament and of the Council of 12 July 2002 concerning the processing of personal data and the protection of privacy in the electronic communications sector⁸.
- (10) The deployment and use of ITS applications and services, and notably traffic and travel information services, will entail the processing and use of road, traffic and travel data forming part of documents held by public sector bodies of the Member States. Such processing and use should be carried out in accordance with Community rules, as set out in Directive 2003/98/EC of the European Parliament and of the Council of 17 November 2003 on the re-use of public sector information.⁹
- (11) Directive 2007/46/EC¹⁰ establishes a framework for the type approval of motor vehicles and their trailers, and of systems, components and separate technical units intended for such vehicles, whilst Directives 2002/24/EC¹¹ and 2003/37/EC¹² relate to the type approval of two or three-wheel motor vehicles and agricultural or forestry

⁶ http://www.esafetysupport.org/download/European_Commission/048-esafety.pdf

⁷ OJ L 281, 23.11.1995, p. 31.

⁸ OJ L 201, 31.7.2002, p. 37.

⁹ OJ L 345, 31.12.2003, p.90

¹⁰ OJ L 263, 09.10.2007, p. 1

¹¹ OJ L 124, 09.05.2002, p. 1

¹² OJ L 171; 09.07.2003, p. 1

tractors, their trailers and interchangeable towed machinery respectively. Although the provisions in these Directives cover ITS -related equipment installed in vehicles, they do not apply to external road infrastructure ITS equipment and software, which should accordingly be covered by national type approval procedures.

- (12) For ITS applications and services for which accurate and guaranteed timing and positioning services are required, satellite -based infrastructures or any technology providing an equivalent level of precisions should be used ¹³.
- (13) Major stakeholders such as ITS service provider s, associations of ITS users, transport and facilities operators, representatives of the manufacturing industry, social partners, professional associations and local authorities should have the possibility to advise the Commission on the commercial and technical aspects of the deployment of ITS within the Community.
- (14) The measures necessary for the implementation of this Directive should be adopted in accordance with Council Decision 1999/468/EC of 28 June 1999 laying down the procedures for the exercise of implementing powers conferred on the Commission. ¹⁴
- (15) In particular the Commission should be empowered to adopt measures concerning the amendment of the Annexes and measures laying down more detailed specifications for the development, implementation and use of interoperable ITS. Since those measures are of general scope and are designed to amend non -essential elements of this Directive, *inter alia* by supplementing it with new non -essential elements they must be adopted in accordance with the regulatory procedure with scrutiny provided for in Article 5a of Decision 1999/468/EC.
- (16) In order to guarantee a coordinated approach, the Commission should ensure coherence between the activities of the committee established by this Directive and those of the Committee established by Directive 2004/52/EC of the European Parliament and of the Council of 29 April 2004 on the interoperability of electronic road toll systems in the Community ¹⁵, the Committee set up by Council Regulation (EEC) (No) 3821/85 on recording equipment in road transport ¹⁶, and the Committee of Directive 2007/46/EC of the European Parliament and of the Council of 5 September 2007 establishing a framework for the approval of motor vehicles and their trailers, and of systems, components and separate technical units intended for such vehicles ¹⁷.
- (17) Since the objective of this Directive, namely to ensure the coordinated deployment of interoperable ITS throughout the Community, cannot be sufficiently achieved by the Member States and can therefore , by reason of its scale and effects, be better achieved at Community level, the Community may adopt measures, in accordance with the principle of subsidiarity as set out in Article 5 of the Treaty. In accordance with the principle of proportionality as set out in that Article, this Directive does not go beyond what is necessary in order to achieve those objectives,

¹³ See Council Regulation N°1/2005 of 22 December 2004, OJ L 3, 5.1.2005, p.1 and Regulation (EC) No 683/2008 of the European Parliament and of the Council of 9 July 2008, OJ L 196, 24.7.2008, p. 1.

¹⁴ OJ L 184, 17.7.1999, p. 23.

¹⁵ OJ L 166, 30.04.2004, p. 124.

¹⁶ OJ L 370, 31.12.1985, p. 8.

¹⁷ OJ L 263, 9.10.2007, p. 1,

HAS ADOPTED THIS DIRECTIVE:

Article 1

Subject matter and scope

This Directive establishes a framework for the coordinated deployment and use of intelligent transport systems within the Community and the development of the specifications necessary for that purpose.

It shall apply to all intelligent transport systems in the field of road transport and interfaces with other transport modes.

Article 2

Definitions

For the purposes of this Directive, the following definitions shall apply:

- (a) "Intelligent Transport Systems (ITS) " means systems, in which information and communication technologies are applied, in support of road transport (including infrastructure, vehicles and users) and for the interfaces to other transport modes;
- (b) "interoperability" means the capacity of systems, and of the underlying business processes, to exchange data and to share information and knowledge;
- (c) "ITS application" means an operational instrument for the application of ITS;
- (d) "ITS service" means the deployment of an ITS application through a well - defined organisational and operational framework with the aim of contributing to the user safety, efficiency, comfort and/or to facilitate or support transport and travel operations;
- (e) "ITS service provider " means any provider of an ITS service, whether public or private;
- (f) "ITS user" means any user of ITS applications or services including travellers, road transport infrastructure users and operators, fleet managers and operators of emergency services;
- (g) "nomadic device " means an item of communication or information equipment that can be brought inside the vehicle by the driver to be used while driving, such as a mobile phone, navigation system or pocket personal computer;
- (h) "platform" means the encompassing functional, technical and operational environment enabling the deployment, provision or exploitation of ITS applications and services.

Article 3

Deployment of ITS

1. Member States shall take the necessary measures to ensure the coordinated deployment and use of interoperable ITS applications and services within the Community.
2. Member States shall in particular:
 - (a) ensure that reliable and regularly updated relevant road transport data is made available to ITS users and ITS service providers;
 - (b) ensure that road traffic and travel data and other relevant information can be exchanged between the competent traffic information and control centres in different regions or in different Member States;
 - (c) take the necessary measures to integrate safety and security -related ITS systems into vehicles and road infrastructure and to develop safe human - machine interfaces, in particular for nomadic devices;
 - (d) take the necessary measures to integrate different ITS applications , involving the exchange of information and communication between vehicles and the road infrastructure within a single platform.
3. For the purposes of ITS applications and services that require global, continuous, accurate and guaranteed timing and positioning services, satellite -based infrastructures, or any technology providing equivalent levels of precision shall be used.
4. When adopting the measures provided for in paragraphs 1 and 2 Member States shall take into account the principles set out in Annex I

Article 4

Specifications

1. The Commission shall define specifications for the deployment and use of ITS, in particular in the following priority areas:
 - (a) optimal use of road, traffic and travel data ;
 - (b) continuity of traffic and freight management ITS services on European Transport Corridors and in conurbations ;
 - (c) road safety and security;
 - (d) integration of the vehicle into the transport infrastructure .
2. The specifications shall be based on the principles set out in Annex I and shall comprise at least the core elements set out in Annex II.

3. Those measures designed to amend non-essential elements of this Directive by supplementing it shall be adopted in accordance with the regulatory procedure with scrutiny referred to in Article 8(2).

Article 5

Type-approval of road infrastructure related ITS equipment and software

1. Where necessary for efficiency, including energy efficiency, safety or security, or environmental protection reasons ITS equipment and software applications falling outside the scope of Directives 2002/24/EC, 2003/37/EC and 2007/46/EC, shall be type-approved before being put into service.
2. Member States shall notify to the Commission the national bodies responsible for the type-approval of ITS equipment and software applications covered by this Directive. The Commission shall communicate such information to the other Member States.
3. All Member States shall recognise type-approvals issued by the national bodies of the other Member States referred to in paragraph 2.

Article 6

Rules on privacy, security and re-use of information

1. Member States shall ensure that the processing of personal data in the context of the operation of ITS is carried out in accordance with the Community rules protecting the freedoms and fundamental rights of individuals, in particular Directives 95/46/EC and 2002/58/EC.
2. In particular, Member States shall ensure that ITS data and records are protected against misuse, including unlawful access, alteration or loss
3. Directive 2003/98/EC¹⁸ shall apply.

Article 7

Amendment procedure

The Commission may amend the Annexes in order to reflect the experience gained from the application of this Directive and may further adapt the Annexes to technical progress.

Those measures designed to amend non-essential elements of this Directive, *inter alia* by supplementing it, shall be adopted in accordance with the regulatory procedure with scrutiny referred to in Article 8(2).

¹⁸ OJ L 345, 31.12.2003, p. 90

Article 8

Committee

1. The Commission shall be assisted by a committee, called the *European ITS Committee (EIC)*, hereafter referred to as "the Committee", composed of representatives of the Member States and chaired by a representative of the Commission.
2. Where reference is made to this paragraph, Article 5a(1) to (4) and Article 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

Article 9

European ITS Advisory Group

The Commission shall establish a European ITS Advisory Group to advise it on business and technical aspects of the deployment and use of ITS in the Community. The group shall be composed of high level representatives from relevant ITS service providers, associations of users, transport and facilities operators, manufacturing industry, social partners, professional association, local authorities and other relevant fora.

Article 10

Reporting

1. Member States shall submit to the Commission by *[six months after the entry into force of this Directive]* at the latest a detailed report on their national activities and projects regarding the priority areas laid down in Article 4(1) and including at least the information set out in Annex III.
2. Member States shall provide to the Commission by *[two years after the entry into force of this Directive]* at the latest their plans for national ITS actions over the following five years including at least the information set out in Annex III.
3. Member States shall report annually thereafter on the progress made in the implementation of these plans.
4. The Commission shall report bi-annually to the European Parliament and to the Council.

Article 11

Transposition

1. Member States shall bring into force the laws, regulations and administrative provisions necessary to comply with this Directive by *[24 months after entry into force of this Directive]* at the latest. They shall forthwith communicate to the

Commission the text of those provisions and a correlation table between those provisions and this Directive.

When Member States adopt those provisions, they shall contain a reference to this Directive or be accompanied by such a reference on the occasion of their official publication. Member States shall determine how such reference is to be made.

2. Member States shall communicate to the Commission the text of the main provisions of national law which they adopt in the field covered by this Directive.

Article 12

Entry into force

This Directive shall enter into force on the twentieth day following that of its publication in the Official Journal of the European Union.

Article 13

Addressees

This Directive is addressed to the Member States.

Done at Brussels,

*For the Council
The President*

ANNEX I

ITS DEPLOYMENT PRINCIPLES AS REFERRED TO IN ARTICLE 3

The selection and deployment of ITS applications and services shall be based upon an evaluation of needs, and shall respect the following principles:

- (a) **Effectiveness** – the ability to make a tangible contribution towards solving the key challenges affecting road transportation in Europe (e.g. reducing congestion, lowering of emissions, improving energy efficiency, attaining higher levels of safety and security);
- (b) **Cost-efficiency** – the ratio of costs in relation to output with regard to meeting objectives;
- (c) **Geographical continuity** – the ability to ensure seamless services across the Community, in particular on the trans-European transport network;
- (d) **Interoperability** – the ability of systems to exchange data and to enable information and knowledge to be shared;
- (e) **Degree of maturity** – the level of development. .

ANNEX II

CORE ELEMENTS OF THE SPECIFICATIONS AS REFERRED TO IN ARTICLE 4

(1) Optimal use of road, traffic and travel data

The specifications for an optimal use of road, traffic and travel data shall include the following:

- (a) The definition of the necessary requirements to make real -time traffic and travel information accurate and available across borders to ITS users, in particular:
 - The availability of accurate public road and real -time traffic data used for real-time traffic and travel information to ITS service providers
 - The facilitation of the electronic exchange between the relevant public authorities and stakeholders and the relevant ITS service providers, across borders
 - The timely updating of public road and traffic data used for real -time traffic and travel information by the relevant public authorities and stakeholders
 - The timely updating of real-time traffic and travel information by the ITS service providers
- (b) The definition of the necessary requirements for the collection by relevant public authorities of road and traffic data (including e.g. traffic circulation plans, traffic regulations and recommended routes, notably for heavy goods vehicles) and for their provisioning to ITS service providers, in particular:
 - The availability of public road and traffic data (including e.g. traffic circulation plans, traffic regulations and recommended routes) collected by the relevant public authorities to ITS service providers
 - The facilitation of the electronic exchange between the relevant public authorities and the ITS service providers
 - The timely updating of public road and traffic data (including traffic circulation plans, traffic regulations and recommended routes) by the relevant public authorities
 - The timely updating of the ITS services and applications using this public road and traffic data by the ITS service providers
- (c) The definition of the necessary requirements to make public road and traffic data used for digital maps accurate and available to digital map producers and service providers, in particular:

- The availability of public road and traffic data used for digital maps to digital map producers and service providers
 - The facilitation of the electronic exchange between the relevant public authorities and stakeholders and the private digital map producers and providers
 - The timely updating of public road and traffic data for digital maps by the relevant public authorities and stakeholders
 - The timely updating of the digital maps by the digital maps producers and service providers
- (d) The definition of minimum requirements for the free provision of "universal traffic messages" to all road users, as well as their minimum content, in particular:
- The use of a standardised list of safety related traffic events ("universal traffic messages") which should be communicated to ITS users free of charge
 - The compatibility of and the integration of "universal traffic messages" into ITS services for real-time traffic and travel information.

(2) Continuity of traffic and freight management ITS services on European Transport Corridors and in conurbations

The specifications for the continuity and interoperability of the traffic and freight management services and on European transport corridors and in conurbations shall include the following:

- (a) the definition of the minimum/ necessary requirements for the continuity of ITS services for freight and passengers along transport corridors and across different modes, in particular:
- The facilitation of the electronic exchange for traffic data and information across borders, regions, or between urban and inter-urban areas between the relevant traffic information/control centres
 - The use of standardised information flows or traffic interfaces between the relevant traffic information/control centres
- (b) The definition of the necessary measures to use innovative ITS technologies (Radio Frequency Identification Devices (RFID) or Galileo/Egnos) in the realisation of ITS applications (notably the tracking and tracing of freight along its journey and across modes) for freight transport logistics (eFreight), in particular :
- The availability of relevant ITS technologies to and their use by ITS application developers

- The integration of localisation results (through e.g. RFID and/or Galileo/EGNOS) in the traffic management tools and centres
- (c) The definition of the necessary measures to develop an ITS architecture for urban mobility including an integrated and multi-modal approach for travel planning, transport demand and traffic management, in particular:
 - The availability of public transport, travel planning, transport demand, traffic data and parking data to urban control centres
 - The facilitation of the electronic data exchange between the different urban control centres for public or private transport and through all possible transport modes
 - The integration of all relevant data and information in a single architecture

(3) Road safety and security

The specifications for ITS road safety and security applications shall include the following:

- (a) The definition of the necessary measures for the harmonised introduction of pan-European eCall, including:
 - The availability of the required in-vehicle ITS data to be exchanged
 - The availability of the necessary equipment in the road infrastructure (rescue) centres (Public Service Access Points) receiving the data emitted from the vehicles
 - The facilitation of the electronic data exchange between the vehicles and the road infrastructure (rescue) centres (Public Service Access Points)
- (b) The definition of the necessary measures to guarantee the safety of road users with respect to their on-board Human-Machine-Interface and the use of nomadic devices, as well as the security of the in-vehicle communications
- (c) The definition of the necessary measures to guarantee the safety and comfort of vulnerable road users for all ITS applications
- (d) The definition of the necessary measures to provide secure parking places for truck and commercial vehicles and ITS based parking and reservation systems, in particular:
 - The availability of sufficient parking facilities
 - The availability of the road parking information to the users
 - The facilitation of the electronic data exchange between road parking sites, centres and the vehicles.

- The integration of relevant ITS technologies in both vehicles and parking road facilities to update the information on available parking space for reservation purposes

(4) Integration of the vehicle into the transport infrastructure

The specifications for ITS for integration of the vehicle into the transport infrastructure shall include the following:

- (a) The definition of necessary measures to integrate different ITS applications on an open in-vehicle platform, based in particular on:
 - The identification of functional requirements of existing or planned ITS applications
 - The definition of an open-system architecture that guarantees the interoperability/interconnection with infrastructure systems and facilities
 - The integration of future new or upgraded ITS applications in a "plug and play" manner into an open in-vehicle platform
 - The use of standardisation process to adopt the architecture, and the open in-vehicle specifications
- (b) The definition of necessary measures to further progress the development and implementation of cooperative (vehicle infrastructure) systems, in particular:
 - The facilitation of the exchange of data and information between vehicle and vehicle, vehicle and infrastructure, infrastructure and infrastructure
 - The availability to the respective parties (vehicle or road infrastructure) of the relevant data or information to be exchanged
 - The use of a standardised message format for this exchange of data between the vehicle and the infrastructure
 - The definition of a communication infrastructure for each type of exchange (V2V, V2I, I2I)
 - The use of standardisation processes to adopt the respective architectures

ANNEX III

GUIDELINES FOR THE C ONTENT OF REPORTS ON NATIONAL ITS ACTION S REFERRED TO IN ARTIC LE 10

- (1) The reports with regard to the priority areas laid down in Article 4(1) provided by the Member States according to Article 10 shall cover the national level. They can however be extended to the regional and/or selected local level, if relevant.
- (2) The report to be provided according to Article 10 (1) shall include, at least, the following information:
 - (a) the current national strategy with regard to ITS
 - (b) its objectives and their underlying rationale
 - (c) a brief description of the status of ITS deployment and framework conditions
 - (d) priority areas for current actions and related measures
 - (e) an indication as to how this strategy and these actions or measures support the coordinated and interoperable deployment of ITS applications and continuity of services in the Community (see Article 4(1)).
- (3) The report to be provided according to Article 10 (2) shall include, at least, the following information:
 - (a) the national strategy with regard to ITS, including its objectives
 - (b) a detailed description of ITS deployment and framework conditions
 - (c) the planned priority areas for actions and related measures, including an indication on how these tackle the priority areas laid down in Article 4(1)
 - (d) details on the implementation of current and planned actions as regards
 - Instruments
 - Resources
 - Consultation and active s takeholders
 - Milestones
 - Monitoring

LEGISLATIVE FINANCIAL STATEMENT

1. **NAME OF THE PROPOSAL: DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL LAYING DOWN THE FRAMEWORK FOR THE DEPLOYMENT OF INTELLIGENT TRANSPORT SYSTEMS IN THE FIELD OF ROAD TRANSPORT AND FOR INTERFACES WITH OTHER TRANSPORT MODES**

2. **ABM / ABB FRAMEWORK**

Title 6: Energy and Transport

3. **BUDGET LINES**

3.1. **Budget lines (operational lines and related technical and administrative assistance lines (ex-B..A lines) including headings:**

3.2. **Duration of the action and of the financial impact:**

3.3. **Budgetary characteristics:**

Budget line	Type of expenditure		New	EFTA contribution	Contributions from applicant countries	Heading in financial perspective

4. SUMMARY OF RESOURCES

4.1. Financial Resources

4.1.1. Summary of commitment appropriations (CA) and payment appropriations (PA)

EUR million (to 3 decimal places)

Expenditure type	Section no.		2010	2011	2012	2013	2014	2015 and later	Total
------------------	-------------	--	------	------	------	------	------	----------------	-------

Operational expenditure¹⁹

Commitment Appropriations (CA)	8.1.	a							
Payment Appropriations (PA)		b							

Administrative expenditure within reference amount²⁰

Technical & administrative assistance (NDA)	8.2.4.	c							
---	--------	---	--	--	--	--	--	--	--

TOTAL REFERENCE AMOUNT

Commitment Appropriations		a+c							
Payment Appropriations		b+c							

Administrative expenditure not included in reference amount²¹

Human resources and associated expenditure (NDA)	8.2.5.	d	0.101	0.101	0.101	0.101	0.101	0.101	0.606
Administrative costs, other than human resources and associated costs, not included in reference amount (NDA)	8.2.6.	e	0.122	0.122	0.122	0.122	0.122	0.122	0.732

Total indicative financial cost of intervention

TOTAL CA including cost of Human Resources		a+c +d +e	0.223	0.223	0.223	0.223	0.223	0.223	1.338
TOTAL PA including cost of Human Resources		b+c +d +e	0.223	0.223	0.223	0.223	0.223	0.223	1.338

¹⁹ Expenditure that does not fall under Chapter xx 01 of the Title xx concerned.

²⁰ Expenditure within article xx 01 04 of Title xx.

²¹ Expenditure within chapter xx 01 other than articles xx 01 04 or xx 01 05.

Co-financing details

If the proposal involves co-financing by Member States, or other bodies (please specify which), an estimate of the level of this co-financing should be indicated in the table below (additional lines may be added if different bodies are foreseen for the provision of the co-financing):

EUR million (to 3 decimal places)

Co-financing body		2010	2011	2012	2013	2014	2015 and later	Total
.....	f							
TOTAL CA including co-financing	a+c +d +e +f	0.223	0.223	0.223	0.223	0.223	0.223	1.338

4.1.2. Compatibility with Financial Programming

- .. Proposal is compatible with existing financial programming.
- .. Proposal will entail reprogramming of the relevant heading in the financial perspective.
- .. Proposal may require application of the provisions of the Interinstitutional Agreement²² (i.e. flexibility instrument or revision of the financial perspective).

4.1.3. Financial impact on Revenue

- .. Proposal has no financial implications on revenue
- .. Proposal has financial impact – the effect on revenue is as follows:

EUR million (to one decimal place)

		Prior to action [Year n-1]	Situation following action					
Budget line	Revenue		2010	2011	2012	2013	2014	2015
	a) Revenue in absolute terms							
	b) Change in revenue	D						

²² See points 19 and 24 of the Interinstitutional agreement.

4.2. Human Resources FTE (including officials, temporary and external staff) – see detail under point 8.2.1.

Annual requirements	2010	2011	2012	2013	2014	2015 and later
Total number of human resources	0,83	0,83	0,83	0,83	0,83	0,83

5. CHARACTERISTICS AND OBJECTIVES

5.1. Need to be met in the short or long term

5.2. Value-added of Community involvement and coherence of the proposal with other financial instruments and possible synergy

5.3. Objectives, expected results and related indicators of the proposal in the context of the ABM framework

5.4. Method of Implementation (indicative)

X Centralised Management

X directly by the Commission

.. indirectly by delegation to:

.. executive Agencies

.. bodies set up by the Communities as referred to in art. 185 of the Financial Regulation

.. national public-sector bodies/bodies with public -service mission

.. Shared or decentralised management

.. with Member states

.. with Third countries

.. Joint management with international organisations (please specify)

Relevant comments:

6. MONITORING AND EVALUATION

6.1. Monitoring system

6.2. Evaluation

6.2.1. *Ex-ante evaluation*

6.2.2. *Measures taken following an intermediate/ex -post evaluation (lessons learned from similar experiences in the past)*

6.2.3. *Terms and frequency of future evaluation*

7. ANTI-FRAUD MEASURES

Not applicable

8. DETAILS OF RESOURCES

8.1. Objectives of the proposal in terms of their financial cost²³

Commitment appropriations in EUR million (to 3 decimal places)

(Headings of Objectives, actions and outputs should be provided)	Type of output	Av. cost	2010		2011		2012		2013		2014		2015 and later		TOTAL	
			No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost	No. outputs	Total cost
OPERATIONAL OBJECTIVE No.1 ²⁴																
Action 1.....																
- Output 1																
- Output 2																
Action 2.....																
- Output 1																
Sub-total Objective 1																
OPERATIONAL OBJECTIVE No.2 ¹																

²³ For information: A budget of 300 mio € for ITS Road specific projects has been programmed within the Multi-annual Programme of the Trans-European Transport Network for the years 2007-2013.

²⁴ As described under Section 5.3

Action 1.....																
- Output 1																
Sub-total Objective 2																
OPERATIONAL OBJECTIVE No.n 1																
Sub-total Objective n																
TOTAL COST																

8.2. Administrative Expenditure

8.2.1. Number and type of human resources

Types of post		Staff to be assigned to management of the action using existing and/or additional resources (number of posts/FTEs)					
		2010	2011	2012	2013	2014	2015
Officials or temporary staff ²⁵ (XX 01 01)	A*/AD	0,50	0,50	0,50	0,50	0,50	0,50
	B*, C*/AST	0,33	0,33	0,33	0,33	0,33	0,33
Staff financed ²⁶ by art. XX 01 02							
Other staff ²⁷ financed by art. XX 01 04/05							
TOTAL		0,83	0,83	0,83	0,83	0,83	0,83

8.2.2. Description of tasks deriving from the action

8.2.3. Sources of human resources (statutory)

- .. Posts currently allocated to the management of the programme to be replaced or extended
- .. Posts pre-allocated within the APS/PDB exercise for year n
- .. Posts to be requested in the next APS/PDB procedure
- X Posts to be redeployed using existing resources within the managing service (internal redeployment)
- .. Posts required for year n although not foreseen in the APS/PDB exercise of the year in question

²⁵ Cost of which is NOT covered by the reference amount

²⁶ Cost of which is NOT covered by the reference amount

²⁷ Cost of which is included within the reference amount

8.2.4. *Other Administrative expenditure included in reference amount (XX 01 04/05 – Expenditure on administrative management)*

EUR million (to 3 decimal places)

Budget line (number and heading)	2010	2011	2012	2013	2014	2015 and later	TOTAL
1 Technical and administrative assistance (including related staff costs)							
Executive agencies ²⁸							
Other technical and administrative assistance							
- <i>intra muros</i>							
- <i>extra muros</i>							
Total Technical and administrative assistance							

8.2.5. *Financial cost of human resources and associated costs not included in the reference amount*

EUR million (to 3 decimal places)

Type of human resources	2010	2011	2012	2013	2014	2015 and later
Officials and temporary staff (XX 01 01)	0.101	0.101	0.101	0.101	0.101	0.101
Staff financed by Art XX 01 02 (auxiliary, END, contract staff, etc.) (specify budget line)						
Total cost of Human Resources and associated costs (NOT in reference amount)	0.101	0.101	0.101	0.101	0.101	0.101

Calculation– *Officials and Temporary agents*

²⁸ Reference should be made to the specific legislative financial statement for the Executive Agency(ies) concerned.

--

Calculation – <i>Staff financed under art. XX 01 02</i>

8.2.6. *Other administrative expenditure not included in reference amount*

EUR million (to 3 decimal places)

	2010	2011	2012	2013	2014	2015 and later	TOTAL
XX 01 02 11 01 – Missions							
XX 01 02 11 02 – Meetings & Conferences	0.052	0.052	0.052	0.052	0.052	0.052	0.312
XX 01 02 11 03 – Committees ²⁹	0.070	0.070	0.070	0.070	0.070	0.070	0.420
XX 01 02 11 04 – Studies & consultations							
XX 01 02 11 05 - Information systems							
2 Total Other Management Expenditure (XX 01 02 11)							
3 Other expenditure of an administrative nature (specify including reference to budget line)							
Total Administrative expenditure, other than human resources and associated costs (NOT included in reference amount)	0.122	0,122	0,122	0,122	0,122	0,122	0.732

Calculation - <i>Other administrative expenditure <u>not</u> included in reference amount</i>

²⁹ ITS Committee of Comitology

The needs for human and administrative resources shall be covered within the allocation that can be granted to the managing DG in the framework of the annual procedure in the light of budgetary constraints.



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, xxx
SEC(2008) 3083

COMMISSION STAFF WORKING DOCUMENT

Accompanying document to the

COMMUNICATION FROM THE COMMISSION

Action Plan for the Deployment of Intelligent Transport Systems in Europe

and the

Proposal for a

DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

**laying down the framework for the deployment of Intelligent Transport Systems in
the field of road transport and for interfaces with other transport modes**

IMPACT ASSESSMENT

{COM(2008) 887 final}

{COM(2008) 886 final

{SEC(2008) 3084}

TABLE OF CONTENTS

1.	Introduction.....	6
1.1.	What are Intelligent Transport Systems (ITS)?	6
1.2.	Target.....	6
2.	Procedural issues and Consultation of interested parties.....	7
2.1.	Expertise	7
2.2.	Consultation of Stakeholders	7
2.2.1.	Meetings with public authorities, industry and other interested parties.....	7
2.2.2.	Wider consultation of the public	8
2.2.3.	Consultation of other Commission services	8
2.2.4.	Main results of the consultations.....	8
2.3.	Follow-up of the recommendations made by the Impact Assessment Board.....	11
3.	Problem Definition: why is there a need to act?.....	12
3.1.	Nature of the problem.....	12
3.1.1.	Problem drivers hindering ITS take up.....	14
3.1.2.	How are ITS applications domains affected by the problem drivers?.....	16
3.1.3.	Relevance of ITS to (transport) policy and related objectives — why should the EU act?.....	17
3.2.	What happens if nothing is done?	22
3.2.1.	Risk of fragmented deployment of ITS	22
3.2.2.	Difficulty to achieve further EU transport policy objectives.....	23
3.2.3.	Impact on main policy objectives regarding congestion (avoidance), road safety, environmental nuisance and security of the transport system	24
3.3.	Who is affected.....	26
3.4.	EU right to act and principle of subsidiarity	26
4.	Objectives	27
4.1.	General objective.....	27
4.2.	Specific objectives.....	29
5.	Policy options	29
5.1.	Policy Option A (baseline scenario): no additional new action.....	29

5.2.	Policy Option B: Overcoming specific problems by concentrating on enabling actions and application fields, indirectly supporting development and wider deployment of ITS services	32
5.3.	Policy Option B+: Option B extended with a comitology procedure	34
6.	Analysis of Impact.....	36
6.1.	Methodological Considerations	36
6.1.1.	Approach.....	36
6.1.2.	Use of TRANSTOOLS simulations	38
6.1.3.	Uncertainty surrounding the impact analysis.....	39
6.2.	Impact of Policy Option A — No additional new actions (baseline scenario).....	39
6.2.1.	Direct impacts	39
6.2.2.	Indirect impacts	40
6.3.	Impact of policy Option B: Overcoming specific problems by concentrating on enabling actions and application fields, indirectly supporting development and wider deployment of ITS services.....	41
6.3.1.	Direct impacts:	42
6.3.2.	Indirect impact	48
6.4.	Impact of policy Option B+: Option B extended with a comitology procedure.....	52
6.4.1.	Direct impacts:	53
6.4.2.	Indirect impacts:.....	55
6.5.	Administrative costs	56
7.	Comparison of policy Options	57
7.1.1.	Direct impacts	57
7.1.2.	Indirect impacts:.....	58
7.1.3.	Conclusion	58
8.	Monitoring and Evaluation.....	59

This report commits only the Commission services involved in its preparation and does not prejudge the final form of any decision to be taken by the Commission.

Lead DG: TREN

Other services involved: SG, DG ECFIN, DG EMPL, DG ENTR, DG ENV, DG INFSO, DG RTD, DG TAXUD and JRC

Agenda planning or WP reference: TREN/2008/035

EXECUTIVE SUMMARY

This working document assesses different strategies and actions the European Commission might undertake to improve the deployment of Intelligent Transport Systems (ITS) for road and their interconnections with other modes of transport.

ITS stands for Intelligent Transport Systems which apply emerging information and communication technologies (ICT) to transport. ITS are related to all transport modes and facilitate their interaction (co-modality) and interlinking. ITS applications have been developed in several modes of transport, leveraging functionalities of existing operations and services by boosting their effectiveness and cross-linking, and by providing better responses to user needs.

ITS applications and services have the potential to increase transport efficiency, safety and security, to reduce congestion and also to improve the environmental performance of the transport system. In addition, by supporting and improving effectiveness of transport operations, it can also be expected that ITS services will have a strong, positive influence on the competitiveness of the European manufacturing industries and on the economy in general.

Broader deployment of ITS, in particular a more generalised use of advanced instruments such as interoperable electronic toll payment and demand management systems, is crucial to several policies which the European Commission proposes to introduce, in particular for the greening of transport - based mainly on the internalisation of external costs.

Furthermore, the rapid growth of freight transport with consequent congestion, accidents, noise, pollution and energy use are among the economic, social and environmental problems that need to be addressed. Innovative solutions in road transport are clearly needed, but are currently not sufficiently developed nor deployed to face the challenges of fast-growing demand for freight and passenger transport.

In spite of their potential to contribute positively to transport policy objectives, ITS solutions in road transport are being taken up slower than expected and, in general, services are deployed on a fragmented basis as a result of, inter alia, transport authorities increasingly but in an uncoordinated way exploring options to better manage their transport systems. This leads to a patchwork of different national, regional and local solutions without clear harmonisation; users need to adapt to each of them and that is endangering the integrity of the single market throughout the EU.

As part of the current exercise, an intense effort was made to consult representatives of the public sector, industry and other interested parties, resulting in a number of priority application domains for EU-wide deployment of ITS and a set of potential measures to be launched in order to foster such process .

Considering the general objective to accelerate the uptake of ITS in Europe, the impact assessment considers three policy options, comparing their effects on specific objectives of interoperability, cooperation and (solving) privacy and liability issues.

A No additional new action (baseline scenario)

B Overcoming problems by concentration on enabling actions and application fields (functional open ITS platform, optimal use of road and traffic data, continuity of services and addressing privacy & liability)

B+ Option B extended with a comitology procedure.

The main difference between B and B+ is the replacement of a High Level Group by a European ITS Committee assisting the Commission through the comitology procedure. The main advantage of Option B+ is a faster and more harmonised deployment of ITS services. The anticipated positive impacts on congestion, road safety and emissions will thus be reached earlier. That is why this option is more effective: Option B+ will save more lives and more time otherwise spent in congestion, and will reduce CO₂ emissions most.

Considering both their direct impact (boosting uptake of ITS) and indirect impact (supporting economic, social and environmental policies) the preferred option is Option B+.

Option B+ focuses on an limited set of ‘horizontal’ actions that address main identified bottlenecks and problem areas, and as such directly and indirectly foster development and consistent, harmonised deployment of ITS in Europe. Option B+ builds on broad concertation and cooperation with major stakeholders to get selected measures implemented, but also incorporates the mechanisms — whenever necessary — to allow the Commission, assisted by a European ITS Committee, to adopt such measures via a comitology procedure. This procedure will ensure an effective steering and management of the necessary processes at minimum administrative cost and should result in rapid positive impacts on congestion, safety and emissions.

The proposed legal instrument to set up this framework would be a Directive, which recognises the different levels of ITS use and deployment, while at the same time leaving the power and responsibility to the Commission to define, with the European ITS Committee, the technical details in support of the implementation of the Directive.

1. INTRODUCTION

1.1. What are Intelligent Transport Systems (ITS)?

The mid-term review of the European Commission's 2001 White Paper on Transport Policy¹ suggests that **innovation** can play a considerable part in making road transport more efficient, safer and cleaner.

In particular applying available and emerging information and communication technologies (ICT) can help to deliver safe, efficient, sustainable and seamless transport of goods and people. These ICT applications are commonly known as **Intelligent Transport Systems (ITS)**. ITS apply to all transport modes and facilitate their interlinking (co-modality). Typical applications include (multi-modal) trip planners, combined public transport ticket dispensers or River Information and Air Traffic Control Systems. Examples in road transport are dynamic traffic management with variable speed limits, Parking Guidance & Reservation, Navigation Devices and (Advanced) Driver Assistance Systems like Electronic Stability Control or Lane Departure Warning Systems.

The ITS action plan covered by the present impact assessment report was announced in the mid-term review of the European Commission's 2001 transport White Paper as the "launch of a major programme to roll out intelligent infrastructure for road transport."

1.2. Target

Though ITS are not limited to road transport, the **focus** in the present exercise is on the **Road Transport System and its interfaces with the other modes**. Other modes already have similar initiatives such as the Single European Sky ATM Research (SESAR) for air, the European Rail Traffic Management System (ERTMS) for rail, River Information Services (RIS) for inland waterway transport and SafeSeaNet and Vessel Traffic Monitoring and Information Systems (VTMIS) for maritime transport.

This impact assessment (IA) examines the options for action in favour of ITS for road transport in the EU and considers their likely effects. This IA is the basis for the ITS action plan, a set of dedicated measures to encourage take-up of ITS for Roads which the European Commission has planned to adopt in Autumn 2008, and for the accompanying legislative proposal on the setting up of a comitology procedure allowing the Commission, assisted by a Committee, to issue decisions in specific areas when necessary.

This impact assessment addresses the items listed in Art. 21(1) of the Implementing Rules and can therefore be regarded as an ex-ante evaluation.

¹ COM(2006) 314: "New technologies coming to market in the near future will gradually provide new services to citizens and allow improved real-time management of traffic movements and capacity use, as well as the tracing and tracking of flows for environmental and security purposes. In addition to the obvious benefits to transport operators and clients, new systems will provide public administration with rapid and detailed information on infrastructure and maintenance needs. They will not only enhance driving comfort but also help to increase safety and security and to tackle wasteful transport patterns in the interest of environmental sustainability."

Obvious links exist between this exercise and the Logistics² and Urban Mobility Action Plans³ as ITS are also used as a tool to optimise logistics and urban mobility. Examples are e-freight, smart freight distribution in cities and security of commercial and public transport.

2. PROCEDURAL ISSUES AND CONSULTATION OF INTERESTED PARTIES

2.1. Expertise

This impact assessment relies on results from various work carried out over the past years — EU research projects, support to deployment and customer surveys.

Since 1988, the Commission has financed several research and development programmes on ITS which have delivered many useful results and products which in some cases are still awaiting full exploitation. Useful input on the impact of in-vehicle safety systems has come from the SEISS and eImpact studies⁴.

A number of Euro-regional ITS deployment projects have been financed under the Trans-European Transport Network programme and are about to be concluded, and work is being continued in the EasyWay⁵ project.

The eSafety initiative has developed a roadmap covering in-vehicle applications implementation⁶.

Use was also made of the results of some TRANSTOOLS⁷ simulations of the policy options described in the present IA.

Finally contracts were signed with Ankerbold Consulting for the stakeholder interviews and with COWI-ECORYS⁸ for providing methodological advice and collecting information for assessing the impact of actions.

2.2. Consultation of Stakeholders

2.2.1. Meetings with public authorities, industry and other interested parties

Thirteen high-level industry stakeholders' **interviews, related to the uptake of ITS and relevant issues**, were organised between November 2007 and end of January 2008. The persons interviewed were high-level personalities from the following stakeholder communities: national ministries of transport, government-owned development and deployment agencies for ITS, a city authority, a membership-based international

² COM(2007) 607.

³ To be adopted in early 2009; cf. http://ec.europa.eu/transport/clean/green_paper_urban_transport

⁴ SEISS (2005): Exploratory Study on the potential socio-economic impact of the introduction of Intelligent Safety Systems in Road Vehicles, eIMPACT (2008): Assessing the impacts of the socio-economic effects of Intelligent Vehicle Safety Systems (IVSS), their impact on traffic safety and efficiency, www.eimpact.eu.

⁵ <http://www.easyway-its.eu>.

⁶ http://ec.europa.eu/information_society/activities/esafety/forum/roadmaps/index_en.htm.

⁷ JRC report on TRANSTOOLS simulations of ITS Action Plan, 3rd draft (04.06.08).

⁸ COWI-ECORYS: Preparatory Study for an Impact Assessment on the EC ITS Action Plan, Final report, May 2008.

organisation bringing partners together to develop ITS-based services, a toll motorway operator, an ITS-based information service provider, a membership-based organisation representing the heavy road transport industry, representatives of the Directors of the National Road Authorities, a mobile telecommunications operator, an electronic components supplier to the automotive industry and an automobile and truck manufacturer. These interviews led to a first inventory of observations regarding the issues hampering the wider deployment of ITS, its market penetration and potential actions that could be undertaken to achieve a faster uptake of ITS. To consolidate the findings of the first interviews, two **workshops** were held, one on 22 February and one on 26 March 2008 with more than 200 participants in total.

An **eSafety forum**⁹ (Ljubljana, 25 April 2008) was dedicated to the initiative, with some 35 participants debating supplementary actions.

Finally **Member States'** delegates discussed the rationale behind specific actions presented at a meeting in Brussels on 26 May 2008.

As such the Commission's minimum standards for stakeholder consultation have been met.

2.2.2. *Wider consultation of the public*

A questionnaire-based **survey** using the internet was launched at the end of February 2008, which generated 34 replies. The analysis of this survey has been published on the Europa website¹⁰ and is explained below (see 1.2.4).

2.2.3. *Consultation of other Commission services*

An **inter-service group** composed of representatives of the Directorates-General concerned (*SG, ECFIN, ENTR, EMPL, ENV, INFSO, RTD, TAXUD and JRC*) was created to accompany the impact assessment. The group met 4 times between January and May 2008 and provided input to the impact assessment.

In addition to this inter-service group, an **ITS Steering Group** was set up in April 2007 with Directors from five different Directorates-General: *INFSO, RTD, ENTR, ENV and TREN*. This Group provided guidance on the preparation of the ITS Action Plan.

2.2.4. *Main results of the consultations*

Interviews:

The most important issues raised by the **high level stakeholders** interviewed can be listed as follows:

- ITS deployment should not be seen as an objective on its own but rather as a tool

⁹

www.esafetysupport.org/en/news/esafety_forum_comments_on_ec_its_action_plan.htm.

¹⁰

http://ec.europa.eu/transport/road/consultations/its_en.htm.

- ITS deployment needs to be accelerated especially in the fields of urban and freight transport.

Stakeholders pointed out the following priorities for European ITS:

- ITS deployment should be policy-led, combine a top-down approach with bottom-up and build intelligence into the transport infrastructure.
- It should enable better use of existing infrastructure and increase safety and efficiency on it.
- The responsibilities of the different players (EU, public authorities, industry, etc.) need to be clearly identified; business cases including public-private cooperation should be defined and a legal basis for actions needs to be established
- For stakeholder coordination, a high-level cross-sector coordination group is necessary involving all players and establishing the necessary link between developers, industry and public authorities.
- Interoperability needs to be agreed on a European level (as was the case to enable the deployment of GSM).

It was also pointed out that the ITS Action Plan should cover cross-border enforcement, standards on Human-Machine Interaction (HMI) (code of practice, legislation), a regulatory framework for the introduction of driver assistance systems, a legal framework for liability issues of e-Safety applications and the mandatory deployment of Electronic Stability Control (ESC)¹¹ to reduce fatalities.

In the context of enabling instruments, the stakeholders wanted a range of fora with all major players present, from EU level to local/regional level. The leading in-car services (speed alert, eCall, and real-time traffic information) need a coordinated deployment group of stakeholders, delivering against targets. The same should apply for road authorities and network operators in their domain. A platform for standardisation of procedures and consensus-building on data and data-exchange is needed.

Stakeholders stated that if customers will not pay for safety, mandates and regulatory instruments will be needed as an incentive to get safety-related ITS systems in place that will impact on the mass market.

The consolidated outcome of the interviews was used as a starting point for further discussions and fine-tuning during dedicated workshops and for setting up a broader internet consultation:

Workshops:

¹¹ On May 23, 2008 the European Commission proposed that all new cars from 2012 will have Electronic Stability Control (ESC) systems. Furthermore, lorries and other heavy vehicles should be fitted with Advanced Emergency Braking Systems (AEBS) and Lane Departure Warning (LDW) Systems as of 2013. These measures will reduce fatal casualties in traffic by an estimated 5000 a year. (IP/08/786).

Starting with this first set of observations and recommendations, **two public Stakeholders' workshops** were organised to discuss, group and fine-tune problem areas, objectives and potential actions. During this process a number of criteria were applied. Priority ITS application domains/ dedicated applications to be addressed should:

- (1) contribute to high level European (policy) objectives in fields including safety, efficiency and environmental impact of transport systems,
- (2) present a clear benefit to society and citizens by facilitating mobility in general or by improving the performance of transport operations in a co-modal environment, and
- (3) be mature enough to be rolled out in a consistent manner or to have the potential to act as a catalyst for ITS systems or to offer synergies between these;

resulting overall in following **priority application domains** related to EU-wide ITS deployment **and proposed dedicated measures**:

- (1) support for **traffic management and the interconnection of transport modes**, in order to optimise the use of the existing infrastructure and to better balance traffic demand over the networks. Dedicated measures include: support for wider deployment of (roadside-based) ITS infrastructure for information services, provision of warnings and dynamic speed harmonisation; the development and roll-out of interoperable road pricing and city access control mechanisms and the promotion of intermodality via provision of dedicated information and guidance to hubs;
- (2) fight against **congestion on EU freight corridors and in cities**, by developing traffic forecast models, setting up effective Data Exchange mechanisms and enhancing cooperation among network operators. This action includes a promotion of load optimisation mechanisms and support for deployment of city-logistics and e-freight;
- (3) promotion of **co-modality**, by providing dynamic multi-modal door-to-door travel information, interconnecting multi-modal travel planners and developing instruments for internalising external costs
- (4) **safety & security of commercial transport operations** through the creation of secure rest areas and enhanced control of provisions for hauliers (resting and driving times). This action includes support to deployment of Advanced Driver Assistance Systems, e.g. dynamic guidance, Intelligent Speed Adaptation (ISA), Lane Departure Warning (LDW)
- (5) improvement of **road safety** by fostering deployment of (autonomous) in-vehicle safety enhancing systems, e.g. Crash Avoidance Applications, Intersection Support Systems, eCall etc.
- (6) provision of more reliable **Real Time Traffic and Travel Information (RTTI)** services, matching user expectations by supporting efficient travelling and reducing safety risks

- (7) **efficiency of road transport and logistics operations**, by optimisation of pre-trip planning, dynamic fleet management and en-route trip recalculation; the development of local distribution centres and e-freight.

Where these domains fully comply with the ‘principles’ raised during the first batch of stakeholder interviews, they were also identified during the workshops as being equally important in their contribution to current (transport) policy objectives. The stakeholders did not agree on any hierarchy among these with regard to a potential prioritisation of actions.

The internet-based public consultation:

14 questions relating to current and future deployment of ITS were presented, and 34 replies were received. Most responses came from national public authorities:

- 79 percent of respondents believe that the uptake of ITS is too slow and less than expected. The main reason for this is, for 85 percent, the lack of Europe-wide coverage and of consistent deployment of ITS.
- 95 percent of respondents see ITS as an important tool to increase transport efficiency, mobility and road safety. A large majority judges that standardisation for ITS and provision of a coordination platform for the synchronised deployment of ITS are the main areas where the EU can provide added value.
- 79 percent of respondents are in favour of one common, open in-vehicle platform instead of separated platforms for each application.

Most stakeholders consulted are of the opinion that the European Union should take more responsibility for further deployment of ITS. The EU should be the main actor in the field of legislation, initiatives and financial support for ITS. National authorities should lead implementation and evaluation, whereas industry should foster cooperation with the other stakeholders in the ITS domain.

2.3. Follow-up of the recommendations made by the Impact Assessment Board

A **first version of the IA** was submitted to the Impact Assessment Board on 11 June 2008 and discussed in a meeting with the IAB, which took place on 9 July 2008.

On 15 July 2008 the Impact Assessment Board provided a set of recommendations to improve the first draft of the report. These recommendations were taken into consideration as follows:

- the nature of the problems to be addressed has been better explained, indicating more clearly what should be tackled at the EU level;
- the specific objectives of the ITS Action Plan and the content of the alternative policy options have been better linked to the problems described;
- the link with other EU policies such as internalisation of external costs has been emphasised in 2.2.2;

- the description and analysis of the policy options have been significantly improved, in particular as regards the choice of areas and criteria applied; the comparison of the expected benefits and implementing costs gives more detail of potential synergies and trade-offs within the policy options;
- the exact nature of the ITS Committee proposed in Option B+ has been clarified in 4.3, including a confirmation that an analysis will be carried out in the case of concrete measures proposed by the Committee;
- more information is given in 1.2.4 on the consultations carried out and the relevance of the stakeholders consulted;
- the limitations of the TRANSTOOLS assessment tool are indicated in 5.1.2;
- the revised report was examined at an additional meeting with the Inter-service Group on 23 July 2008 (with several units of TREN, INFSO and ENV participating), providing feedback and allowing further fine-tuning.

On the **second version of the IA** (submitted on 30 July 2008) the Impact Assessment Board gave some further recommendations on 8 September 2008, which were taken up as follows:

- the problem definition has been strengthened by providing a new sub-chapter on how the problem drivers affect the particular ITS applications (2.1.2);
- the consistency of priorities is shown in a new table which illustrates the link between the priority application domains and the chosen action areas (4.2);
- the reasoning and justification for not undertaking a full cost-benefit analysis at this stage has been expanded (5.1.1 and 5.5);
- the model scenarios used in TRANSTOOLS and related policy options have been further clarified (5.1.2);
- the main impacts are reflected in the Executive Summary;
- finally, the participating services in the last Inter-service group meeting in July 2008 have been added (see above).

3. **PROBLEM DEFINITION: WHY IS THERE A NEED TO ACT?**

3.1. **Nature of the problem**

The mid-term review of the European Commission's 2001 White Paper on Transport Policy clearly stated that ITS can play a significant part in achieving (transport) policy objectives and reducing the negative effects of road transport. Where the benefits of ITS seem to be generally recognised **the uptake of ITS in road transport has been rather slow and fragmented**, mainly because of lack of cooperation among stakeholders, a low level of interoperability and unsolved privacy and liability issues. E.g. insufficient access to content has led to a low quality of services and in some cases to inappropriate use of

ITS; proprietary ‘all in’ silo solutions prohibiting sharing of components have kept prices of individual ITS applications and services high, affecting potential customers’ willingness to buy.

As a consequence, **inefficient use is made of the ITS potential to support achievement of (transport) policy objectives and to fight the enormous and increasing challenges posed to road transport**, i.e. congestion; emissions, pollution and energy efficiency; accidents and security of transport operations.

Fig. 2.1: ITS problem tree (Source: COWI preparatory study)

- **Congestion:** official estimates¹² show that “road congestion costs, including commuting and leisure traffic as well as business and freight traffic, amounts to an average 1 percent of GDP in the European Union, with Britain and France at 1.5 percent.” Over the past decades, transport has increased in line with economic growth but there is an obvious need to cope with growing demand: where real GDP grew by 2.4 % per year in the period 1995-2006, freight transport growth in EU-27 has been 2.8 % per year and passenger transport growth 1.7 %. Freight transport demand has increased more strongly for modes offering greater flexibility, in particular road transport (1995-2006: road freight +3.5 %, passenger +1.6 %). The increase of traffic demand has led to bottlenecks in corridors crossing densely populated areas and sensitive areas such as the Alps and the Pyrenees. More infrastructure is not a solution, especially not in the short term given the long planning and construction times for new infrastructure and the need to minimise capacity reductions caused by maintenance and local upgrades.
- Negative **impact on the environment, inefficient use of energy** and dependency on fossil fuels: road transport has a significant impact on climate change: it accounts for 72 % of all transport-related CO₂ emissions — which have increased by 32 % between 1990 and 2005 while decreasing or stabilising in other sectors of the economy (such as industry and households) over the same period. The same applies to GHG emissions, which overall decreased in Europe by almost 6 % over the 1990-2005 period and where road transport accounts for an increase of 29 %.

¹²

European Conference of Ministers of Transport (ECMT), Leipzig, 2007.

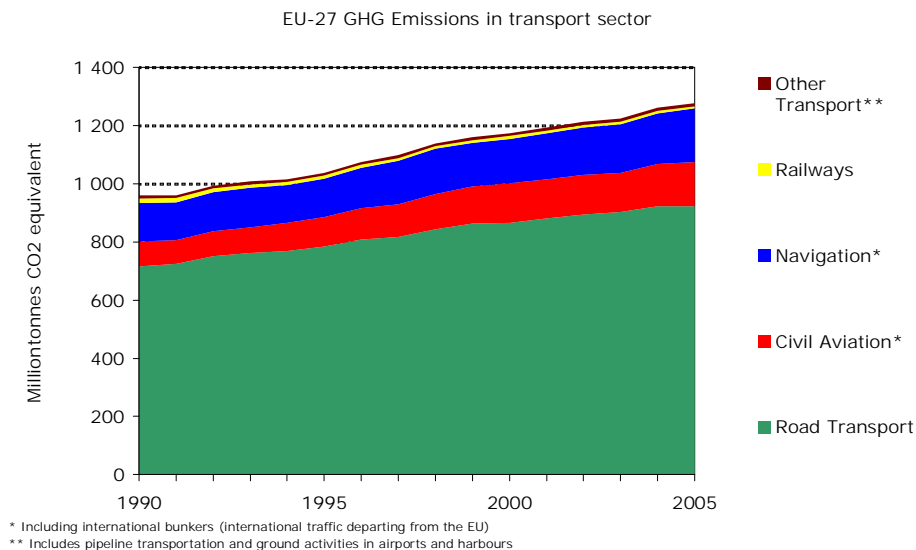


Fig. 2.2 EU-27 GHG emissions in transport sector

- **Air quality** in cities and other environmentally sensitive areas does not always meet the limit values set by European regulation and (road) transport is often a big contributor to air pollution in these locations — even if technological progress and regulation have had a considerable impact in recent years. Technological progress has also contributed to improvements in vehicle fuel efficiency, but gains have been neutralised by increased traffic and car size.
- **Accidents:** road fatalities have displayed a net reduction (-23.9 % since 2000 in EU-27) but there were still about 43 000 fatalities on the EU-27 roads in 2006, more than 6 000 above the intermediate target based on the target set by the White Paper: 50 % reduction in fatalities in 2010 compared to 2001. In more than 80 % of the road accidents, the driver happens to be at least partly responsible, appealing for applications reducing the drivers' workload or assisting them, and better (autonomous) safety systems

3.1.1. Problem drivers hindering ITS take up

Three conditions are driving the problem. For some conditions market failure justifies some degree of public intervention. For example, continuous cross-border services can be regarded as quasi public goods, as there is little willingness-to-pay at this stage. Incomplete information and uncertainty, e.g. on privacy and liability rules, affects the market negatively. Additionally, a lack of vision and cooperation can be substantially tackled by a European approach.

(1) (A lack of) interoperability of applications, systems and services

- Silo solutions:
 - Industry and private players develop 'all in' proprietary solutions based on limited sharing of content or required components, resulting in costly, standalone applications and services requiring high start-up investments and increasing risks of market failures;

- Member States develop individual solutions which are deployed at a local level, and are causing a fragmented technological spectrum that might endanger future harmonisation and standardisation; obvious examples are toll collection, congestion charging, multi-modal journey planners and public transport e-ticketing.
- **Lack of robust business models:** business models for several ITS applications are unclear or even lacking. In some cases investment and operation (costs) fall on specific stakeholders while benefits are hard to allocate, e.g. eCall.
- **Market inconsistency:** deployment of ITS services has led in some countries to de-facto monopolies, hindering competition and limiting opportunities for innovation, a typical market failure. For example this is the case when proprietary road charging devices, initially set up as part of a BOT-like operation for a dedicated part of a network (to be created), and as such benefiting in effect from almost mandatory installation in all vehicles frequently entering the area, are exported to larger networks or are used as an instrument for adding on additional services (e.g. parking payment systems, infotainment). Both scenarios give a competitive advantage to the road charging operator if other providers do not have access to the on-board unit.

(2) **(A lack of) concertation and effective cooperation among stakeholders**

- **No clear vision:** There is no clear European vision on how to make best use of the ITS tools to achieve the many EU policy objectives (transport, environment, energy, industry, etc.) and who will lead the deployment in certain areas (private or public sector).
- **Lack of a strong platform for concertation and cooperation:** ITS are a complex area where many stakeholders have to work together and to agree on synchronised actions (investments) in order to successfully launch new services and applications. A strong framework for the necessary concertation and cooperation between stakeholders is missing at the moment and organisational barriers still exist.
- **Limited awareness of the potential benefits of ITS:** Public authorities and decision-makers are not fully aware of the potential benefits offered by ITS, especially of the fact that ITS constitute a valuable tool for solving or alleviating mobility-related problems. They lack knowledge (especially at senior level) and are not driven by the need to make economies of scale and create synergies: when needed, solutions are simply bought. As a result applying ITS is not seriously considered as a substitute for today's commonly accepted solutions for solving bottlenecks, e.g. expanding or upgrading the infrastructure. Over the many years it will take to adapt the infrastructure, full use will not be made of the currently available road capacity and many hours will be lost in unnecessary congestion. Initial deployment led by the public sector, considered to be a major trigger for private sector initiatives and developments will remain fragmented.

(3) Unsolved privacy and liability issues

- **No clear rules of legislation on privacy of data:** ITS implicitly require collection and exchange of (traffic) data, partly sensitive in terms of privacy policy, such as pay-as-you-drive insurance schemes, eCall, road charging etc. As such consumers will remain sceptical as to the added value of ITS applications and remain reluctant to buy or invest in them themselves.
- **Unclear distribution of responsibilities, absence of agreements on service ownership:** most ITS applications or services rely on integration of data to provide assistance to the user or even take over control from the driver in critical situations (e.g. in-vehicle systems such as emergency breaking, crash avoidance systems, etc). In the absence of clear responsibilities for the provision, sharing or re-use of data and components, and liability in case of failure, suppliers will remain very prudent and potential customers will remain reluctant to purchase.

3.1.2. *How are ITS applications domains affected by the problem drivers?*

The problem drivers are affecting the application domains mentioned and hindering their uptake as follows:

- (1) support for **traffic management and the interconnection of transport modes:** the lack of **interoperability** of traffic management systems, developed at local or regional levels, and specific to one transport mode, prevents the use of existing ITS infrastructure across regional domains or borders or across transport modes. This slower or reduced uptake is worsened by the **lack of cooperation and concertation** among stakeholders: creating the conditions for interoperability of the system or continuity of the services is therefore very difficult. In addition, the necessary exchange of traffic data requires legal certainty on privacy and liability issues
- (2) fight against **congestion on EU freight corridors and in cities:** the development of traffic forecast models to promote load optimisation mechanisms, and support for deployment of city-logistics and e-freight, are only meaningful when the implementation of this load optimisation is not hindered by a **lack of interoperability of the traffic management interfaces, for example**. Likewise, addressing congestion on EU corridors requires effective data exchange mechanisms: their development and uptake must be guaranteed by **effective cooperation** among network operators, and **data accuracy and reliability**
- (3) promotion of **co-modality:** the provision of dynamic multi-modal door-to-door travel information requires data or information across different modes, i.e. from different sources or databases. It will be difficult to build such systems without addressing their **interoperability** or that of their interfaces. A **lack of cooperation** and concertation will hamper the development of such systems.

- (4) **safety & security of commercial transport operations:** the implementation of secure rest areas for hauliers (resting and driving times), for example, requires access to the appropriate ITS system, and relies on common or at least **interoperable on-board vehicle platforms**. The security measures required must comply fully with the **data protection** provisions of the relevant EU directives
- (5) improvement of **road safety:** the deployment of safety enhancing systems, such as collision avoidance systems, is currently rather low and usually offered as an “extra”. An improvement of the situation could be expected as soon as **the interoperability** of the underlying technology or system is ensured (e.g. standardisation efforts on eCall are on-going), and a sufficient level of **concertation and cooperation** among stakeholders is achieved (e.g. infrastructure providers need to agree with vehicle manufacturers on the data exchange mechanism);
- (6) provision of more reliable **Real Time Traffic and Travel Information** (RTTI) services: the lack of “seamless” traffic information on international journeys is a problem. **Insufficient cooperation among road authorities** on cross-border issues means they do not exchange enough traffic and incident data. There are mainly organisational barriers and outstanding liability issues which hamper the uptake of such “seamless” RTTI (e.g. absence of agreements on the provision and use of data between private and public stakeholders and no clear liability in case of failure).
- (7) **efficiency of road transport and logistics operations:** logistics operations often use specific ITS solutions across their fleet to implement their “eFreight”. However, whether for tracking and tracing or for transport efficiency, they need to exchange data with infrastructure providers. **Lack of cooperation** with other stakeholders, notably on the liability aspects relating to the exchange of reliable data, constitute a barrier to the uptake of ITS solutions.

3.1.3. *Relevance of ITS to (transport) policy and related objectives — why should the EU act?*

- (1) As highlighted before, ITS clearly demonstrate a potential to support achievement of (transport) policy objectives, on condition that they are rolled out in a consistent, harmonised and synchronised way all over Europe. EU intervention is therefore required to guarantee interoperability, to ensure continuity across borders and modes, and to foster synergies (implying cost reductions) to be obtained for both public and private applications and services.
- (2) The following transport policies and application areas will clearly benefit from a supra-national approach:

Traffic management services (tools for reducing congestion, pollution and accidents)

These services typically deal with cross-border, interoperability and standardisation issues:

- **Little cross-border traffic management:** Traffic management is mainly done at local, regional and national scale and seldom cross-border between neighbouring countries. Better coordination between neighbouring national or regional road authorities and interlinking of their respective traffic control centres, rerouting on long-distance corridors, could bring considerable benefits to road users, especially international hauliers.
- **Urban traffic management:** fragmented use of computer control systems for urban traffic control because of lack of open systems; this increases the price and limits the choice of city authorities especially when looking to expand basic systems.
- **Inappropriate instruments for demand management / access control:** several public authorities are interested in introducing charging schemes for the better use of their networks, and limiting traffic demand or controlling access on specific parts of it (including cities). Systems based on different technologies are being introduced in a number of cities but they are not flexible enough (e.g. London and Stockholm: only cordon pricing: once inside the city, no limitation in the number of km driven). If a more harmonised system could be developed, their prices would come down and they would become more affordable for small and medium-sized cities, leading to considerable gains in congestion and pollution reduction. The (ongoing) definition of a European Electronic Toll Service (EETS)¹³ will be pursued and kept to a strict minimum, losing potential synergies of EETS with other applications and the setting-up of an integrated (European-wide) mechanism for mobile payment. As a result, the implementation and operation costs of dedicated charging schemes and city access strategies will remain high, lowering interest from potential new network owners and cities, whereas customers will have to live with (high costs related to) proprietary solutions.

Traffic and travel information services (RTTI): (tools for reducing congestion, pollution and accidents)

Launching of such services should be left to the market and to national/regional/local transport authorities, but common issues regarding interoperability and seamless operation of the services cross-border nevertheless justify EU intervention — e.g. the human-machine-interaction for presenting the information to the driver, which affects personal safety and cannot be tackled by the Member States individually; or the requirement to arrive at a common EU approach to guarantee safe use of ITS equipment in vehicles.

- **Access to data, enhanced monitoring and use of latest available information:** ITS are by definition based on data. Typical areas include road infrastructure and works data, circulation plans, traffic flow parameters and forecasts, but also public transport data, access restrictions and opening hours of terminals or industrial plants. Data can be static (public transport networks and schedules) or dynamic (actual travel times, occasional congestion). For

¹³

Directive 2004/52/EC.

the moment this type of data is spread over public and private actors and the coordination and data-sharing between them is not optimal. For example traffic data collected for traffic management purposes by the road authorities are not always accessible by private information service providers. Vice versa there is no clear obligation, in cases where the private provider has detected a serious life-threatening incident, that this information be passed to the public authorities. Private service providers and in particular digital map makers often are not, or too late, informed about new traffic regulations/limitations or circulation plans, thus creating dangerous situations when using obsolete data in navigation systems.

- **Unreliable or inaccurate (dynamic) traffic and travel information (RTTI):** traffic **information** is still given at an insufficient quality level on several road networks leading to inefficient route planning, avoidable accidents, congestion and air pollution. A particular problem is the lack of seamless traffic information on international journeys where travellers are still facing the “border effect” because road authorities in neighbouring countries do not always exchange traffic and incident data in an efficient manner. Pan-European **deployment**, common quality levels and possible harmonisation regarding operations procedures (what will be delivered?) are undermined by local initiatives and absence of Europe-wide concertation. Consumers will be confronted with the discontinuity of services they might be used to on their national or local network, and might have to face a variety of user procedures and different ‘look and feel’ of similar ITS services where they are provided. Multi-modal journey planners are also non-existent in many Member States, preventing the shift to more environmentally friendly transport modes for personal trips and a better interconnection between modes. Door-to-door European multi-modal journey planners are not yet operational because first national planners have to be completed and have then to be interconnected. There are institutional and organisational barriers to assembling the data from the different private and public transport operators. Special attention should be paid to disabled and elderly people as well as vulnerable road users for whom in most cases only isolated local solutions or demonstration pilots exist at present.
- **Unreliable route navigation:** there is quite good uptake of cheap navigation devices but mainly used with static road data which is sometimes unreliable due to poor collaboration between the public and private sectors in keeping digital map data up-to-date. There is also the risk of having many devices in operation in the near future with obsolete traffic and road data, as traffic regulations will change in the meantime. Several problems exist for heavy vehicles as there are no clear rules on which routes they are allowed. A Commission Recommendation¹⁴ (2001) addressed to the Member States to define a hierarchy of roads was not sufficiently taken up. Cheap navigation devices not taking account of vehicle dimension and weight limits are sometimes used by truck and coach drivers, sometimes leading to serious

¹⁴

2001/551/CE COMMISSION RECOMMENDATION of 4 July 2001 on the development of a legal and business framework for participation of the private sector in deploying telematics-based Traffic and Travel Information (TTI) services in Europe.

accidents and damage to the road infrastructure. Fast take-off of navigation devices, followed by incorporation of GPS functionalities in mobile phones, will increase these problems even more.

- Complicated **Human Machine Interaction**, or inappropriate on-board use of nomadic devices (such as mobile phones and digital assistants) can create dangerous situations or distract drivers when used while driving.
- Interesting **market developments** are happening where telecom operators, digital map makers and service providers are making deals to collect real-time traffic data in order to improve the reliability of traffic information. However if traffic information is completely left in the hands of the private sector, traffic journeys will risk being optimised from an individual customer point of view instead of trying to find a collective optimum where the benefits for society are maximised. There is also the fact that the dividing line between traffic information and traffic management, the latter being the responsibility of the road authorities, is very vague. There is a risk of mismatch between messages given by in-vehicle devices and roadside signs.
- Inefficient **logistics operations, insecurity of commercial transport**: The supply side of the transport market is dominated by medium- and small-sized enterprises. While this renders the industry particularly flexible, fragmentation of the industry can make it difficult to roll out new technologies (see Fig. 2.2) because of lack of awareness and expensive non-integrated systems. Indeed, devices are sometimes too expensive because they are addressing separate applications and don't benefit from synergies between them. Commercial transport is also suffering from problems related to unavailability and/or insecurity of parking places because of the non-existence of ITS-based parking reservation and security services. Lack of information on modal choices and transport hubs hinders the creation of "green transport corridors" where goods are transported via the most environmentally friendly transport mode.

Fig. 2.3 Use of specific software systems in the transport services sectors - % of companies* using a dedicated ICT system / technology (EU-27, 2007)¹⁵

Traffic safety (in-vehicle) applications and services: *(tools dedicated to avoiding accidents or reducing their effects, and therefore non-recurrent congestion too)*

These applications relate to personal safety, but as they ideally have to be able to function in all Member States, interoperability and standardisation issues have to be tackled at EU level. The same applies to some legal aspects such as liability in case of failure, potentially leading to accidents, which are faced by all Member States and justify a common EU approach.

Typical services that are considered to be mature and that demonstrate a positive (overall) cost/benefit ratio, making them prime candidates for Europe-wide deployment, include:

¹⁵

eBusiness watch 2008 (www.ebusiness-watch.org/key_reports/documents/BRO08.pdf).

- **In-vehicle active safety applications** such as collision avoidance systems can considerably improve traffic safety, but are currently (only) offered as a “comfort service” in upper segments of the market owing to concerns as to responsibility and liability: who will be liable in cases of failure or misuse by the customer; how to avoid unexpected interference of applications running in parallel; can the ITS device take over control of the vehicle in unavoidable accident situations? Low market demand keeps prices high, again reducing interest from potential customers, and possibly impairing the effectiveness of a service as well, e.g. in the case of equipped vehicles exchanging warnings on hazardous situations, where the overall impact of the application/service is strictly dependent on the number of vehicles equipped. As an overall result little progress will be made regarding core policy objectives such as road safety.
- **Intelligent Speed Management**, an in-vehicle application which triggers respect for the speed limits applicable on roads, based on digital map data, warning the driver if existing speed limits are exceeded, is recognised to be very effective even in its ‘basic’ version (= purely informative). However uptake has been slow due to missing road data or incomplete periodic upgrade of speed limits displayed. In some countries it is very difficult to gather all data from the different administration layers (towns, regions, departments, national roads etc.) The system is applied in Sweden in all state-owned vehicles, and provided as an option in the higher end of the market — but only operational on a few parts of the road network, in some EU countries. The applications typically build on network information carried onboard and triggered by satellite positioning signals. Extensive testing in field trials including analyses of user acceptance and possible deployment schemes has been organised in various Member States, but though the car industry is slowly offering the application, deployment remains fragmented. The application and its effects are however of great importance since speeding is still a very important cause of accidents and has a clear correlation with their severity. Without Europe-wide coordination and quality control, the good functioning of any application in this field will depend on local (national) initiatives, and there is a risk that customers, increasingly relying on such support, will be confused when arriving in areas where the information is less reliable or absent.
- **Emergency call or eCall**: was initiated by the private sector (automobile industry) but relies on wider cooperation among key stakeholders for real operational use. Ongoing discussions on the overall service chain, the institutional framework (who will handle the incoming messages), the overall benefits and the related necessary investments (who will/ should pay for safety) are seriously affecting the initial timeline and resulting in postponement of operational deployment;
- **Pay as you drive**: a service that aims to link the cost of the insurance premium to be paid to the profile of the user and the journeys actually undertaken. The service is said to provide a solution for people confronted with high ‘classical’ insurance premiums — especially younger, inexperienced drivers if they voluntarily agree not to take the wheel during

risky weekends, and accept to be checked for not infringing traffic rules (in this case: speeding). In the UK, a trial was abandoned after 18 months because of too few subscribers. Potential customers were reluctant to have a tracking device installed in their car on concerns of data privacy, even with written confirmation that the data collected were used only for checking appropriate driving. In the absence of an ‘affordable’ insurance contract, some drivers continued to drive uninsured.

Other policy objectives that will benefit from a broad harmonised roll-out of ITS:

- **(city) logistics and e-freight** (= the real-time, paperless handling of all processes related to the movement of goods): ITS include key applications aiming at minimising paperwork and unproductive repetitive processes, lowering costs and making our enterprises more effective and therefore more competitive;
- **innovation**, by stimulating cross-border knowledge transfer on effective deployment, cross-fertilisation and novel add-on services. In addition the ITS market itself will benefit from harmonisation and standardisation efforts, while synchronised actions will lead to coordinated deployment and shortening of time to market for new services (reducing the need for venture capital);
- the expansion and improvement of the **European transport infrastructure** and the **completion of priority cross-border projects** — by providing a sound basis for appropriate and interoperable infrastructure pricing systems;
- the encouragement of a **sustainable use of resources** by strengthening synergies between environmental protection and growth — especially by promoting the internalisation of external costs, and providing the instrument required for this;
- an increase of the **budget for R&D**, in particular by private business, by providing better framework conditions for the exploitation and rapid market take-up of innovative (ITS) solutions.

3.2. What happens if nothing is done?

Leaving the situation unchanged would lead to a stagnation or even deterioration of the current conditions ruling the deployment of ITS, resulting in an unchanged low level of market take-up and making it hard to achieve key (transport) policy objectives and, indirectly, to contribute to objectives regarding (the tackling of) congestion, road safety and environmental nuisance.

3.2.1. Risk of fragmented deployment of ITS

Instead of a coordinated approach to ITS there would be more *ad hoc* voluntary agreements (if any), fragmented legislative work in individual Member States and isolated deployment initiatives, leading to fragmented roll-out of ITS. This would endanger subsequent harmonisation, or would lead to lengthy processes for interoperability (as the European Electronic Toll Service shows).

Fragmentation on the public side would result in a slow market development for ITS, missing the opportunity to increase European industrial competitiveness and provide chances for exporting leading-edge technology solutions. Market prices would remain higher for the silo solutions. As a result customers would not be taking advantage of the potential of ITS for improved safety, comfort, cost efficiency and environmental impact.

If interurban and urban road transport systems remain badly connected this would limit the possibility to establish co-modality, given the lack of real door-to-door planning instruments, or to shift transport demand from roads to other, more energy- and environmentally-friendly modes.

3.2.2. Difficulty to achieve further EU transport policy objectives

If no new policy for ITS is adopted, the above-mentioned problems will take more time to solve: development and deployment of ITS applications would remain slow and fragmented; public decision-makers would not be fully aware of the potential of ITS, continuing to opt for ‘classical solutions’ (more infrastructure instead of optimising use and rebalancing the networks).

This will be **detrimental to several policies which the European Commission proposes to introduce for the greening of transport based mainly on the internalisation of external costs**. Indeed, these initiatives presuppose the existence of advanced ITS instruments such as interoperable electronic toll payment and demand management systems to tackle the worsening externalities problems. As acknowledged in the Greening of Transport package¹⁶, the use of technologies is crucial to ensure the implementation of internalisation of external costs based on social marginal cost pricing. It will facilitate the implementation of differentiated charges according to location and time.

¹⁶

COM(2008) 433.

3.2.3. *Impact on main policy objectives regarding congestion (avoidance), road safety, environmental nuisance and security of the transport system*

(1) Continued road transport growth and its impacts

Forecasts for the period 2000-2020 see a growth of freight road transport of 55 % and of passenger road transport of 36 %, which is slightly above the general transport growth forecast.¹⁷ From 2006 to 2020 a further increase of 40 million vehicles can be expected.¹⁸

Although the benefits of transport services are widely acknowledged, transport activities generate nuisances/costs not only to other transport users, but also to society in general, including the local population and future generations. More specifically, transport activities have an impact on time — private and professional — (congestion), on life (accidents), on health (pollution, noise), on energy use (consumption of energy will continue to increase) and on climate change (greenhouse gas emissions) among other things¹⁹.

Over the past years, measures to reduce these nuisances — regulatory measures, awareness information campaigns, research projects and financial support (Trans-European Networks, Marco Polo) have been undertaken at EU and lower levels. Several economic instruments such as infrastructure charging, vehicle taxation, congestion charging, and fuel taxation have been implemented with various degrees of intensity and coverage. The use of ITS could enhance the efficiency of some of these instruments.

(2) Congestion

The density of traffic in Europe has increased over the past years and will remain. (See the IA on internalisation of external costs).

Many studies have shown the significance of congestion in some Member states. For England, the Eddington Transport Study (2006) predicted the waste of an extra £22 billion worth of time spent in congested traffic, which will reach 13 % of all time spent in traffic, by 2025. In the Netherlands, lost vehicle hours are predicted to double by 2020, which means an increase in congestion by 30 %.²⁰

Moreover, projections show that congestion will remain a problem in many places. The map below shows the evolution of bottlenecks in EU25 in 2020.

¹⁷ ASSESS study for the mid-term review of the EC 2001 transport White Paper, “Keep Europe moving”, 2006.

¹⁸ ProgTrans, European Transport Report 2007/2008.

¹⁹ The evolutions of these nuisances have been analysed in the impact assessment on the internalisation of external costs. SEC(2008)2208.

²⁰ European Conference of Ministers of Transport (2007): Congestion: A global challenge; CEMT/ITF(2007)6.

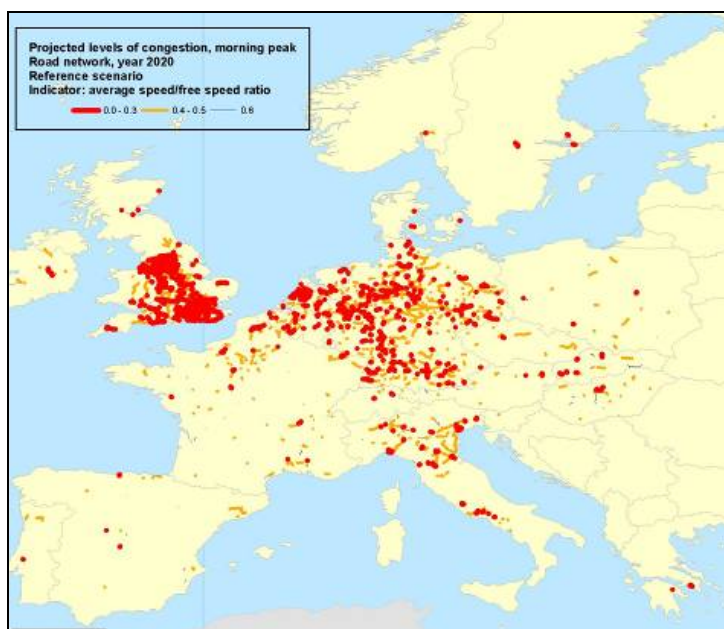


Fig. 2.4 Projected levels of road congestion (morning peak) in Europe in 2020. The congestion indicator provides the ratio between average speed and free speed. The lower the ratio becomes, the higher the congestion is. (Source: JRC/IPTS 2008; TRANSTOOLS, Impact Assessment on the internalisation of external costs.)

(3) Accidents/ Road Safety

Road fatalities will be further reduced. But at the present rate, road deaths in the European Union in 2010 are likely to stand at 32 500 which would mean that the target of 25 000 (set in the EU Road Action Programme) would not be achieved.²¹

Targets set by the Transport Policy White Paper of the European Commission of 2001 in the area of Road Safety will be missed, as insufficient use will be made of proven safety-enhancing technologies and in-vehicle applications.

(4) Air pollution and greenhouse gas emissions

If nothing is done, CO₂ emissions from transport overall are expected to grow a further 15 % from 2010 to 2020.²²

Moreover, air quality in some cities and other sensitive areas does not meet the limit values set by European regulation, and has a major negative impact on human health and nature.

Urban areas are especially affected, since urban traffic generates 40 % of CO₂ emissions and 70 % of other pollutant emissions from vehicles.²³

²¹ COM(2006)74, European Road Safety Action Programme Mid-Term Review.

²² European Environment Agency: Climate for a transport change. TERM 2007. EEA Report 1/2008.

²³ European Parliament Communication 20080307 IPR 23284.

(5) Security

If no specific measures are taken, passengers will continue to suffer from lack of security on public transport, road hauliers from stolen cargo and lack of security on parking places. Insufficient attention to data security will hinder the uptake of in-vehicle active safety systems.

3.3. Who is affected

First and foremost all road **transport users** would suffer from more congestion and accidents. The **logistics and transport industry** and their commercial drivers will lose productivity because of a suboptimal operation of the road network. Road safety will be negatively affected by widespread and uncontrolled use of in-vehicle devices and applications: in the absence of any rules or prioritisation, drivers may be distracted by services running in parallel on separate ‘on board devices’. Travellers will not be able to plan in an efficient way multi-modal journeys throughout Europe and road hauliers will be still confronted with lack of security and crime.

But also **society at large** will be affected by the negative environmental impact caused by road transport.

If prices for ITS applications, here especially for in-vehicle telematics, remain high there will be a social effect. Today these advanced safety and comfort systems can be found mainly in higher-priced cars. **Middle and lower-income classes** would not profit from any advances if applications are too expensive.

The **European industry involved in ITS** (car industry, telecommunications, information technology, map makers, etc.) will have difficulties to stay competitive on the world market.

3.4. EU right to act and principle of subsidiarity

Three conditions determine the EU’s right to act:

- (1) *The European Union can only act **within the limits of the powers given to it by the Treaties** and the objectives assigned to it (principle of conferral).*

In application of the Common Transport and the Trans-European Networks Policies (**Articles 71(1), 80(1), 154 and 155 of the EC Treaty**) the EU has the right to act because of:

- lack of Community action in certain domains could significantly affect Member States’ interests and will not lead to a straightforward concertation with commercial industry and conglomerates;
- lack of coordination between national, regional and local solutions
- national policies not producing the interoperable transport system that is needed for a European Union without borders. The integrity of the single market must be ensured so that national solutions are not developed and implemented in different ways throughout the EU.

- (2) *If the problem falls under a competence shared by the Union and the Member States, the Commission needs to show that the **problem cannot be properly solved by the Member States** (subsidiarity: necessity test) and the **objectives can be better achieved by the Union** (subsidiarity: added-value test)*

The proposed policy options respect the principle of subsidiarity because they address trans-national aspects that cannot be satisfactorily regulated by Member States such as the interoperability of equipment and establishing an internal market for ITS services. First of all, the action mainly concerns a trans-national deployment to achieve European and/or harmonised cross-border services for traffic and travel information and traffic management. Secondly, if no further Union action were taken, Member States would continue to develop individual solutions, causing a fragmented technological spectrum that might endanger future harmonisation and standardisation, or would lead to lengthy processes for interoperability (as the European Electronic Toll Service shows). The further deterioration of the road traffic situation would conflict with the requirements of the Treaty (especially Art. 70 “Common Transport Policy” and Art. 154 “promoting the interconnection and interoperability of national networks”). Thirdly, action at Community level would have clear benefits by reason of effects (e.g. of common rules on liability, as well as data security and privacy) and scale (e.g. reducing the cost of ITS applications thanks to common specifications and economies of scale).

- (3) ***Fundamental rights** may pose legal limits to the Union’s right to take action on the problem.*

Fundamental rights will be fully respected and special attention will be paid to the protection of individual privacy in the different ITS applications, as this specifically constitutes one of the issues identified as needing to be addressed.

4. OBJECTIVES

4.1. General objective

The **general objective** of the present initiative is to create the conditions and, in particular, to put in place **the necessary mechanisms to foster the uptake of ITS services and applications for road transport and their interconnections with other modes of transport** in order to have **ITS contributing at its full potential towards the various EU policies**.

*“to ensure that our transport systems continue to meet society’s economic, social and environmental needs whilst minimising their undesirable impacts on the economy, society and the environment”.*²⁴

Fig. 3.1 Overview of relevant EU Transport policies or actions

- A coordinated and policy-linked deployment of **ITS for Roads will contribute to the objectives of sustainable transport, growth and jobs** mentioned in the EC White Paper on Transport Policy **and the renewed Lisbon Agenda**:

²⁴ Council of the European Union. June 2006. Renewed EU Sustainable Development Strategy. http://ec.europa.eu/sustainable/docs/renewed_eu_sds_en.pdf.

- (1) the proposal fits in with the **EU Sustainable Development Strategy** as it addresses several of the key issues identified in the 2005 review process as needing a stronger impetus.²⁵ The key link is the aim to make transport more sustainable (see above),
- (a) by providing instruments for effective transport demand management: extending the framework and interoperable instruments defined under the Directive on European Electronic Toll Service (EETS), in order to have it commonly applicable for all kind of roads and city access control, will facilitate cooperation among all (public or private) network operators and (local) authorities, and will enable the introduction of tailor-made schemes;
 - (b) by contributing to the road safety objectives, in particular to halve the number of road deaths by 2010 (compared to 2000) through a better acceptance and wider deployment of safety-enhancing (in-vehicle) applications;
 - (c) by indirectly addressing climate change and the improvement of energy efficiency, through the greening of transport and modality. ITS delivers the required instruments for modal choice and eco-driving, and is a key driver to energy efficiency in transport. By facilitating the optimal collection, integration and (real-time) delivery of (personalised) multimodal travel data, it allows citizens and hauliers to opt for the most energy-efficient and environmentally friendly transport mode before setting off; and once en route to opt for the less congested parts of the network and to drive at the most economic speed according to the actual network status and the forecast situation at their end destination. ITS also contributes to the optimisation of public transport systems and better interconnection between them, and to the enhancement of their attractiveness through the delivery of tailor-made information on possible access points, in particular where travellers enter urban areas or congested areas near their final destination.
- (2) The proposed action will support several of the (microeconomic) objectives of the renewed **Lisbon Strategy for growth, jobs and competitiveness**. Foremost it will contribute to the objective of facilitating the spread and effective use of Information and Communication Technologies (ICT) — where *“the EU has been unable to reap the full benefits of the increased production and use of ICT. This reflects the still continuing underinvestment in ICT, institutional constraints and organisational challenges to the adoption of ICT.”*²⁶

²⁵ On the review of the Sustainable Development Strategy — A platform for action (COM(2005)658 final).

²⁶ Integrated Guidelines for Growth and Jobs (2008-2010) (COM(2007) 803 final).

4.2. Specific objectives

Specific objectives related with this general objective include:

- to increase **interoperability** by standardisation of basic components, ensuring seamless access and fostering an open European ITS market based on continuity of services.
- the setting up of an **efficient concertation/cooperation mechanism between all ITS stakeholders** in order to provide a clear vision on how ITS should be deployed on a Europe-wide scale and how it should support implementation of EU policies in the field of sustainable development, competitiveness and growth and to limit or even avoid the negative effects of inappropriate deployment or use of ITS
- to **solve privacy and liability issues** related to the provision and sharing of data, and to the deployment of novel safety-enhancing applications and value-adding services

These objectives aim at improving conditions for mass market deployment all over the EU and at bringing the potential benefits of ITS services to all citizens, including vulnerable and disabled road users and elderly people, especially in the field of

- **seamless traffic management and Real-time Traffic and Travel Information (RTTI) services**, and
- **road and personal safety** — in particular by fostering a safe deployment of (autonomous) safety-enhancing applications and Advanced Driver Assistance Systems (more effective warning of imminent danger; support to drivers and vulnerable road users, faster response to accidents)

5. POLICY OPTIONS

5.1. Policy Option A (baseline scenario): no additional new action

This policy option (no additional new action) does not consider any new proposals — such as concentrating efforts on certain existing actions or enhancing concertation in current activities in addition to what is ongoing or planned.

Today's approach is continued, consisting mainly of bottom-up research, little emphasis on connecting deployment to research results, fragmented efforts to align stakeholders' views or to concentrate their efforts and limited knowledge and awareness, in particular at decision-making level in the Public Sector.

This policy option includes financial support for research and development activities and (in a limited way) for deployment, but little coordination between the public and private sectors and among Member States. Standardisation, suffering from the absence of public authorities' representatives in the standardisation working groups, will not sufficiently stimulate Europe-wide coordinated deployment or the creation of markets. The situation likely to arise by the time horizon in question (2020) takes into account following

(proposed) measures by the Commission spread over all ITS application and service areas without prioritisation:

- ongoing research as part of the 7th Framework Programme and specific calls
- continuation of standalone initiatives, focusing on well-defined applications or addressing specific issues of ITS; awareness-raising is concentrated on limited parts of the ITS spectrum, particularly addressing Advanced Driver Assistance Systems and (autonomous) in-vehicle safety applications. Existing fora include (or build on) the eSafety forum (focus on safety-enhancing in-vehicle applications and Advanced Driver Assistance Systems), the Intelligent Car Initiative (founded on support for research, harmonisation of technical solutions and creation of awareness in relation to the intelligent vehicle) and specific Committees addressing dedicated ITS services or application areas (e.g. Road Safety, the European Electronic Toll Service (EETS), etc.)
- support to fragmented deployment of ITS, e.g. with focus on the Trans-European Road Network (EasyWay project) or cities (CIVITAS), based on responses to calls for proposals: these initiatives merely build on Member States/local authorities' preferences but suffer from a rather weak global policy orientation and top-down steering, and provide few incentives for an integrated approach
- isolated and in most cases time-consuming standardisation of technology and applications
- fragmented consultation of stakeholders via fora, projects and platforms, in most cases demonstrating limited involvement, in particular of public authorities —logically hardly affecting the decision-making level.

The instruments available to the Commission's services will continue to be used *ad hoc*: financial support for research and (in a limited way) for deployment, voluntary agreements in line with the policy so far, specific standardisation mandates and (limited) regulative work where required and appropriate.

This scenario will lead to the situation described in Chapter 2 (what happens if nothing is done) and the following trends in selected application areas are expected:

- Real-time Travel & Traffic Information/ navigation devices: quite good uptake of cheap navigation devices but mainly used with static road data, and therefore often providing unreliable guidance; digital maps are hardly kept up-to-date and traffic regulations (circulation plans) are not systematically integrated. Swift introduction of mobile phones with incorporated GPS-functionalities adds to an extrapolation of the problems described. Reliability of traffic information improves when telecom operators, digital map makers and service providers join forces to incorporate information collected from travelling vehicles (= Floating Car Data), but is still no comparison with public authorities' data sources and agreed traffic policy options, with the result that journeys are optimised from an individual customer point of view.

Risks of conflicting messaging from in-vehicle devices and roadside signs increase sharply

- interconnection of interurban and urban traffic management systems suffers from lack of integration of policy priorities, intensifying congestion and adding to safety problems
- innovative ITS services keep on struggling with unsatisfactorily access to data, questions of quality and continuity of service and lack of awareness. Low market take-up keeps (purchasing) costs high, even for quite mature (safety-enhancing) services which basically present a sound benefit/ cost ratio (cf. eImpact) and demonstrate a clear contribution to policy objectives, such as Intelligent Speed Adaptation²⁷, eCall and Pay As You Drive.
- Implementation of electronic toll /road charging schemes (devices) enjoy a strict ‘add on’ compliance to the EETS Directive (European Electronic Toll Service) but continue to demonstrate little customer-oriented design and support. Efforts by the Commission to develop a framework promoting on-board units compliant with all schemes wherever applied in the EU do not pay off sufficiently: markets remain fragmented, devices are hardly interoperable and suppliers promote proprietary solutions.

Conclusion:

- Though some success stories might emerge or continue, e.g. the surprisingly swift and broad introduction of personal navigation devices, initiatives in general are expected to result in a fragmented, and in most cases locally concentrated penetration of ITS services. Real-time traffic information services will develop but more focused on individual rather than collective benefits;
- Outstanding legal/juridical implications remain unsolved or are addressed in an isolated way, and negative impacts due to inappropriate use can hardly be avoided — cf. the widespread use of navigation devices in the absence of any framework, leading traffic to vulnerable and often non-equipped parts of the road network such as city centres, causing congestion, environmental problems and adding to unsafe situations;
- Product and service development continue to suffer from problematic access to content and lack of synchronised actions by key stakeholders — making synergies difficult to obtain and keeping prices high;
- As an overall result enterprises will remain reluctant to invest and develop, customers will hesitate to buy and ITS will not be able to demonstrate its full potential, nor support achievement of policy objectives.

²⁷

Speed Alert: Harmonisation of in-vehicle speed management applications (EC Grant agreement, May 2004- June 2005).

5.2. Policy Option B: Overcoming specific problems by concentrating on enabling actions and application fields, indirectly supporting development and wider deployment of ITS services

Description:

Policy Option B aims at improving ITS uptake by addressing key objectives through the following **priority action areas**:

- the definition of a **functional open in-vehicle platform** allowing the re-use of crucial components (communication technologies, positioning, processing power and Human Machine Interface). Such a platform will permit synergies and reduce the cost of introducing and operating ITS services; it should also guarantee access for the public sector and applications of public interest. This action will facilitate the *integration of the vehicle into the transport system* and support the introduction of cooperative systems in the longer term, by standardising the exchange of data between the infrastructure and the vehicle, and between the vehicles themselves. It includes further support for broader take-up of (autonomous) *safety-enhancing* in-vehicle applications and will support the implementation of advanced and flexible solutions to improve *security* of transport operations (effective tracing and tracking methods for goods, reservation of secure rest areas, etc.);
- the establishment of a solid European concertation and coordination framework on ITS between Member States and industry: this concertation or **High Level Group** would constitute a forum for all representative ITS stakeholders (EC, MS, Regional and Local Authorities, industry players) tasked with providing *recommendations* on options to be taken and discussing *guidelines* relating to ITS deployment;
- the definition of a framework for optimised use of **road and traffic data** (including local traffic regulations and circulation plans) and of key issues concerning the reliability and the management of traffic and travel information to be addressed by relevant public and private stakeholders. Key data will become available to all stakeholders in agreed or even standardised formats. The organisational framework and the rules of the game will be made clear for everybody, avoiding inappropriate use and reducing costs. Stakeholders will see the benefits of cooperation and the market will explore new opportunities for developing new services or adding value to existing ones;
- the development of a framework for the **continuity of ITS services** and related information flows at **interfaces between interurban and urban transport**, in relation to passengers and freight. This topic addresses the virtual borders between neighbouring operators and operating environments, directly supporting the seamless delivery of services. By exchanging experiences and data, and connecting equipment and control lines, operators will improve performance of their operations, lowering costs and better addressing customers needs;

- the resolution of **data security** and protection, **privacy** and **liability issues** hindering the uptake of certain advanced ITS equipment and services. These issues have been identified as being core to the current slow uptake of ITS: in the absence of clear rules and responsibilities, neither providers nor customers are willing to invest or buy. Though the whole ITS ecosystem is affected, issues relating to deployment of in-vehicle applications, and (autonomous) safety-enhancing ones in particular, need to be addressed first.

The action areas targeted under Option B are considered to constitute or affect the fundamental building blocks required for the deployment of Europe-wide ITS and to offer the maximum potential for synergies.

All five action areas are considered to be of enabling or ‘horizontal’ nature. Achieving progress will directly contribute to the objectives and will indirectly support development and deployment of applications as part of the priority ITS domains which were identified previously during the stakeholder consultation (see 1), as indicated in the table below:

		Action Areas				
		Functional open platform	High Level Group	Road & Traffic Data	Continuity of Services	Data security, privacy & liability
Priority Application Domains	Traffic Management	+	++	++	++	+
	Congestion (corridors & cities)	+/0	+/0	++	++	0
	Co-modality	+	+	+++	++	+/0
	Safety & Security (Commercial transport)	+	++	+	++	++
	Road Safety	+	++	++	++	++
	Travel Information (RTTI)	+++	+	+++	++	+
	Efficiency Logistic Operations	++	0	++	+	+

Option B will result in an agenda for measures addressing technical, operational and organisational bottlenecks that directly influence the business model for ITS services and applications. By tackling these bottlenecks, it is expected that the market will accelerate the development and provision of innovative and mature services, at lower production and operation costs and with higher quality. Customers will better appreciate and be convinced of the potential and added value of ITS and become less reluctant to purchase and use, allowing ITS to contribute at its full potential to the achievement of policy objectives.

Though all five areas were considered to be of equal importance, the establishment of a **reinforced framework for concertation and coordination is central, because** leading to a common vision on the deployment of ITS in Europe and resulting in synchronised actions.

Relevance of chosen priority action areas:

Identification and definition of these five main priority action areas took place during the consultation process (see 1 — Consultation of stakeholders), by comparing their potential effect (= the impact of tackling the dedicated topics described) on the key objectives, being interoperability, cooperation, solving liability issues and boosting the take-up of ITS in Europe. This repeated discussion did however not result in a clear hierarchy of priorities: since all five were considered to be crucial for at least one of the priority ITS application domains identified, none of them could be removed or ‘delayed’ without affecting the outcome of the whole process.

This analysis should be unsurprising as it is in line with previous considerations regarding the complexity of the ITS ecosystem and related value chains, and the need to establish close cooperation among stakeholders. Once the key issues identified have been solved or clarified, stakeholders will be able to act and cooperate better on individual solutions and applications. Improved consultation and top-down steering will encourage synchronised action, where Member States will decide in a concerted way what (national) investments and projects should be realised and the Commission services can concentrate on issues that need supranational, Europe-wide solutions and on setting up supportive initiatives with a wider scope. These include targeted financial support for research, tests or pilots; standardisation mandates; voluntary agreements (based on the work in the ITS High Level Group) and regulatory work where required on identified targets and global tax or incentive schemes, for example.

Conclusion:

Policy Option B will address horizontal issues directly and indirectly affecting the take-up of ITS, with a clear focus on concertation among all stakeholders involved. It is expected that top-down steering will be constructive and effective, resulting in synchronised actions that will allow individual ITS services to penetrate the market in a more harmonised and better-supported way than in the baseline scenario.

Option B will make optimal use of the instruments available to the Commission’s services by delivering underpinned requests for standardisation and identifying and prioritising requirements for financial support and legislative work.

5.3. Policy Option B+: Option B extended with a comitology procedure

Description:

Option B+ builds on the same measures as introduced under Option B but formalises the concertation and coordination aspect by replacing the ITS High Level Group with

- an **ITS Comitology Committee**, constituted of Member States’ representatives to assist the Commission in adopting specific measures in well-defined areas (corresponding to the basic enabling measures of Option B) via a comitology procedure, and
- an advisory group constituted of private sector key representatives, providing input and serving as a consultation body to the Commission.

Under Option B+ the Commission will be able to effectively steer and manage processes leading to a concerted, policy-driven Europe-wide deployment of ITS:

The Commission, assisted by the **European ITS Committee (EIC)** would

- exchange information with Member States and develop an overall vision on ITS deployment in Europe
- oversee the development of harmonised guidelines, specifications and standards for ITS and cooperative systems; the content of strategic components such as the eSafety and EasyWay vision and road maps, and the strategy for achieving continuity of European ITS Services on the Trans-European Road Network
- *within its mandate* and *when necessary* decide on specific actions in the areas of:

the establishment and further development of technical requirements, guidelines, specifications and conditions to ensure a harmonised, interoperable and open development and deployment of ITS for Roads in an integrated and coordinated manner, in particular in the following areas:

- The optimal use of road, traffic and travel data
- European road traffic management, including interaction with other transport modes and with urban transport
- Continuity of ITS services for freight and passengers, including those facilitating the interconnection of interurban and urban transport systems,
- Road safety and security
- The definition of an open functional platform for (in-vehicle) ITS Services
- Data security, individual data protection and liability
- The mechanisms ensuring European ITS concertation and coordination
- type-approval of ITS terminal and network equipment and software applications — where required by the relevant specifications and necessary for environmental, efficiency (and energy efficiency), safety or security reasons.

The EIC will not deal with topics addressed by other comitology committees, e.g. those responsible for EETS (the European Electronic Toll service Directive 2004/52/EC), digital tachograph (Council Regulation (EC) 2135/98) and vehicle type-approval (Directive 2007/46/EC). However, if synergy could be obtained by integrating devices or services falling under the responsibility of different committees, common meetings between them could be arranged.

Concrete legislative proposals to be decided by the Commission using the comitology procedure will however be underpinned by an additional and specific impact assessment.

In parallel with the ITS Committee an advisory group constituted of senior ITS stakeholders would be created. This forum would provide a solid framework for concertation & cooperation with industrial players, and for reflection and discussion on industrial and provider-based requirements and priorities. It should address all aspects and domains related to ITS deployment, and advise the Commission on business and technical aspects of the deployment and use of ITS in the European Community. The advisory group would bring together about twenty representatives of relevant ITS service providers, associations of users, transport and facilities operators, manufacturing industry, social partners and professional associations.

Relevance:

In addressing the five enabling actions defined under Option B and setting up a comitology committee, the proportionality principle is fully respected:

- the priority actions result from a long filtering procedure reducing the many possible local actions to the bare minimum needed to make progress and to meet the specific objectives;
- mandating the Commission, assisted by the Committee, to decide in specific areas (where necessary) will be strictly limited to those areas that require a supra-national approach and common guidelines and specifications in order to arrive at Europe-wide seamless traffic management, information and in-vehicle safety systems and services.

Conclusion:

Policy Option B+ builds on the actions introduced under Option B and introduces a comitology procedure, including the constitution of a European ITS Committee to assist the Commission in dedicated areas of action. Option B+ provides the best chances for moving on rapidly, and minimises the risks of not delivering the expected results, by giving the Commission the possibility, after closely consulting all the stakeholders, to put forward proposals for legislation via comitology. Under such a scenario the Commission will be able to make a difference *where necessary* by putting all actors under pressure to work together and to (voluntarily) agree on common approaches, synchronised actions and issues to be standardised in the short term.

6. ANALYSIS OF IMPACT

6.1. Methodological Considerations

6.1.1. Approach

This impact assessment is being conducted for an Action Plan, a broad policy-defining document setting an **agenda** and highlighting **priority areas** and **key issues** to be addressed. It is therefore not possible to carry out a full analysis of the concrete measures at this stage. Concrete measures are already proposed in some cases, but will be subject to further analysis in concertation with the major stakeholders concerned. Under the

proportionality principle the assessment of impacts is also quite broad and at this stage in most cases preliminary. It only partly relies on detailed quantitative data.

All options have been compared against the expected development under the reference scenario A, which represents the trend if nothing additional is done.

For the assessment of the policy options a **multi-criteria analysis** has been used, whereas effectiveness has been estimated against achievement of progress against a number of **evaluation criteria** that reflect both the direct and indirect impacts of the policy options:

- (1) the **direct impacts** of any action to accelerate the deployment of ITS are addressed by the following criteria
 - **enhancing interoperability and continuity of service**
 - **strengthening concertation and cooperation among stakeholders**
 - **removing uncertainties regarding privacy and liability** and defining the responsibilities of the actors involved
- (2) the **indirect economic, social and environmental impacts** resulting from a faster and higher level of harmonised ITS deployment are related to support in achieving the following (transport) policy objectives:
 - the economic impact: *reduction of congestion on roads, competitiveness (of industry, cost of ITS applications, innovation), consumers (prices, choices, services, protection of privacy and personal data and economic growth;*
 - the social impact: *road safety, employment and security;*
 - the environmental impact: *climate change, air quality and noise, energy efficiency and targets related to co-modality (passenger and freight, modal split, interconnections).*

Additionally a general cost assessment with regard to the impact on the EC budget and the consistency of the impacts (trade-offs) has been used.

The **time perspective** under each option and indicator is considered to be from short to medium-term (up to 2020). Longer-term impacts (beyond 2020) typically result from increasing awareness, the application of new technologies, the establishment of greater market penetration and/or a change in the mindset of consumers and decision-makers.

It has to be noted that this impact assessment does not attempt to assess the overall impacts of a better take-up of any of the very different ITS applications concerned. The present exercise is rather an attempt to show the **impact of possible EU measures to influence the coordinated delivery mechanism for ITS deployment**, which will then in a second step bring about the benefits ascribed to a wider deployment of ITS.

Therefore, an important additional criterion is the **timescale**, which influences the time at which positive impacts can be achieved.

The assessment is basically a qualitative assessment. All criteria have been rated on a five-point Likert **scale**: positive (+ +), slightly positive (+), neutral (O), slightly negative (–) and negative (– –). The assessment was based on results from previous EU-financed research and deployment projects, stakeholder interviews, desk research and support from external consultants (see 0.1).

A full cost-benefit assessment is not possible at this stage. This proposal mainly concerns the selection of priority areas to be addressed and different process alternatives and delivery mechanisms to foster enhanced cooperation. The concrete measures to influence deployment and the precise use of dedicated EU instruments will only be defined in a later stage. Only then can the associated costs be indicated in more detail. Consequently, a cost-benefit-analysis will be included in the subsequent impact assessments required for the concrete actions to be decided. The support of the private sector via the planned advisory forum will be useful in this respect.²⁸

Globally, studies and handbooks²⁹ from Europe and North America show a clear cost-benefit ratio in favour of many ITS applications. A recent example is the eImpact³⁰ research project which assessed the impacts of intelligent vehicle safety systems. Their cost-benefit analysis shows that the majority of the twelve applications investigated are profitable from society's point of view with benefit-to-cost ratios from 1.6 to 4.

6.1.2. Use of *TRANSTOOLS* simulations

The transport model *TRANSTOOLS* has been used to generate additional, quantitative input for estimating the effects of implementing the various policy options. *TRANSTOOLS* is a European transport network model covering passenger transport and freight, as well as intermodal transport. The selection of model features is based on policy needs addressed by the European Commission services. The instrument combines various modules including economic indicators (e.g. GDP, economic growth, car ownership, etc.) and transport-related parameters (modal split, route assignment, etc.) in order to simulate the quantitative impact of specific measures over time. The model is able to simulate the evolution of transport and economic development related indicators according to various scenarios, and was proposed as an indirect addition to the overall assessment of policy options in this report.

TRANSTOOLS is not qualified to assess the direct relationship between the actions proposed and the rate of deployment of ITS, which is the general objective of the ITS Action Plan. But it can be used to estimate the impact of this uptake on the transport system as a whole and on progress in achieving relevant policy objectives related to transport efficiency, safety and environmental impact.

As part of the current exercise, *TRANSTOOLS* simulations have been used to assess the indirect impacts on policy objectives of Option B, by comparing its expected outcome against the 'baseline evolution', the estimated evolution under the baseline scenario (Option A)

²⁸ DG TREN plans to commission a research project to develop an assessment toolkit for ITS including a cost-benefit analysis. It is expected to start in early 2009.

²⁹ World Road Association (PIARC) (2004) ITS Handbook, 2nd ed.; US Department of Transportation (2005): Intelligent Transportation Systems Benefits, Costs and Lessons Learned.

³⁰ www.eimpact.eu > Presentations of the final conference 26 June 2008.

Having been introduced at a very early phase of the exercise, TRANSTOOLS simulations were run to assess the scenarios proposed by JRC, namely ‘clean & efficient’, ‘safe & secure’ and ‘mobility & logistics’. A fourth, combined scenario integrates the measurement of these three scenarios. The main assumptions include lower accident rates due to further penetration of advanced safety systems (resulting from a previous JRC GALILEO study), electronic charging for trucks in most countries, urban pricing in major European capitals and lower loading times and costs (by 2 %) in ports and logistics centres. It is the scenario which most closely resembles Option B. It is however worth mentioning that all the TRANSTOOLS simulations build on specific assumptions of broader deployment of ITS and ITS-related initiatives — which, as highlighted above, does not seem to be happening with market forces alone. (cf. JRC summary report³¹)

6.1.3. *Uncertainty surrounding the impact analysis*

ITS are enabling technologies whose deployment is subject to a variety of variables (factors), e.g. maturity of technology, market acceptance or willingness to invest and to buy, and is dependent on actions being implemented in a coordinated way by various independent stakeholders. The progress of these processes is difficult to predict.

The effect of the instruments proposed in the context of this initiative, basically financial support, legislation, standardisation and support for voluntary agreements, are also difficult to assess.

The overall result of the present analysis based on qualitative expectations, where possible supplemented by quantitative elements resulting from recent market analysis, forecasts and simulations, must however be approached with a certain degree of uncertainty.

All benefits of ITS, such as reduced congestions, lower fuel consumption/costs, better reliability or improved safety enhance the attractiveness of driving. This might result in higher road transport demand both for passenger and freight (induced traffic). An increase in transport activity (pkm/vkm) would counter a part of the benefits of ITS.

6.2. **Impact of Policy Option A — No additional new actions (baseline scenario)**

Sections 2.2 and 4.1 have described in detail the risks and general trends if nothing is done: take-up of ITS services and applications will in general remain low and in the case of in-vehicle applications, probably limited to top-class (vehicle) brands and types, and the customers who can afford these; society will hardly perceive efficiency gains in traffic management operations and road safety will hardly improve owing to an insufficient penetration rate of personal safety devices and services.

6.2.1. *Direct impacts*

Under policy Option A, the set objectives are hardly approached:

- (a) interoperability and continuity of services:

³¹ JRC report on TRANSTOOLS simulations of ITS Action Plan, 3rd draft (04.06.08).

- operational deployment of ITS services is still hindered by limited and difficult access to the necessary traffic and travel data, especially across borders and different modes, and unsolved legal and liability requirements
 - pan-European deployment, common quality levels and possible harmonisation regarding operations procedures (what will be delivered?) are undermined by local initiatives and the absence of Europe-wide concertation. As a result consumers are confronted with discontinuities in services they might be used to on their national or local network, and they might have to face a variety of user procedures and different ‘look and feel’ of similar ITS services, if they are provided at all
- (b) concertation and coordination:
- markets continue to suffer from a lack of vision and concertation among key stakeholders, so there will less likelihood of concerted and synchronised actions, synergies and multiplier effects — or of related cuts in costs and risks
 - concertation and cooperation among stakeholders will remain mostly underdeveloped; lack of knowledge and understanding — especially at the level of public sector entities — will hamper EU-wide deployment of ITS for roads as an alternative to building more transport infrastructure. ITS deployment needs solid investment decisions for both public and private funding. In the absence of a clear vision of the future of the European Transport policy and the role of ITS in this, uncertainties regarding the exploitation and market prospects for ITS will be kept alive whereas initial deployment led by the public sector — considered to be a major trigger for private sector initiatives and developments — will remain fragmented and not conducive to multiplier effects.
- (c) privacy and liability issues:
- liability issues and use of personal data differ according to the service provider, operator and Member State where the service is provided. As such consumers will be sceptical about the added value of ITS applications and remain reluctant to buy or invest in them themselves.

6.2.2. *Indirect impacts*

Unsuccessful market take-up of ITS will make it difficult to achieve policy objectives, including:

- (a) *Road safety*: low penetration of safety-enhancing applications and life-saving services will result in continued unacceptably high levels of road fatalities in the EU as a whole, generating high costs for society (medical, police intervention, material damage, etc.)

In 2004, Germany alone estimated that road accidents created socio-economic costs of nearly €1 billion (half of them for personal injuries, half for property damage).³²

- (b) the *Greening of transport*, focussing on an enhanced shift to more energy-efficient and environmentally-friendly passenger and freight transport modes, eco-driving, a reduction in the need for transport resulting from optimal loading of vehicles and more effective route choice. These goals are endangered and congestion will continue to grow on major (road) transport axes and in conurbation areas (interurban/urban interfaces); journey times will increase and become even less reliable, affecting all users of the road transport system.

Other effects of Option A following from TRANSTOOLS simulations indicate:

- road traffic congestion, expressed as congested vs total driving time, to increase from 24.3 % (2007) to 24.9 % (2012) and 28.6 % in 2020 for EU-27;
- external costs of accidents (road, rail and inland waterways combined) to increase from €128.6 billion (2007) to €144.3 billion in 2020;
- fuel consumption (Mtoe) and emission of CO₂ (Mio tonnes) to increase by 15 % in 2020 (EU-25);
- **total external costs** including congestion, accidents, noise, air pollution and climate costs as defined by the External Costs Handbook (published by DG TREN in 2008)³³ to evolve from €161.8 billion in 2007 to €193.3 billion by 2020.

6.3. Impact of policy Option B: Overcoming specific problems by concentrating on enabling actions and application fields, indirectly supporting development and wider deployment of ITS services

Policy Option B is based on a reinforced framework for concertation and coordination, and focuses on 'horizontal' enabling actions:

- Definition of an open functional platform for (in-vehicle) ITS Services
- Cooperation among stakeholders
- Access to road and traffic data, optimisation of data exchange, rules of the game
- Continuity of services across borders and modes
- Data security, privacy and liability issues

The problems and bottlenecks addressed under Option B have been identified as directly affecting the key objectives and therefore as core to the overall slow uptake of ITS. By

³² Bundesanstalt für Straßenwesen (BASt), BASt-Info 2/2006.

³³ CE Delft et al. (2007): Handbook on estimation of external cost in the transport sector; available under http://ec.europa.eu/transport/costs/handbook/index_en.htm.

tackling these ‘horizontally’ way, that is, by approaching similar problems encountered in various application domains in a coordinated manner, actions can be set up in the most efficient and probably most effective way, limiting the use of resources at the EC level and for the whole ITS community.

The key message is that we must seek a multiplier effect with the instruments available to the Commission’s services and obtain synergies; central to this option are the establishment of a modular approach to ITS deployment based on an **interoperable on-board telematics platform with open functionalities** and the creation of a **High Level Group** covering all aspects of ITS deployment:

6.3.1. *Direct impacts:*

The horizontal actions address key issues relating to the deployment, provision and uptake of ITS services; however they do not address the specific objectives one by one. The following analyses will clarify what each action covers and how they will contribute to the set objectives:

(1) Definition of an **open functional platform** for (in-vehicle) ITS Services:

The establishment of a modular approach to ITS deployment, including an interoperable telematics on-board platform with open functionalities and conceived for plug-in integration of nomadic devices will enhance interoperability and provide new opportunities, synergies and cost reductions.

(a) Need for an interoperable, modular approach:

During the last 10-15 years the telematics market has offered a still growing amount of in-vehicle telematics applications and services, in most cases presented as ‘standalone’ applications. These applications typically make use of selected location positioning or communication methods, often rely on proprietary data protocols and transmission interfaces and present a variety of Human Machine Interactions (HMI). Although this development started in commercial vehicles (fleet management and e-freight systems), the market for devices with navigation or traveller support functionalities has expanded rapidly.

This action focuses on a universal platform with open functionalities, equipped with a safe interface (command functions, screen) and offering an easy plug-in and connection for mobile devices.

This modular concept will include positioning, communication, processing and possibly identification capabilities; the re-use of functional components and installed equipment will lead to major savings for suppliers, service providers and customers.

The market alone cannot be expected to deliver fast and coordinated integration of devices with these functionalities without EU cooperation and legislation.

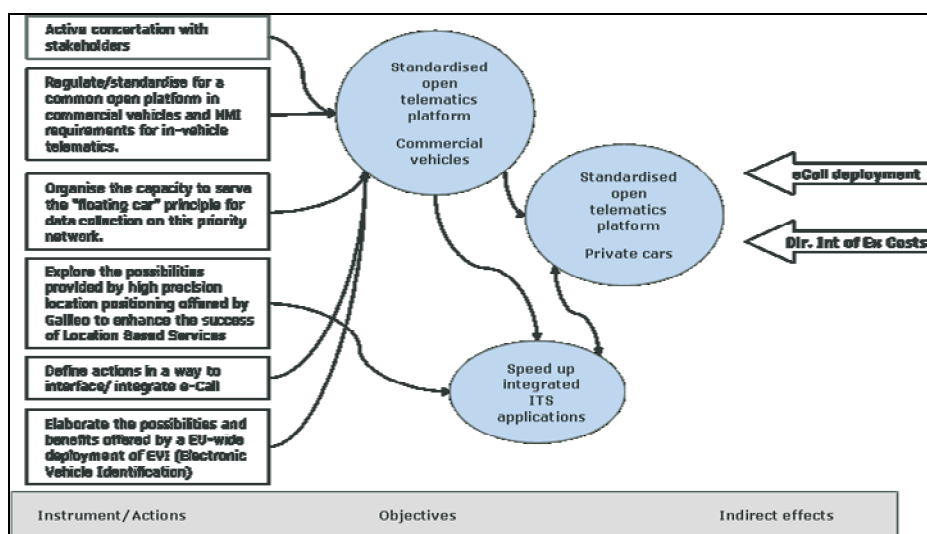


Fig 5.2: Relationship between actions and objectives (open platform)

Specific targets under this action therefore include:

- the development of standardised functionalities related to an in-vehicle platform and its interoperability and interconnection with the infrastructure, requiring functional *characteristics* to be defined and the functional *design* of existing applications and services to be taken into consideration
- measures to ensure the connectivity of nomadic devices in a safe way
- solutions for vehicle-specific requirements, e.g. a vehicle identification tag to be used for certain environmental charges or internalisation of costs linked to the vehicle, in order to exclude risks of fraud.

The platform could initially be introduced in commercial vehicles and might help later to speed up integration of ITS applications in passenger cars as well.

(b) Who will benefit?

Parallel to a generally accessible front-end device, an integrated service chain will be set up distinguishing service provision, service delivery and management of operational requirements. The concept and pilot deployment have been developed and tested in research projects (GST³⁴ — General System for Telematics), which addressed security and privacy issues as well. While the embedded kernel permits technically sound and safe deployment and connection to the vehicle (in order to integrate and process data from existing sensors), mobile devices can be plugged in to guarantee seamless service provision through the on-board Human Machine Interaction and therefore reduce inappropriate and unsafe continued use of these.

By standardising and guaranteeing access for all parties involved — be it developers, providers, customers or public sector entities, basic costs can be reduced and competition can be enhanced:

³⁴ GST — General System for Telematics, 6FP Integrated Project developing an open and standardised end-to-end architecture for automotive telematics services.

- Developers and service providers will be able to build on existing in-vehicle components and data, lowering the cost of deployment and improving quality of the service. Continuous upgrading of services and data will be remotely processed. By having access to all equipped users they will be able to compete effectively on the basis of quality and price, to provide tailor-made services better responding to users' needs
- Customers will be able to freely select their service provider, no longer being tied to the installer (owner) of the in-vehicle device. Prices of devices and services will go down while service deployment and upgrades will be provided remotely, no longer requiring time-wasting appointments in service stations. Europe-wide seamless delivery of services is within reach, and single invoicing system will be the next logical step.

As reported in the eImpact study, a reduction of the cost of individual safety-enhancing in-vehicle applications (ISA, LDW, ACC, etc., all in the €100-250 range) thanks to synergies and re-use of components, together with better data provision and answers to liability questions, are all crucial to speed up acceptance and deployment.

- Public sector entities with access to the platform will be able to address equipped users, leveraging the effectiveness of the services provided (warning, routing advice) and allowing improvement and user-based approaches.

(c) Longer-term perspective

In the longer term this initiative will support the development of cooperative systems, building on standardised data exchange between vehicles and 'communication portals' along the roadside.

Such applications would allow faster warnings of ambient driving conditions and unexpected queues and cut costs for road operators by reducing the need for roadside-based equipment.

Conclusion: The direct impact of this action on key objectives can be estimated as follows:

	Interoperability	Cooperation	Privacy & liability
Functional open ITS platform	++	+	0/+

(2) Enhancing concertation and cooperation by setting up a **High Level Group**:

Deployment of ITS calls for effective cooperation between public and private stakeholders, with synchronised investments; the industrial and public sector's perspectives should however be distinguished:

- the **industry** is well aware of research results and potential market opportunities, but struggles with a non-obvious business case and reluctant consumers, and in some cases with issues related to protection of intellectual property, required sharing of knowledge and unsolved liability issues
- the **public sector** is not (or not sufficiently) aware of the potential of ITS to help achieve policy objectives, lacks knowledge, especially at senior level, and is not driven by the need to realise economies of scale or create synergies: in case of need, solutions are simply bought.

Feedback and analyses have demonstrated that the lack of knowledge is most significant at the level of Member States and their national and regional/ local authorities. Any measure in this field must therefore be directed particularly at the public sector, which is suffering from current initiatives being fragmented, inconsistent across Member States and unevenly matched with the various policy aims and applications.

Setting up stronger concertation is enabling: it will for example support the implementation of EU transport policies and allow other actions to become more successful.

The installation of an ITS High Level Group (ITS HLG) with representatives from all sectors, including the public sector involved, would help provide a clear vision of the future of European transport policy and the role of ITS in this. A commonly agreed road map for Europe-wide deployment would reduce current uncertainties regarding the exploitation and market prospects for ITS and will clarify and support a leading role for public sector investments. Targeted investments by the public sector are considered to be a major driving force for private sector initiatives and developments, especially where piggy-backing would enhance synergies and deliver cost reductions.

The role of the High Level Group would be

- to exchange information, best practices and cost/benefit details on ITS deployment
- to establish a general vision for ITS, and of the roles of all stakeholders
- to discuss issues hampering industry-led deployment of ITS services
- to discuss social challenges and how they can be addressed by ITS, or by revising current deployment strategies
- to discuss the joint (pilot) projects and initial investments required for long-term growth in ITS deployment
- to produce recommendations for standardisation requirements and funding..

Installing the HLG will boost the public sector's awareness and knowledge, hopefully leading to greater involvement in ITS deployment schemes. Typical measures to be considered in this field include: training and dissemination,

especially to authorities and decision-makers; support for consensus building at both technical and policy-oriented levels and development of a toolkit for the assessment of ITS investments.

In addition a European database of costs and benefits of ITS early deployment projects and the establishment of an ITS infrastructure assessment procedure, as a precondition for EU (or even national) funding for building or operating (cf. ERTMS funding in TEN-T), can be envisaged.

However, since the HLG would have an advisory role vis-à-vis the EC, it is not clear if the initiative will bring together the real key players, especially from industry — what would be their interest?

Another question will relate to the mechanisms for selecting the participants, especially on the public sector side (which Member States' representatives would be most appropriate, how to deal with the other Member States)

In cases where concerted and strong action is required from the public sector, it is doubtful whether the recommendations from the HLG can be processed swiftly without further concertation among all EU members, or whether a 'soft' approach will ultimately deliver what is required.

Earlier Commission attempts to improve the uptake of ITS by 'soft' measures have failed e.g.:

- the Commission Recommendation of 2001 inviting Member States to establish harmonising requirements for traffic and travel information at national, regional and local level and to produce a categorisation of roads. This action was intended to provide a basis for allocating traffic to the most appropriate road segments, and to encourage potential synergies that should result from closer cooperation with the private sector in specific application areas. As the recommendation was not sufficiently followed, map makers were never informed about general or local traffic strategies and as a consequence many issues identified in 2001 are still open today, and have become worse since then (see 2 and 4.2) as navigation devices have become more common.
- the voluntary ITS High Level Group composed of representatives from national transport and industry ministries, which turned out to be most helpful for exchanging views but failed when it came to agreeing on clear actions to be taken or on common specifications to be adopted.

Conclusion: The direct impact on key objectives can be estimated as follows:

	Interoperability	Cooperation	Privacy & liability
Establishment of a HLG	+/- (*)	+	0/+ (*)

(*) the fact that stakeholders will discuss ITS-related issues will enhance understanding, and might indirectly support achievement of interoperability and the solving of privacy / liability issues.

- (3) Enhancing cooperation, defining responsibilities by the establishment of a framework for **optimised collection, exchange and integration of road and traffic data**, addressing the core of most of ITS services

Better coordination between the public authorities at all levels is a prerequisite to enable seamless traffic management and traffic information, leading to better-informed drivers, who will be able to avoid congestion and accidents.

A better integration of available content and databases will extend the functionalities of existing services and should improve their level of quality (accuracy, coverage, completeness, etc.); to complement improved access to compiled data, there should be procedures for faster upgrading of digital maps that serve as a basis for in-vehicle applications, and mechanisms to add real-time information. For example, speed information applications adjusted dynamically by integrating real-time information on traffic and road conditions (slippery roads, identified obstacles and traffic queues ahead) will be much more efficient and effective.

Conclusion: The direct impact of this action on key objectives can be estimated as follows:

	Interoperability	Cooperation	Privacy & liability
Framework for road and traffic data	+	+ (**)	0/+ (*)

(*) the fact that stakeholders will discuss ITS-related issues will enhance understanding, and might indirectly support solving of privacy / liability issues.

(**) being a prerequisite for this action

- (4) Ensuring **continuity of services across borders and modes**

Extension of services to interfacing networks, e.g. urban/ interurban road networks or across complementary transport modes will enhance co-modality and foster the greening of freight corridors. A major prerequisite for appropriate ITS instruments providing seamless support to travellers and hauliers is real-time access to data, and agreed formats for data exchange and data integration.

Conclusion: The direct impact of this action on key objectives can be estimated as follows:

	Interoperability	Cooperation	Privacy & liability
Continuity of services	+	0/+ (**)	0

(**) being a prerequisite for this action

(5) Addressing **privacy and liability issues** linked to ITS services

This concerns especially the following ITS-related items:

- the use of shared data: who is the owner, how can the data be used/ not used; what happens if data provided cause nuisances, even accidents?
- deployment of safety-enhancing (in-vehicle) applications: risk of inappropriate use, what happens in case of failure? The action also deals with ownership of services, and aspects of security and privacy of data (exchange of data being the core of ITS).

Typical ITS applications that will benefit from solving these issues include Lane Departure Warning, Collision Avoidance and Emergency Braking Systems. Broad market take-up will lead to a drastic reduction in the number of accidents.

Conclusion: The direct impact of this action on key objectives can be estimated as follows:

	Interoperability	Cooperation	Privacy & liability
Addressing privacy and liability issues	0	0/+ (**)	+

(**) being a prerequisite for achieving this action

Overall conclusion on the direct impact of the actions under Option B:

	Interoperability	Cooperation	Privacy & liability
Option B	++	+	+

(**) being a prerequisite for achieving this action

6.3.2. Indirect impact

The impact of the 5 priority actions on achieving (transport) policy objectives is expected to be as follows:

(a) Road safety

Road safety will benefit in multiple ways:

- less risk of driver inattention: concentrating applications on a single platform with a unique, certified interface (HMI) will ensure safe control/delivery of services and in future allow services to be prioritised as a function of driving conditions (e.g. temporary inactivation of navigation assistance in critical driving circumstances)

According to a landmark research report released by the National Highway Traffic Safety Administration (NHTSA) and the Virginia Tech Transportation Institute (VTTI), driver inattention is a leading factor in most crashes and near-crashes. Nearly 80 % of crashes and 65 % of near-crashes involved some form of driver inattention within three seconds before the event. Primary causes of driver inattention are distracting activities, such as mobile phone use, and drowsiness.

- safer traffic due to a reduction of drivers' workload, especially in the commercial transport sector
- (autonomous) safety-enhancing applications will penetrate the market more rapidly

According to the TRACE project³⁵ several studies indicate the great potential of ITS to enhance safety (and environment): McKeever (1998) estimated that 26 % of fatal and 30 % of injury crashes could be prevented by a general deployment of in-vehicle, infrastructure-based or cooperative ITS systems in the US, while an OECD (2003) report conservatively predicted a reduction of almost 40 % for both categories combined. Examples of autonomous in-vehicle systems to be considered include Electronic Stability Control (ESC), Automatic Crash Avoidance (ACA), Lane Departure Warning (LDW) systems, alcohol locks and eCall (emergency call).

Take-up of safety-enhancing applications will certainly improve if there are synergies, lower costs or 'package deals': while it is not always clear if customers would be willing to pay for separate safety applications, they are more likely to consider buying combined comfort/ safety-enhancing applications (e.g. intelligent speed adaptation combined with information on black spots).

One such service that would definitely profit from a 'package introduction' is eCall³⁶, a safety-enhancing service proposed by the industry and the subject of a Commission communication — but still struggling with mixed interest from key stakeholders and doubts on the overall value chain:

Fig 5.3 eCall

eCall aims at reducing the number of fatalities by accelerating and supporting post-crash (medical) assistance; under the current eSafety initiative deployment of eCall is based on a voluntary scheme, expected to result in a 70 % deployment rate in new cars by 2020 (see Fig. 5.4).

³⁵ TRACE Project N° 02773, Deliverable D4.1.1 – D6.2, review of crash effectiveness of ITS.

³⁶ COM(2005) 431 of 14.9.2005: Bringing eCall to Citizens, COM(2006) 723 of 23.11.2006: Bringing eCall back on track – Action Plan.

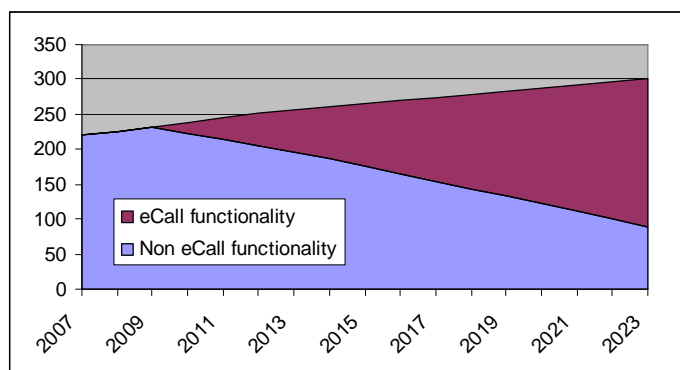


Fig. 5.4: Estimated evolution of eCall in Europe — in Mio of new cars (Source: e-Safety)

If eCall were to be deployed on 100 % of vehicles, it is expected to trigger a decrease in fatalities by 5 to 15 % across EU-27 by 2020 (2400-7477 persons), and a reduction in severe injuries by 10 to 15 % (30 000-45 000; low impact vs. high impact case). Though eCall presents a cost-benefit ratio between 1.3 and 8.5 according to a SEiSS study, it is not clear that implementation targets will be achieved. Add-on deployment on an open telematics platform drastically reduces costs and increases eCall's attractiveness; therefore such an approach should considerably speed up the implementation rate of eCall.

- (b) More effective traffic management, urban mobility and co-modality for passengers:

Traffic management strategies will be more easily extended to interfacing networks, e.g. urban/ interurban road networks, across complementary transport modes, in order to enhance co-modality. Appropriate ITS instruments building on real-time data exchange will be extended across networks and modes to provide seamless support to travellers (and hauliers); consistency of messaging, thanks to optimal sharing of data and enhanced cooperation, and a set of agreed minimum rules to be respected by all players will avoid confusion and reduce unnecessary kilometres driven, reducing emissions and fuel consumption.

Dynamic information and personalised routing support and guidance will result in enhanced interaction between individual and collective transport modes, including public transport for passengers, while connections to rail and inland waterways for freight and city logistics are optimised. Road users will benefit from predictable journey times, less congestion and smoother traffic conditions resulting from dynamic speed harmonisation and 'green waves' into the city centres

As a result traffic demand will be better balanced, use of existing infrastructure will be optimised and the negative impact of the transport system as a whole will be reduced. Public sector investments will be optimised.

(c) Better use of information, better RTTI:

The actions will foster better use of information, including those related to the collection of data at the level of the vehicle (free-flow conditions, incidents, meteorological circumstances) and provide mechanisms for displaying (possibly personalised) messages inside the vehicle. As a result new services will emerge, e.g. dynamic parking guidance and en-route reservation for public transport, while user needs and customer satisfaction can be better addressed

More reliable real-time travel and traffic information (RTTI) will enhance efficient and flexible route planning, allowing time savings and minimising nuisance on sensitive parts of the road network, by reducing the need for transport.

US studies show up to 25 % reduction in travel time/congestion when implementing adequate navigation strategies based on correct and timely road status information.

(d) Efficiency of transport logistics:

A widespread application of typical ITS-linked e-freight measures is expected to result in time savings of 10 % and financial savings of 8 %, while productivity rates should increase by 3-10 % and freight logistics costs would decrease by 2-3 %³⁷.

(e) Implementation of other (transport) policy objectives:

Synergies will be obtained at all levels, reducing costs for both providers and subscribers and allowing easy implementation of public sector applications and policy-led provisions relating to: respect for social regulations (resting/driving times), the transport of live animals, the internalisation of external costs, requirements for dangerous goods monitoring where necessary, electronic fee collection, the next generation of digital tachographs and eCall.

GNSS applications driven by standard incorporation of Galileo enabling functionalities will emerge and trigger a new generation of location-based services and related applications.

(f) The extension of the European Electronic Toll Service (EETS) and the combination/ integration of functionalities:

Actions will be focussed on ensuring the interoperability of infrastructure and in-vehicle equipment, extending EETS to cities, access control issues, facilitating the implementation of demand management strategies and the internalisation of external costs strategies. Deployment of applications building on the high-precision positioning offered by Galileo

³⁷

COM(2007) 607 Freight Transport Logistics Action Plan.

(g) Efficiency gains, competitiveness:

An open, interoperable platform would facilitate add-on services to e.g. fleet management systems, contributing to the effectiveness of daily transport-linked operations, making our enterprises more competitive and indirectly enlarging the ITS market, enhancing competition (internal market)

Priority from the infrastructure side will be given to the Trans-European Road network and the main hubs (ports, airports, and railway freight yards); a swift market take-up of interoperable in-vehicle platforms will however reduce the need for roadside-based investments and will leverage the functionalities of services and operations by road authorities and operators.

Additional input was obtained from **TRANSTOOLS** simulations (Scenario 4 — Combined measures):

- road congestion would decrease by about 2.5 % and accident costs by 7.2 %;
- fuel consumption (decrease of up to 4.1 %) and exhaust emissions would also benefit;
- enhanced cooperation and synergies would result in an additional reduction of -1.1 % of overall external costs .

The overall appreciation of the indirect impacts of **policy Option B** compared to Option A is shown in the following table:

	Economy				Society			Environment		
Impacts on ...	Congestion Reduction	Competitiveness	Consumers	Growth	Road Safety	Employment	Security	Climate Change	Air Quality Noise	Energy Efficiency
Option B: ITS Action Plan with emphasis on enabling actions, synergies and coordination	+	+	+	+	+	+	+	+	+	+

Risk: relying on a voluntary High Level Group for achieving Europe-wide harmonisation of services and synchronised deployment in all Member States does however present a clear risk of being unable to control the separate processes or to implement the required strategies.

6.4. Impact of policy Option B+: Option B extended with a comitology procedure

The B+ policy option builds on the actions envisaged under Option B, but replaces the High Level Group by a **an ITS Committee constituted by Member States' delegates**

and an **advisory group** bringing together senior key representatives from all industrial sectors.

The rationale behind this is that the High Level Group envisaged under policy Option B, building on voluntary participation, might not result in a more policy-driven approach towards ITS, nor will it guarantee a better involvement of the public sector in the deployment of ITS.

6.4.1. *Direct impacts:*

Under policy Option B+ Member States' delegates would be invited to discuss among peers the issues that are considered relevant and, among other things, to decide on priorities for Europe-wide deployment of ITS, on harmonisation of services and minimum requirements for these (voluntary approach) and on priorities for legislative work, standardisation and possibly EC funding.

The main gain would come from a better concertation among Member States, leading to faster decision-making procedures and shorter times for processing legislative work, for example.

Additional added value is expected in the area of awareness-raising and possible 'soft' measures (voluntary agreements, joint set-up of demonstration and trial projects, etc.)

Dedicated application domains where the Committee (EIC) would be active were listed in 4.3 above, and address topics including:

- (1) The optimal use of road, traffic and travel data (framework, and the collection and provision of traffic plans)

Some projects already completed or in hand have yielded valuable input on data required for effective traffic management operations, information services, deployment of typical Advanced Driver Assistance Systems (navigation, Speed Alert, Lane Keeping Systems) and autonomous (in-vehicle) safety enhancing applications, e.g.

- Speed Alert analysed all elements relative to the deployment of intelligent vehicle adaptation and provided recommendations how to have it implemented throughout Europe
- Rosatte³⁸ is expected to provide a framework for the collection, processing and integration of road data at all administrative levels, and to establish a procedure for accelerating the incorporation of such data in digital maps

The Committee (EIC) would however be able to discuss the findings of the projects and agree on a general road map for having these services operational and implemented throughout Europe.

³⁸ ROSATTE (7FP) addresses a common ROad Safety ATtributes Exchange infrastructure in Europe, which should facilitate access to accurate and up-to-date road data required for advanced ITS applications, including their integration in digital maps.

In line with this action, the EIC could address a minimum set of data, the information to be disseminated for free by all service providers, and principles for coherence of messages, as discussed at a European summit organised under the German presidency³⁹: especially data affecting safety-linked situations (road status, unexpected queues/ obstacles) and the need for a general agreement on the information to be disseminated as widely as possible under all circumstances.

The Committee should discuss the modalities of such an agreement in order to have it detailed and endorsed on a voluntary basis by all Member States

- (2) Continuity of ITS services for freight and passengers, including those facilitating the interconnection of interurban and urban transport systems, as e.g. required for cross-border multi-modal travel planners

A number of projects (eMotion⁴⁰, iTravel⁴¹, etc.) explore the most effective approaches to foster real cross-mode multimodality and to realise the idea of the always-connected traveller.

The Committee could examine how the outcome of these projects can be extrapolated to deployment projects, and how deployment throughout Europe can be fostered.

- (3) Mechanisms to ensure European ITS concertation and coordination, leading to consistent, harmonised (and prioritised) deployment of services throughout Europe

EasyWay, an ITS for Roads deployment project supported by the EC, is preparing specifications and minimum requirements for a number of selected key services to be deployed in a harmonised way throughout Europe. The consortium is struggling in the absence of an appropriate body to endorse these and a mechanism to have the specifications incorporated into the national deployment schemes

The Committee proposed, bringing together delegates from all Member States, would provide an excellent institute to fulfil this task and ensure correct incorporation (as minimum requirements) in national deployment guidelines.

In line with this task the EIC should discuss:

- common principles for the assessment and C/B analyses of ITS deployment, and the indicators to be used to allow comparison of impact, or
- priorities for Field Operation Tests and large-scale trials where major public investments are required.

³⁹ Communication from the Government of the Federal Republic of Germany to the European Commission of 27 June 2007 (eSafety Conference in Berlin, 5-6 June 2007).

⁴⁰ eMotion (FP6, RTD): analyses of the organisational, legal, economic and technical framework of a Europe-wide multimodal traffic information service, including proof of concept.

⁴¹ i-Travel (FP7, RTD): research project aiming at realising the always-connected traveller.

The EIC would also be mandated to process part of the legislative work as defined in the terms of the mandate to the Committee.

As for the effectiveness of procedures and administrative costs, the EIC would allow a shortening and simplification of the legislative process for new actions related to ITS, and for the amendment of existing ones. Several ITS applications having an impact on congestion, safety and the environment will be introduced earlier than in the other policy options, leading to quicker savings on travel times, accidents and emissions.

Industry would benefit from the clear policy and vision which will be defined by the Committee and could piggy-back on the mandatory introduction of specific ITS measures of public interest. Value-added services, for example, can be introduced more easily on the back of existing equipment. Consumers would benefit from an earlier and wider availability of services related to driving safety and comfort. Economies of scale and decreasing prices would make services available for small and economy cars too.

Overall conclusion on the direct impact of actions under Option B+:

	Interoperability	Cooperation	Privacy & liability
Option B+ (Option B plus comitology)	++	++	+

6.4.2. Indirect impacts:

TRANSTOOLS turned out to be unable to predict developments under the B+ scenario.

A major impact of Option B+ would however be the avoidance of the risks linked to working with a High Level Group of mixed nature, and the opportunity to ensure and speed up the implementation of policies.

An incidental gain would be the further reduction of administrative costs thanks to a better consultation and concertation process with Member States, and better chances to raise awareness of ITS among (senior-level) delegates from the public sector.

Conclusion: The indirect impacts of **policy Option B+** reflecting these additional advantages are estimated as follows (compared to Option A):

	Economy				Society			Environment		
Impacts on ...	Congestion Reduction	Competitiveness	Consumers	Growth	Road Safety	Employment	Security	Climate Change	Air Quality Noise	Energy Efficiency
Option B+: Option B plus	++	++	+	+	++	+	++	+	+	+

Comitology										
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6.5. Administrative costs

The policy Options B and B+ are mainly concerned with the creation of the right framework conditions for coordination. For these options, the administrative costs for the European Commission are taken into account at this stage. As it is not certain if and how the concrete measures and instruments will take shape, with the assistance of the ITS Committee or High Level Group, the implementation costs are difficult to estimate. It can only be done at a later stage (cf. 5.1.1)

Administrative costs for EC intervention will relate to setting up (a framework for) more intense concertation and coordination among stakeholders; defining and managing financial support for research, real-life testing and Europe-wide deployment; defining functional requirements and organising their standardisation, conducting legislative work and monitoring progress in the various domains. These costs will be slightly higher for policy Option B+ because of the extra cost of setting up the comitology committee. However these extra costs of about €70 000/year⁴², to organise 4 meetings with representatives from 27 Member States, are very low compared to the benefits to be gained thanks to reductions in congestion, accidents and pollution. Indeed, a 1 % reduction of these external costs will immediately result in savings of billions of euros, but the relevant implementation costs need to be taken into account.

Implementation costs for other parties could, for example, include (1) the required investments in roadside-based and in-vehicle equipment (setting up and operating services is considered to be part of a business process, where benefits cover all implied costs), (2) the implementation of legislative work at national level and (3) participation in concertation bodies and (4) collective planning / managing of standardisation, and deployment of services including testing/evaluation.

Types of costs	carried by		
	Public	Industry	Citizens
Infrastructure linked ITS			
In-vehicle linked ITS			
Coordination			
Standardisation			
Administrative			

Tab. 5.2: Types of costs likely to be attributed (grey shading indicating who bears the types of costs indicated)

⁴² European ITS Committee: 27 participants x €650 = €17.550 per meeting for the reimbursement of travel expenses; for four meetings per year the total amount equals €70.200; advisory group: € 650 per participant per meeting, 20 participants x € 650 = € 13.000 per meeting for the reimbursement of travel expenses; for four expert meetings per year the total amount equals € 52.000.

7. COMPARISON OF POLICY OPTIONS

To summarise, the short-listed policy options are:

- **Option A:** no additional new action taken, as the baseline scenario against which the other options have been assessed
- **Option B:** concentration on enabling actions and coordination
- **Option B+:** Option B extended with a comitology procedure (establishing a European ITS Committee)

The present impact assessment should point out which actions are most effective, and the following tables give an overview on how the options have scored according to the evaluation criteria (compared to Option A).

7.1.1. Direct impacts

Impacts on...	Interoperability	Cooperation	Privacy & liability
Option A			
Option B	++	+	+
Option B+	++	++	+

Tab. 6.1: Comparison of policy options against evaluation criteria (direct impact on objectives)

Under Option A, non-existent progress in domains related to interoperability (and synergies, leading to cost reductions) and to privacy and liability issues is very likely. As for concertation and cooperation among stakeholders, it is currently happening through existing fora, but remains fragmented and misses the critical mass to trigger change and evolution. Under these circumstances, it is expected that ITS will remain in its current position: an instrument with high potential but unable to support achievement of policy objectives because penetration and take-up are too marginal.

Option B and B+, with much better scores on all three criteria, present a serious improvement over Option A, with Option B+ scoring even higher on concertation and fostering cooperation.

Under Option B+ the Commission will be able to effectively steer and manage the complex processes related to a policy-driven deployment of ITS; it would be assisted by a dedicated European ITS Committee, constituted by delegates from all Member States, and a separate advisory group bringing together (high-level) representatives from all industrial sectors. The Commission will have the possibility, whenever necessary, to realise progress in dedicated (enabling) areas of content directly affecting ITS deployment.

7.1.2. Indirect impacts:

	Economy				Society			Environment		
Impacts on ...	Congestion Reduction	Competitiveness	Consumers	Growth	Road Safety	Employment	Security	Climate Change	Air Quality Noise	Energy Efficiency
Option A										
Option B	+	+	+	+	+	+	+	+	+	+
Option B+	++	++	+	+	++	+	++	+	+	+

Tab. 6.2: Comparison of policy options against evaluation criteria (impacts on achievement of policies)

First of all, the analysis confirms that for both Options B and B+ EU action can have an added value contributing to most of the policy objectives. Compared to a baseline scenario of no additional new actions, both policy options will deliver a positive overall impact.

No weighting is applied, but the transport-related criteria of reduced congestion, higher road safety and less impact of road transport on the environment (greener transport) are considered important.

The main difference between B and B+ is the replacement of a High Level Group by a European ITS Committee assisting the Commission through the comitology procedure. The main advantage of Option B+ is a faster and more harmonised deployment of ITS services. The positive impacts anticipated on congestion, road safety and emissions will thus be reached earlier. That is why this option is more effective: Option B+ will save more lives and more time otherwise spent in congestion, and reduce CO₂ emissions most.

7.1.3. Conclusion

Overall, **Option B+ can be regarded as the preferred option**, because it will result in better impacts than the other options, in particular regarding cooperation and the potential to speed up agreements on particular issues hampering ITS deployment and to bring about harmonised deployment of ITS throughout Europe.

The proposed legal instrument to set up this framework for Europe-wide deployment of ITS, including the European ITS Committee would be a Directive. A Directive is the appropriate instrument, as the obligations imposed to the Member States recognise the different levels of ITS use and deployment, allowing them to concentrate on their priorities for implementing, while at the same time leaving the power and responsibility to the Commission to define, with the European ITS Committee, the technical details in support of the implementation of the Directive. A regulation would be too prescriptive, considering that many of the required actions and the level of deployment of ITS vary from country to country. Only a Directive will enable Member States sufficiently to adjust the framework established according to their individual needs.

8. MONITORING AND EVALUATION

In the course of this impact assessment a series of actions have been evaluated which should create better conditions for a faster take-up and deployment of ITS for roads and as such enable a stronger contribution by intelligent transport systems to the overall goals of efficiency, safety and a cleaner environment.

These actions are of an enabling and cross-cutting nature. They do not influence the general objective or most of the specific objectives directly. For monitoring activities this means that only the outputs with regard to the operational objectives can be assessed easily. The impacts on the specific and general objectives are indirect, so that in some cases it will be difficult to separate them out from other influences in the field. But it is important to stress that a prime goal of the Action Plan is to achieve positive results from ITS deployment *faster* and create the conditions to achieve them at all.

The following table gives an indication of possible indicators of progress towards meeting the objectives. Monitoring will be required not only to assess whether the measures are on track but also to review the evolution of the global context and to determine whether additional measures might be required.

It is proposed that a progress report be made by 2012 and that this report should also provide the opportunity to propose possible further actions.

General objectives	Indicators
(Quicker) Take-up of ITS for roads	<ul style="list-style-type: none">§ Deployment and level of services for ICT infrastructure, traveller information, traffic management and freight and logistics services§ Penetration rate of ITS applications in new/existing vehicles (market shares)§ Number of national and local demand management and access control schemes introduced§ Number of new service providers in the ITS market
Achievement of interoperability regarding applications and services; synergies to be obtained	<ul style="list-style-type: none">§ Definition of a functional open platform for (in vehicle) deployment of ITS§ Measures to achieve/ ensure connectivity of nomadic devices in a safe way§ Solutions for vehicle-specific requirements, e.g. vehicle identification

Specific objectives	Indicators
Setting up of an efficient concertation/cooperation mechanism between all ITS stakeholders in order to provide a clear vision on how ITS should be deployed on a Europe-wide scale and how it should support implementation of EU policies	<ul style="list-style-type: none"> § Production of a vision document § Coordination mechanism in place § Detailed strategies for tackling main barriers
To solve privacy and liability issues	<ul style="list-style-type: none"> § Definition of a general framework describing service ownership, risks and responsibilities of providers and customers § Establishment of a code of practice relative to the sharing and re use of data linked to deployment of ITS
Improved quality of seamless traffic management and real-time Traffic and Travel Information (RTTI) services	<ul style="list-style-type: none"> § Ratio of average speed to free speed § Change in journey time and average speed during peak hours § Number of multi-modal journey planners § Availability of multi-modal and/or real-time information § Total logistics costs to shippers § Modal split for passenger and freight transport § Energy savings and emissions avoided § Greenhouse gas emissions (fuel consumption) § <i>Indicators on air pollution</i>⁴³ § <i>Harmonised noise indicators</i>⁴⁴
Improvements in road and personal safety	<ul style="list-style-type: none"> § Market share of cars equipped with safety systems § Number of (road) traffic accidents § Number of road fatalities and injured

⁴³ Directive 2004/461/EC specifies the air quality monitoring and reporting in the Member States

⁴⁴ Directive 2002/49/EC on Environmental Noise requires authorities to draw up noise maps using harmonised indicators.

Brussels, 16 December 2008

Intelligent Transport Systems Action Plan - Key questions and answers

Summary

Typical and well known ITS application are the so-called "GPS" navigation systems in our cars, the traffic information and travel time estimations we receive in our car radios or via the variable message signs displayed across modern motorways and ring roads, or real-time arrival information on bus or tram stations.

But, ITS are much more than that: it aims at managing traffic in order to increase the safety of travellers and to spare the time they loose in congestion. It also aims at providing travellers with all the benefits of new technologies inside their vehicles or in public transport.

The ITS Action Plan aims at fostering the development of ITS for all citizens of Europe, for instance harmonizing the different systems in place to allow every country to benefit from the progress developed in others, and ensuring that systems onboard vehicles will work all over Europe, bringing down as much as possible borders for travellers and for professional drivers.

Interoperability of systems is thus one of the primary objectives of the ITS Action Plan. For instance, it is not acceptable anymore to see Member States of the EU implementing new proprietary road charging systems. Drivers should have only one system for whole Europe and not one per Member State.

A single ITS equipment onboard vehicles, performing all tasks required by passengers for driving, navigation, entertainment) should be implemented.

Additional functionalities could be integrated later, for instance for in-vehicle safety, vehicle monitoring, and entertainment. Professional users could also benefit from specific applications like tracking and tracing of vehicles and cargoes, especially to secure transport of dangerous goods or to track stolen vehicles.

Especially in urban environment travellers may expect from ITS technology better and more reliable information on alternative transport modes, which will help promoting the necessary shift to less polluting transport modes.

Furthermore, the car will become an integrated part of the global transport system, providing to the road infrastructure managers the data they need for a more efficient management of the traffic, whilst respecting fully the privacy of data of the users.

Is the ITS Action Plan only targeting road transport or also other transport modes?

Until now, there has been no coherent European framework for the deployment and use of ITS in the road transport.

For other modes of transportation, we have already frameworks in place: SESAR, a new generation of air traffic management in air transport, the River Information Services in the field of inland waterway transport, the SafeSeaNet and the Vessel Traffic Monitoring and Information Systems in shipping and the European Rail Traffic Management System in the rail sector.

The ITS Action Plan targets today the road sector. But it also includes initiatives to ensure and improve the interconnectivity of road transport with other transport modes.

Which are the six priority areas of the Action Plan?

1. Optimised use of road, traffic and travel data

This action aims at fostering the development of Europe-wide services providing real-time on trip traffic and travel information: travel time, alternative roads, navigation advices, congestions and accidents, weather forecasts

The equality of access by private service operators of data measured on the networks are addressed for the first time. Traffic regulations and recommended routes for heavy goods vehicles are also relevant objectives. The improvement and regular updates of digital maps through cooperation between Member States, road concessionaires and digital maps providers will also be addressed. Another initiative focuses on the promotion of multi-modal door-to-door journey planners.

2. Traffic Management on European Transport Corridors and in Conurbations

Good traffic management, e.g. dynamic speed limits or route diversions, can reduce the congestion on the roads. To ensure a seamless service for the user, traffic management has to work across borders, which is of particular importance to long-distance freight traffic. Traffic centres need to be better connected.

This action aims at developing cooperation between regional authorities to improve the quality of traffic management. For instance, this cooperation between regions of different countries under the umbrella of EC projects, has already allowed to limit the consequences of bad weather conditions on traffic: road operators of one country were able within 30 minutes to start stopping vehicles before they could be stuck on snowy motorways abroad, offering them parking areas during several days, and advising departing vehicles to stay home.

Also there is often a lack of coordination of urban with interurban traffic management. Common procedures and specifications are needed. In support of freight transport, the concept of eFreight will be further strengthened by ITS. eFreight is the vision of a paperless electronic flow of information with the physical flow of goods. Further actions will create a specific ITS architecture for urban transport and finalise the interoperability of the European electronic road toll systems

3. Road safety and security

The Commission will address the further development of safety and security-related systems in road transport. The most promising systems in terms of saving lives are collision warning and avoidance, electronic stability control (ESC)¹, lane keeping support and speed alert. All of these are already available or soon will.

¹ The Commission has adopted in May 2008 a proposal to make ESC mandatory on all new car models from 2012, and on all new cars from 2014. Preliminary estimates suggest that this is likely to save around 2 000-2 500 lives per year. In addition, all heavy-duty vehicles will be required to have an advanced emergency braking system and a lane departure warning system by 2013.

The Action Plan will promote their installation in new vehicles and will consider the “retrofitting” aspect. The introduction of an electronic system automatically calling emergency services in case of an accident (eCall) and a regulatory framework to ensure safe on-board human-machine interface, including the mobile devices taken into the vehicle, are other important points. Best practice guidelines are foreseen on applications for vulnerable road users (pedestrians, cyclists etc.) and for secure truck parking on highways.

4. Better integration of the vehicle into the transport system

Electronic communication and navigation systems are becoming standard equipment in our cars. It is very likely that even more electronic devices will be added in the future, e.g. for electronic toll collection and the emergency call functionality eCall.

With these many different equipments we are not only facing a growing diversion of the driver's attention but also the problem of missing common standards for the interoperability/interconnection with the car, with existing and upcoming infrastructure systems and the services which supply traffic and traveller information.

The Commission proposes a streamlining and integration of these applications into a standardised open in-vehicle platform, aiming to increase the safety and functionality of the car equipment, reduce costs and enable an easy “plug and play” usability of the personal electronic equipment in the car.

In parallel, the functional specifications for the infrastructure-to-infrastructure, vehicle-to-infrastructure and vehicle-to-vehicle communication will be defined. The relevant standardisation issues will also be addressed.

5. Data security and protection and liability

The Commission will work with stakeholders to address the importance of security of ITS related data and the protection of personal data, based on the relevant directives. Also liability issues pertaining the road information and traffic data will be addressed.

6. European ITS co-operation and coordination.

The Commission proposes a legal framework for the Europe-wide deployment of ITS.

A European ITS Committee will be set up, composed of Member States' representatives, as well as a European ITS Advisory Group, formed by representatives of user associations, transport operators, industry, social partners, professional organisations, local authorities and existing fora. Both will advise the Commission on technical and user aspects.

Specific rules will be worked upon for an ITS infrastructure assessment as a precondition for EU or national funding for building or operating infrastructure.

The deployment and use of ITS in the urban context will be discussed with Member States and regional and local governments.

Why does the Commission propose a new Directive to foster the deployment of ITS? Are the existing national and local initiatives and applications in the field of ITS not enough?

Since 1988, the Commission has financed dedicated research and development programmes on ITS, which have delivered valuable results and plenty of recommendations. These projects have provided a basis for technological breakthroughs and basic co-ordination, and first, in most cases fragmented, deployment. But the time has come that we pass from recommendations to actions to exploit the full potential of ITS in the field of safety, reducing congestion and minimizing the environmental impact of the road system.

In the Commission's view a legislative proposal is needed to promote actions that will remove persistent bottlenecks and will enable a broader and coordinated uptake of ITS for road.

Some examples where voluntary approaches are not always sufficient:

- Today, a truck driver, going from Barcelona to Frankfurt on the European motorway network, carries not only a GSM and a navigation system on board but also up to three different electronic devices for the toll charge in the Member States he crosses!
- To avoid transit traffic in residential areas, the Commission recommended in 2001 (2001/551/EC) to publish details on road categories of the entire road network as well as details on areas where traffic should be limited. But, only few local and national authorities implemented this recommendation.
- Drivers equipped with navigation devices are making use of the entire road network. Thus, heavy trucks are often guided onto highly vulnerable and inappropriate roads (e.g. heavy vehicle or coaches getting stuck inside small towns, passing near schools or taking steep slopes).

The new Directive will allow a coordinated and fast implementation of ITS measures to avoid or reduce such problems.

Will EGNOS and GALILEO play a role in the future of ITS?

Currently, all satellite based navigation facilities are using the American GPS system. Europe is now entering in the world of satellite navigation. Its first product, EGNOS, and then Galileo as of 2013, are important for the future deployment of ITS in Europe and will improve the accuracy and the reliability of the navigation systems.

The expected accuracy of Galileo, up to 10 cm, will trigger a whole range of new applications and will also allow developing a new ITS sector, enhancing safety through in-car applications (e.g. lane keeping).

Long before that, the first visible impact of EGNOS and GALILEO will be the development of applications for goods tracking and tracing using state-of-the-art technologies (within our "eFreight" concept). It will also foster the development and deployment of location based commercial and public services.

EGNOS is already operational, covering most of Europe.

What timeframe for the deployment of this Action Plan?

Work will start immediately.

Each action area has specific action points and a timetable.

The present Action Plan covers the period 2009 – 2014 and a mid-term review will take place in 2012/13.

What are the benefits for the European society?

The ITS Action Plan will contribute to a more efficient, cleaner and safer transport in Europe, both for passengers and freight.

It will not only help to reduce congestion on our roads and reduce road fatalities, but will also contribute to reduce greenhouse gas emissions. It will help lessen economic losses due to traffic congestion.

Also, people with reduced mobility and elderly persons will be able to benefit.

Relatively small investments in ITS would allow a better use of existing infrastructure and would insofar be much more cost effective than building new infrastructure or enlarging existing one. At the same time, the environmental impact would be much lower.

Thanks to the Action Plan, the industry will benefit from a clear policy and a potential market for ITS services and applications. This will not only foster the creation of new technologies and products but also lead to new jobs in the ITS field.

Consumers will benefit from a wider range of services and products. They will increase the safety, comfort and efficiency of driving at a lower price due to standardisation and higher production volumes in the global European market.

Road users will experience less congestion, less accidents and better information on the use of non road and public transport options. This will finally lead to a more balanced use of all transport modes.