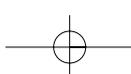
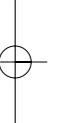
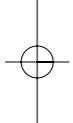
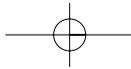


# 3



## DEFINING THE PEIT'S OBJECTIVES





STRATEGIC INFRASTRUCTURES AND TRANSPORT PLAN **PEIT****3.1. GENERAL OBJECTIVES**

The aim in drafting the PEIT is to create a rational and efficient framework for the transport system medium- and long-term. This means that objectives must be specified as precisely as possible for that horizon year, in terms not just of the completion of infrastructures, but above all in the quality of the conditions of mobility set for sustainable development, as established in the Council of Ministers Resolution of 16 July 2004. This resolution structures the targets in the PEIT into four fields: system efficiency, social and territorial cohesion, environmental compatibility and economic development.

**A. To enhance the system's efficiency**, in terms of the quality of the services actually provided, and to deal with the needs for the mobility of persons and flows of goods in conditions of adequate capacity, quality and safety, and in proportion to the nature of those flows, to these ends:

- a) Developing an integrated transport system in a framework of complementarity and coordination between modes of transport and infrastructures and services which fall into the jurisdiction of different Administrations and Bodies.
- b) Optimising use of existing infrastructures, using demand management measures.
- c) Promoting a policy of conservation and maintenance of infra-structure assets.

**B. To enhance social and territorial cohesion** by:

- a) Ensuring equitable conditions of accessibility throughout the country and, in particular for non-mainland Spain.
- b) Identifying the potential beneficiaries of infrastructure and transport policy, avoiding regressive transfers of income.

**C. To contribute to the system' general sustainability** by compliance with the international commitments in the European environmental provisions, in particular in relation to Greenhouse Gas emissions.

**D. To promote economic development and competitiveness**, by:

- a) Enhancing the role of Spanish urban and metropolitan areas.
- b) Reinforcing cross-border links.
- c) Fomenting R&D+i programs and technological advances applied to the management and operation of transport infrastructures and services.

These qualitative objectives need to be taken as the basis for the implementation of a series of quantified objectives for the PEIT horizon year and, ultimately, with mid-term references too. The following is an initial quantification of objectives, although with the reservation that, as a first exercise, it will require adjustment in subsequent reviews, taking advantage of the improvements which can be expected in terms of information and know-how on the transport system and its relation to the environment and the territory.

**3.2. IMPROVING TRANSPORT SYSTEM EFFICIENCY**

Improvements to the efficiency of the system are given form through the following objectives: enhanced transparency and public involvement, greater integration of transport

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modes, better-quality services, including adequate conservation systems, optimisation of the use of available infrastructures and services through demand management, and higher safety standards in all transport modes.

**Enhanced transparency and public participation.** To create formal channels through which to inform society and partners and professionals about transport policy programs and strategic lines, and to foment social debate about these decisions. To encourage public involvement in study of proposals and projects, assigning such involvement a part of the budget for the preparation of studies as from 2008. To establish a set of socially agreed indicators by which to control the implementation of transport policies and of the PEIT, and to provide a base for the Plan's four-year review (2008).

**Integration of the transport system.** Efficacy in the integration of the transport system needs to be seen in an increase in the relative weight of the modes involved in intermodal transport for the long-distance movement of passengers and goods. In line with the EU's objectives, it is suggested that the distribution of passengers and goods by mode in 2010 be stabilised at least at levels similar to those in 1998, and then to increase the share in overall transport modes of those causing less pollution by 5 percentage points by 2020, for both passengers (rail services and collective transport by road) and for goods (rail and sea services). These objectives will have to be reviewed depending on developments, and the transport sector's compliance with the objectives in the National Greenhouse Gas Allocation Plan.

**Transport service quality, safety and security.** This incorporates objectives related to safety, congestion, quality of collective transport services, and protection of user rights.

Transport safety and security fall into three fields: firstly, the risk to the user from an accident (operational safety); then the need to safeguard persons, the goods transported and the installations themselves against illegal activities (security); and, finally, the prevention of job-risks. In the area of operational safety, this country takes on the EU objective to improve route safety to 2010 and 2020 horizons, to which transport policy must contribute. In the second case, a "zero risk" policy is proposed, aimed at on-going review of the risks in all modes of transport. Thirdly, it is planned to halve the job-accident rate in the sector within the Plan's horizon.

A reduction in congestion in the transport system (outside urban areas) is given overall form in reduced average travel time and the likelihood of exceeding that mean time in the different transport modes by the 2020 horizon. This objective will be developed and given specific form subsequently in precise parameters in each mode, with the inclusion of an intermediate objective for 2012.

Improvements to long-distant public transport services of passengers on land are specified with the objective of a minimum commercial speed of 80 km/h between source and destination, with maximum 1-hour transfer waiting times by 2012. For its part rail must, within the 2020 horizon, on the routes where it operates, offer commercial speeds at least 25% better than those for private vehicle transport. Finally, a charter of user rights will be approved for passenger transport services for each mode of transport (2008), in line with the initiatives implemented in the air sector, which will eventually be integrated into a single intermodal rights charter (2012).

For goods transport, improvements to services involve an enhanced contractual framework, correcting existing imbalances, leading to the growing convergence of this

## STRATEGIC INFRASTRUCTURES AND TRANSPORT PLAN **PEIT**

framework in the various modes, and clarifying each party's rights and obligations in intermodal services (2012).

There will also be a proposal for defining (2008) and complying with minimum parameters for the quality of services of public interest in non-mainland Spain for the 2012 and 2020 horizons, coordinated with the Autonomous Communities involved.

**Maintenance of infrastructures.** The elaboration and updating of pilot maintenance models as reference for and aid to the management of the conservation of the system as a whole (2008). Progressively increased budget allocation, to take it to about 2% of the proprietary value of the infrastructures. The introduction of external audit and intermodal comparison systems (2008).

**Management of demand.** A progressive reduction in the intensity of transport in the economy, to converge with the UE-15 mean value (in terms of ton-kms/GDP) by 2020. From 2012, to stabilise the demand for per capita transport by private vehicle (vehicle-kms/inhabitant) at values similar to those for 2005.

### 3.3. ENHANCING SOCIAL AND TERRITORIAL COHESION

The cohesion objective takes the form of the following social and territorial targets.

**Social cohesion.** Guaranteed universal minimum access to public services (education, healthcare, social assistance ...) for all citizens, with particular attention to vulnerable groups (children, the elderly, those with reduced mobility ...). To do this, in cooperation with the Autonomous Communities, a set of "key spaces" (with a 2006 horizon) will be defined where this objective will have to be met as a priority, referring fundamentally to transport nodes and areas of high concentrations of mobility for reasons pertaining to work, leisure, or others. For the 2012 horizon, access to public transport must be ensured for them all, with the whole country reaching the quality conditions defined for public transport services in the Plan by 2020.

A detailed assessment of total costs (including external elements) in each mode of transport and of the part borne by the user, to identify possible effects of regressive income distribution (2008). A model will be drawn up to correct these effects in the transport system as a whole, for application from 2012.

**Territorial cohesion.** A strengthening of the networks of cities by promoting specific interurban public transport services, and coordinating their management. It is hoped by 2012 to reach a distribution of modes in travel between these cities close to the existing level of motorised urban displacements. Particular attention will be paid to sea and air connecting links, to improve non-mainland Spain's integration into these links.

Transversal movement must have alternative routes and services, bringing to an end the need to pass through the large transport system nodes, and with comparable service standards (2020).

Access by public transport to areas of low population density, and dispersed or isolated centres must reach minimum levels, agreed with the competent local authorities, by the plan's horizon year (2020).

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### 3.4. CONTRIBUTING TO SUSTAINABILITY

Improved environmental performance by the transport sector is articulated in two areas: a reduction of the global impact of transport (mainly with reference to climate change) and the quality of the environment in natural and urban surroundings. On the other hand, in line with the principles of sustainable development, this area also includes the enhanced integration of sustainability targets into decisions on transport policy.

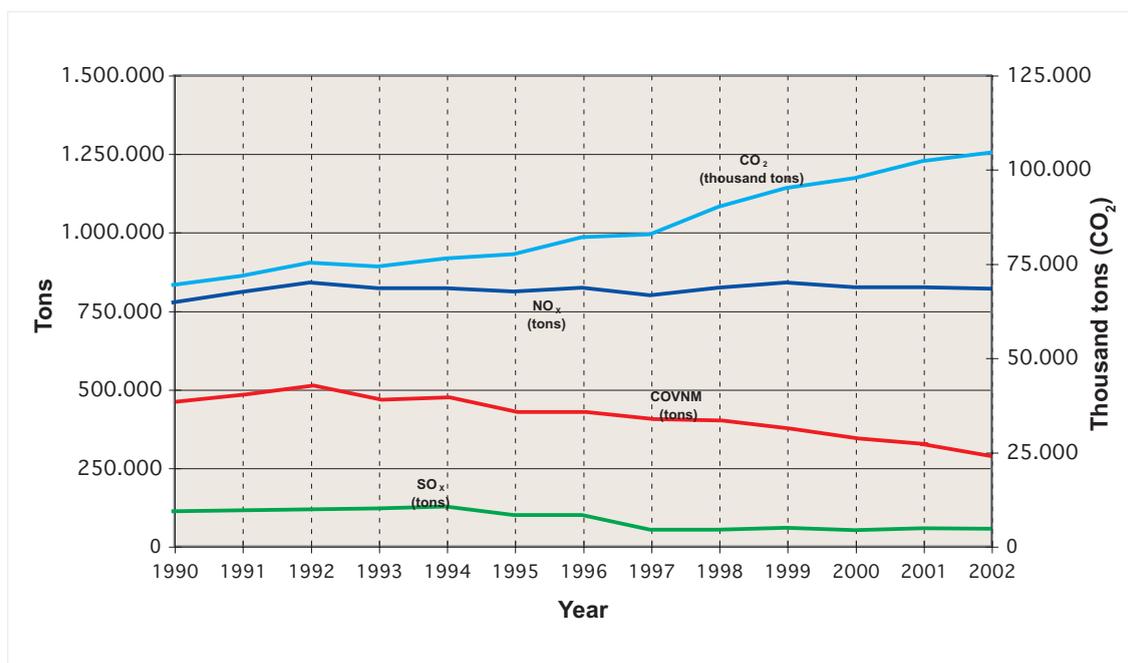
**Effects of a global nature.** Development in line with the guidelines in the National Plan for the Allocation of Emission Rights: stabilisation of transport emissions in 2005-2007 and, by 2012, to cut emissions to 1998 levels.

Reduction of emissions of nitrogen oxide (NO<sub>x</sub>) and other pollutants in the transport sector according to the guidelines in the national program for the progressive reduction of this country's emissions of sulphur dioxide (SO<sub>2</sub>), nitrogen oxides (NO<sub>x</sub>), volatile organic compounds (VOC) and ammonia (NH<sub>3</sub>), bringing their subsequent trends into line with the targets set for Spain in Directive 2001/81/CE on National Emission Ceilings.

**Environmental quality.** Compliance with European Directives on air quality for 90% of the population (2012), cutting by at least 50% current excesses over the limits on air quality levels in the cities, in relation to pollutants for which transport is the main source. Compliance in the shortest possible term with the international standards on environmental quality, and promotion at the international level of their urgent review (Annex VI of the MARPOL Convention, ICAO Annex 16, vols. 1 and 2 ...). Identification of "sensitive territorial areas" which are particularly vulnerable to the impact of transport (2008) and the elaboration of specific programs for action (2012).

**Integration of public policies.** To establish the bases for the progressive integration of the targets of territorial planning policies, protection of Nature and of public health into transport policy.

FIGURE 12. Trends in emissions of acidifiers, ozone precursors and greenhouse gases in the transport sector in Spain (1990-2002)



### 3.5. PROMOTING ECONOMIC DEVELOPMENT AND COMPETITIVENESS

Transport's contribution to economic development and competitiveness takes the form of objectives in three areas: territorial, optimisation of the macroeconomic impact of investment in the sector, and innovation.

**Economic and territorial development.** To facilitate the inclusion of Spanish urban systems in the European sphere, fomenting improvements to air services between Spanish metropolitan areas and their main destinations in Europe: the relative accessibility indicator (combining services, transfers, prices and travel times) must progressively bring these conditions into line with those in place in the metropolitan areas of Madrid and Barcelona.

This process of European integration is particularly important in the border regions with Portugal and France. 2020 must see guaranteed levels of the transport service between main cities on each side of the border which are similar to those of their domestic counterparts.

**Macroeconomic objectives.** With its input to the increased efficiency of the system, investment in transport infrastructures has appreciable effects which are also permanent, in enhanced capital stock and the economy's overall productivity. At the scale of investment provided for in the PEIT, detailed in Chapter 8 of this document, net increases can be anticipated (that is with depreciation discounted) in the capital stock of the order of 3.7%, and GDP increases of 1.3%. Such investments also influence growth in aggregate demand, estimated overall for the PEIT horizon at 1.2%, slightly down on that calculated on the supply side. Thus an "overheating" of the economy from the effect of the PEIT is not foreseen long-term. The weight of the transport services sector in the economy, of more than 5% of GDP, is significant, so that the increased involvement of national operators in the European transport market between other countries may act as a vector for the sector's own growth and modernisation. Thus the PEIT sets a 2020 target for the presence of national operators on that market at a quota which is proportional to the country's economic weight, supporting an increased number and activity of intermodal operators (participating in rail, sea and road) to levels similar to the European Union mean.

**Innovation.** On the one hand, innovation demands increased budget allocations for R&D+i Programs, and for their contents to be more clearly aligned with the priority lines of research in the EU's Framework Program. It is thus proposed to assign 0.5% of the Ministry of Public Works and Transport expenditure to R&D+i (2006), increasing this to 1.5% from 2008. On the other hand, the swift incorporation must be encouraged of the results of research into transport policy, providing incentives to the most active agents through a transport innovation program which funds pilot actions, while respecting the conditions of free competition in the sector.

**Energy efficiency.** To improve the transport system's efficiency, to significantly cut the Spanish economy's energy dependence. Here the aim is to reduce specific energy consumption per traveller-km and ton-km by at least 20% (2012) compared with 1990, with an additional reduction for the 2020 horizon to 40% of 1990 values. Proposals approved under the Spanish Energy Efficiency Strategy will be implemented, and particularly the use of alternative rather than conventional fuels will be increased in the transport sector, in line with European Union targets.

