

STRATEGIC INFRASTRUCTURES AND TRANSPORT PLAN **PEIT****6.5.2. Structure of the Sea Transport and Ports Sector Plan**

The fundamental advance in sea transport in the last decade has been the consolidation of a new management system. The State Ports and Merchant Marine Act, Act No. 27/92, modernised the regulatory framework of sea transport and port management in Spain, with the reform of the maritime administration, creating for example Civilian Maritime Headquarters, *SASEMAR* (the Sea Rescue and Safety Corporation), or the Special Register of Ships and Shipping Companies, and a structure of port authorities with a high degree of management autonomy, governed by the principle of financial self-sufficiency. The 1997 Amendment of the 1992 Act enhanced the Port Authorities' functional and management independence, and regulated the Autonomous Communities' participation in the structure and organisation of ports of general interest.

The next State initiative, at the end of 2003, addressed liberalisation of port services and a modification to the financial organisation of ports of general interest. Act No. 48/2003, of 26 November, sought to promote and raise the involvement of private initiative in the financing, construction and operation of port facilities and in the provision of port services. The fact is that this liberalisation has not yet taken place, and the features and trends in the port system suggest that it will still be necessary to wait some time to see to what extent that becomes a reality.

The Act also provides for a strategic framework for the system of ports of general interest, to be drawn up by *Puertos del Estado* (the State Ports Corporation) with the participation of the Port Authorities, who will refer it to the Ministry of Public Works and Transport for approval. To facilitate the compatibility of this strategic framework with the PEIT objectives, and to recover a comprehensive vision of the port system and sea transport services, the strategic framework will be revised, as part of the Sea Transport and Ports Sector Plan to be drawn up within a year of approval of the PEIT.

As part of the action to be taken on port infrastructures, ports are understood as nodes integrated into the transport and logistic system so that, as with the airports, their development is linked to the transport modes they connect: land and sea. Thus the Sea Transport and Ports Sector Plan must address both actions in the ports themselves and those on the transport and logistic networks in their environs. The Port Authorities will, as part of their planning faculties, develop their Master Plans and Corporate Plans, to be coordinated by *Puertos del Estado*.

Likewise, actions aimed at developing systems to monitor and control maritime traffic, rescue and safety, as well as to protect the marine environment and fight pollution, are not infrastructure-related but are strategically fundamental in that they serve as targets for the security and sustainability of the transport system.

Finally, the Sea Transport and Ports Sector Plan structures five areas of action:

- Action on port infrastructures, based on review of the strategic framework for the port system, and directed toward improving the competitiveness of the system of ports of general interest.
- Sea Motorways: action targeting the development of short sea shipping.
- Land accesses: designed to upgrade land access to ports.

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- Non-infrastructure actions: subdivided into four groups, these seek to provide an appropriate regulatory and management framework with which to meet the Sector Plan objectives, particularly in connection with the mainstreaming priorities of improved safety and the sustainability of the transport system:
 - Regulatory developments.
 - Local and national integration of the port nodes.
 - Marine Safety and Rescue Services.
 - Protection of the marine environment, and the fight against pollution.
- Sea transport services: action aimed at normalising and facilitating the development of services provided by sea transport system operators.

6.5.3. Port infrastructures

The Sector Plan's actions on port infrastructures target investment to ensure on the one hand that forecast demand is met and, on the other, the safety of services. Thus each Port Authority's spending must guarantee the twin targets of security (protective work) and capacity (terminals and their subsystems).

Based on an analysis by *Puertos del Estado* of forecast port traffic demand within the PEIT horizon, ports' physical development requirements have been defined, the main reference indicators being land and water areas, and berthing lengths. Table 2 summarises the projection to 2020 in traffic trends and these infrastructure indicators, distributed according to marine frontages. The forecasts are also given for investment needs.

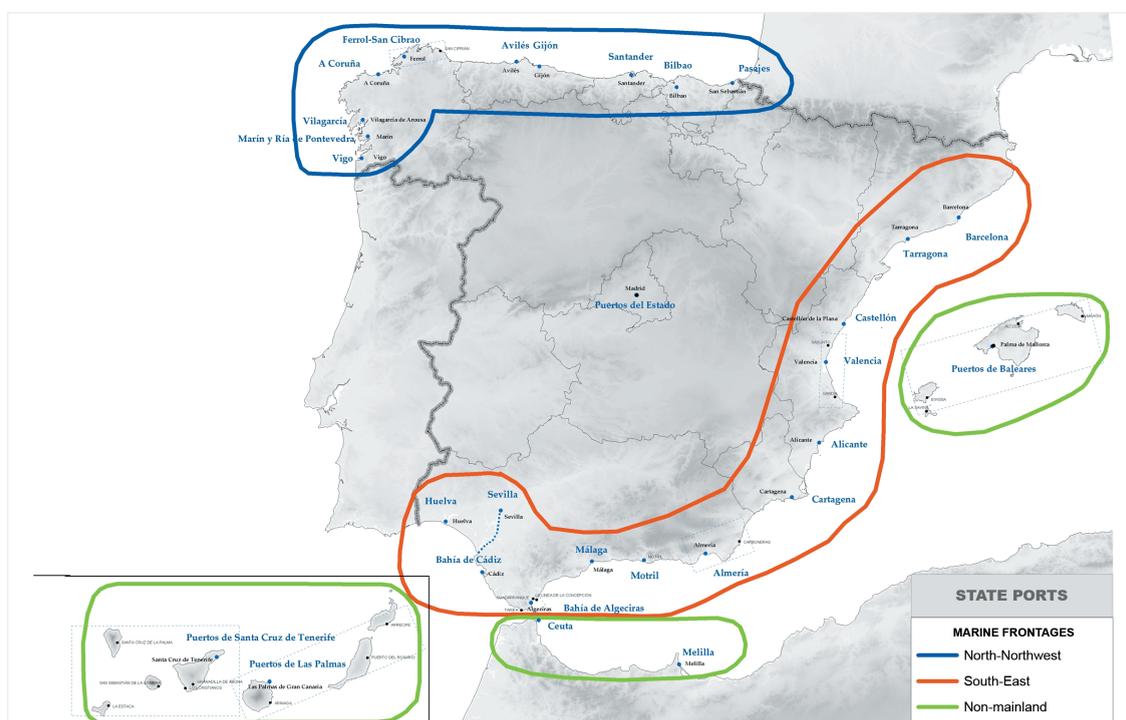
TABLE 2. *Forecasts for traffic and the development of the port system 2005-2020*

Marine Frontages	Total Investment (Mn€ 2004)	Traffic 2020 (Mt)	Traffic increase (Mt)	Increase Berth length (m)	Increase Land area (ha)	Increase Protected water area (ha)
NORTH-NORWEST	5,821	155.6	54.6	18,627	657	810
SOUTH-EAST	12,888	444.0	191.0	34,626	1,259	1,962
NON-PENINSULAR	3,771	101.1	44.1	8,623	287	300
TOTAL	22,480	700.7	289.7	61,876	2,203	3,072
CURRENT SITUATION (2004)			410.4	198,220	3,941	18,360
% GROWTH			71%	31%	56%	17%

In line with these forecasts, the Sector Plan will define the framework by which to plan the development of each port, which is in the hands of each Port Authority. The Plan will also create mechanisms to aid in the selection of investments, and minimum requisites the port system as a whole must offer agents in the intermodal chain for international, European and domestic transport.

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FIGURE 29. Marine frontages



6.5.4. Sea Motorways

In the field of goods transport, the boosting of short sea shipping in Europe targets a number of objectives:

- To restore the balance of the participation of transport modes on European and Mediterranean routes, in line with the general objective of sustainable mobility governing the Common Transport Policy.
- To help to resolve road transport congestion on the main trunks carrying commercial links to the rest of Europe and, in particular, points through the Pyrenees, currently covered by 70 million tons aboard trucks, a volume which has grown at an annual rate of 8% since 1986.
- To promote the use of sea transport as an option complementing road, creating competitive transport alternatives to the “door-to-door” service currently offered by road.

To achieve this, the Sector Plan will include a program to promote short sea shipping, coordinated between *Puertos del Estado* and the Directorate-General of the Merchant Marine, taking in the design and introduction of specific measures to overcome current obstacles in this area, and to develop the sea motorways.

If this plan is correctly implemented, it will result in savings in times and costs arising from improved long-haul services, plus those generated by the potential decongestion of the interurban network with the increased level of service on the main road communication trunks. It will be possible moreover to limit the environmental effects of current land transport congestion, and make the most of enhanced energy efficiency and emissions in sea transport.

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Development of the Sea Motorways must be considered a further element in the development of an intra-European intermodal transport system. This makes it necessary to supplement infrastructure and regulation needs with the requirements of backup for the startup and consolidation of new services: aid for ship financing, initial startup of lines, coordination with rail or road transport services, etc. Such support may originate in European programs (Marco Polo II) or equivalent national programs for the promotion of intermodality, designed and applied in a way which avoids distortions in the conditions of competition, or the consolidation of inefficient practices.

The establishment of the appropriate financial backup framework to allow short sea shipping to develop with guarantees of quality, security, territorial integration and respect for the principles of free competition is fundamental in facilitating the integration of maritime cabotage into the intermodal transport chains, stimulating the creation of new, competitive line services, and improvements to those already in place.

In this field, it is proposed to develop a plan for economic and financial measures to back the sector, fundamentally designed to encourage the renewal and modernisation of the fleet sailing under the Spanish flag. The measures in this plan will ultimately improve the quality and safety of the fleet, by adapting the existing system whereby State surety is granted for investments in the acquisition of vessels by shipping companies domiciled in Spain.

6.5.5. Land access

The intrinsically intermodal nature of ports (land-sea) makes it necessary to prepare a program of land accesses to ports, many of which are a bottleneck in the formation of the intermodal chain, not having developed in step with the growth in demand, as has occurred in general on the sea transport side.

The program of accesses has to be developed in coordination between the port systems (*Puertos del Estado* and the Port Authorities), the Directorates-General of Roads and Rail in the Ministry of Public Works and Transport, and Local Authorities, so that the Intermodal Goods Transport Plan is its most appropriate sphere. It represents the design and scheduling of priority action on infrastructures for land accesses to ports, with the twin social and environmental effect of reducing the impact of urban congestion in the main coastal cities. The program must include proposals concerning different possible management and financing systems for these projects, in line with the multiple functions these accesses can fulfil, and their urban problems.

As a second strategic action in this area, it is proposed to develop a framework for the provision of rail services in a new scenario for the rail system, where the ports are linked to inland terminals or dry ports, coordinated at different levels (technical, economic and legal) among the Port Authorities, the Rail Infrastructure Administrator (ADIF) and the rail operators. The objective would be to improve sea-rail intermodality, optimising the potential of the port-focused intermodal chain along with the Land Access Program.

This second action would have the effect of cutting times and costs generated by the exploitation of rail economies of scale.

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Here, among actions under the Sea Transport and Ports Sector Plan, the following may be highlighted:

- a) Regulatory developments
- b) Local and national integration of the port nodes
- c) Marine Safety and Rescue Services
- d) Protection of the marine environment and the fight against pollution

Regulatory development

The development proposed in way the ports are regulated seeks to enhance the competitiveness of the system and of the port communities, and reinforce ports' logistic function. Thus the criteria of financial return in the provision of services will be reinforced, and better controls put in place on the levels of quality offered, and effects on users and the environment. The hope is to establish the following:

- A framework of charges for the port system which, while respecting the conditions of rates as charges for services, does guarantee the duality of financial self-sufficiency/competitiveness, in line with each Port Authority's short-, medium- and long-term strategy.
- A flexible and integrated framework for the port community which lifts the quality/cost ratio in the provision of port services, paying particular attention to loading/unloading, enhancing inter-operator competition.

The following regulatory steps will be taken in the field of transport by sea:

- The urgent incorporation into the Spanish legal regime of the Community Directives affecting marine security, and those referring to the training of mariners, to European Commission inspection procedures in the field of marine protection, and the forthcoming package of maritime safety measures ("Erika-III").
- Amendment and adaptation of Act No. 48/2003 on the Financial Regime and provision of services in Ports of general interest, with the necessary political consensus.
- Amendment of Royal Decree No. 1466/1997 of 19 September on Cabotage and routes of Public Interest.
- Modification of the current provisions on recreational vessels dealing with qualifications, registration and flagging procedures, vessel safety (Royal Decree No. 297/1998) and their navigation on Spanish coasts (the National Sea Rescue Commission).
- Involvement in movement to promulgate a Marine Navigation Act.
- Revision of the provisions on training in the sector (professional marine qualifications and training courses; marine headquarters; radio-communications).

The local and national integration of the port nodes

As part of the drive underlying the PEIT to promote the design of a nationwide logistic network, it is intended to develop inland rail terminals and dry ports which are fully connected with the seaports and the Logistic Activity Zones (ZALs) which concentrate port logistic activity in a nearby space reserved for these purposes.

Improvements in the provision of value-added goods services will mean cost-cutting, while the concentration of currently dispersed activities will lead to a reduction of the environmental effects which are associated with the heavy-vehicle distribution of goods by road.

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This action will take place within the scope of the Intermodal Goods Transport Plan.

Continuing preferential attention must be paid to projects for integrating ports and cities, with the coordinated participation of the Port Authorities, Municipalities and other bodies affected. Such integration sets the target of continuing to promote ports as the economic driving force behind the areas they serve, compatible with the development of cities toward coasts, and culminating in more efficient territorial planning, the decongestion of urban routes in densely populated areas, and savings in financial and environmental costs.

Marine Security and Rescue Services

At the international level, the Sector Plan will define the strategy to promote active involvement in the International Maritime Organisation and in Community maritime policy, contributing to the introduction of new provisions which guarantee higher safety levels in traffic (especially off the coasts of Spain), improving the existing system for the control of vessels in transit, the prevention of maritime accidents, and intensifying ship inspections. The Sector Plan will review the protocols on sea rescue, and create mechanisms for their permanent monitoring, coordination, harmonisation and updating, and design a joint proposal with Morocco to be translated into a maritime security plan for the Straits of Gibraltar. The AIS system (Automatic Identification of Ships) will be set up along the whole Spanish coast.

Nationally, the Sector Plan will launch a program for the inspection of ships flying the Spanish flag, to improve the conditions of vessels subject to the requirements of the Paris Memorandum, with the aim of getting on to the IMO's so-called "White List".

The Plan will also set precise objectives to improve salvage services, through measures like the creation of special groups to assess emergencies and for rapid intervention, the provision and startup of logistic bases with the necessary resources for rescue and anti-pollution operations; the renewal and updating of electronic equipment in the Centres for Marine Rescue Coordination and the Monitoring of Sea Traffic; to increase and renew the salvage fleet, high-speed launches and tugs, and to provide medium- and long-range fixed-wing aircraft and helicopters for adequate cover of the Rescue Zone and to improve response times; development of a suitable computer support to handle SASEMAR's activity, and training programs and awareness campaigns specifically targeting the sectors affected.

Safety demands require the Sector Plan to also deal with: reform of the Standing Commission for the Investigation of Maritime Accidents, for it to regularly issue reports, statistics and recommendations designed to avoid repetition of the incidents analysed; boosting and review of the operability of the professional bodies connected with maritime safety; and improvements to the National Plan for Human Rescue at Sea.

Protection of the marine environment, and the fight against pollution

The Sector Plan will, among other initiatives, contain a strategy to promote the following multilateral questions: revision of Annex VI of the MARPOL Convention, and the delimitation of the waters of Galicia and the Canary Islands as Maritime Zones of Special Sensitivity (ZMES).

Nationally, the actions the Sector Plan will consider refer to progressive improvements to resources, such as the supply of fixed-wing aircraft for control and surveillance work, and

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teams to fight marine pollution (including enhanced functionality of the competent professional bodies), the development and implementation of advanced technological systems to detect and monitor contaminating substances at sea, for the monitoring and the development of marine currents and swell, and the preparation and implementation of a Program of Contingencies and for the Fight against Marine Pollution.

Finally and where applicable, these actions will be coordinated with those addressed to the passage of specific legislation on the marine environment which the Ministry of the Environment may propose.

6.6. AIR TRANSPORT

6.6.1. Priorities

The priorities defined by the PEIT (see table) aim at the progressive enhancement of the sustainability and the environmental performance of air transport, its progressive integration with the other forms of transport, and to facilitate the incorporation of the airport system into its local context.

Air transport system priorities. 2005-2008

- To enhance the safety and conditions of civil aviation and in airports.
- To improve airport operability with the installation of air navigation aid systems.
- To improve the quality of services to aircraft (parking, fingers, maintenance zones and hangars, etc.), to passengers (terminal areas, check-in counters, facilities for persons of reduced capacity, commercial zones etc.), and to the airlines (spaces for offices and passenger services, aeronautical development zones, etc.)
- Environmental sustainability, with particular attention to noise and its treatment.
- Consolidation of a multipolar node system ("hubs") (based initially at Barcelona-El Prat and Madrid-Barajas) to avoid problems of congestion caused by over-concentration.
- The development of intermodality (land accesses) using *ad hoc* coordination and financing systems with the participation of all those involved.
- Optimisation of the airport system through the concept of "airports of general interest" and the creation of cooperation mechanisms among them and with the country's remaining airports.
- Airport charge systems linked to aircraft environmental performance.
- In coordination with other EU countries internationally (ICAO) or at the European level, to move forward in the introduction of tax on aviation fuel.
- To foment liberalisation and the entry of new operators (new European Commission initiatives in air transport), with priority for European services.
- Air cargo: to structure the logistic airport nodes based on the development of Air Cargo Centres in addition to that already in existence at Madrid-Barajas (Barcelona and Vitoria) and backed up by complementary nodes: nearby airports, airport activity parks and air cargo terminals. The air cargo system must allow for the development of competitive services integrated into the intermodal goods transport system.
- To open airport management to regional and local Administrations, and other bodies. In particular, to implement regulations which facilitate the implementation of the competences conferred to the Autonomous Communities on airports and their involvement in airport management, and to adjust the technical specifications for airport construction to the international provisions.
- Review and updating of Master Plans, based on the guidelines in the future Air Transport Sector Plan.
- Stimulation of competition in the provision of services in this sector, in particular promoting the operation of low-cost companies on intra-European services and long-haul domestic routes (more than 700 km).

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The objectives from 2009 aim at the progressive integration of air transport into the intermodal passenger and goods system and to ensure the long-term compatibility of air transport with the environmental targets fixed for the transport sector. To this end, the airport and air navigation infrastructures provided for in the Air Transport Sector Plan and each airport's Master Plan will be built, taking account of the associated analyses of financial profitability and environmental compatibility.

6.6.2. Structure of the Air Transport Sector Plan

The Spanish air transport sector is at a stage where it is maturing rapidly, with average annual growth in passenger traffic of some 5.5%. This strong growth, combined with consideration of its fundamental role for long-range transport (60% of passengers at Spanish airports travel outside the country), particularly given Spain's peripheral position in the European context, is the cause underlying the appearance of an increasing number of initiatives for the creation of airports, promoted by individuals, Local Bodies or the Autonomous Communities, whose characteristics distinguish them from the airports of general interest.

Such initiatives raise a practical legal-administrative problem, because the existing regulatory framework does not take such a development into account. This would seem to make it necessary to fix rules which, in general terms, regulate the creation and operation of this type of infrastructure, so as to fix the guidelines for administrative action and avoid disparate responses to similar situations, or unnecessary conflicts with the applicants.

Moreover, in reappraising the content of some of the current provisions, these initiatives concerning non-State airports have made clear the need to regulate the procedure for the approval of such facilities, because the existing provisions are based on an assumption that commercial airports are publicly owned.

Airports play a fundamental role in their interaction with society, so that the characteristics of each are adjusted to the needs of the society served. On the other hand, the air transport system has developed significantly in recent years, highlighted by an increasingly marked policy of commercial alliances among the traditional airlines, and the advent of the phenomenon of low-cost carriers.

Airlines have had to redefine their strategies and adapt their policies to cut costs. This new strategy has led to mergers and alliances with other companies, aimed at seeking economies of scale and synergies in the various parts of their activity. In addition, in this scenario new competitors have arisen which are obtaining significant market shares at highly competitive prices: these are the low-cost carriers. Their advent has meant the opening up of new routes and, with that, mobility possibilities for persons who, until now, had not considered using air transport.

This means that strategies aimed at optimising use of airport capacity must take account not just of the society served by these facilities, but also the present and future scenario in which the air transport sector is to develop.

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The 48 existing Spanish airports (including the military air bases open to civilian traffic and the heliport in Ceuta) which are run by the Ministry of Public Works and Transport through AENA (Spanish Airports and Air Navigation) are shown in Figure 5 in Chapter Two above. Within this network, the opening of the airports at Burgos and Monflorite-Alcalá (Huesca) is pending⁵.

In 2020, the Spanish airport network will comprise public airports and others run by private enterprise. Those in the public system may be owned by the General State Administration or the Territorial Authorities. The forms of participation of the various Administrations and institutions in the management of the public airports will be defined.

The incorporation of new airports into the public system will be conditional on the completion of studies of their socio-economic benefits and the environmental compatibility, and will particularly be carried out in a context of coordination among the various Administrations.

In a framework where sustainable development is the basis for attaining the remaining targets set, the Air Transport Sector Plan will develop strategies for the types of traffic likely to occur at the network's various airports:

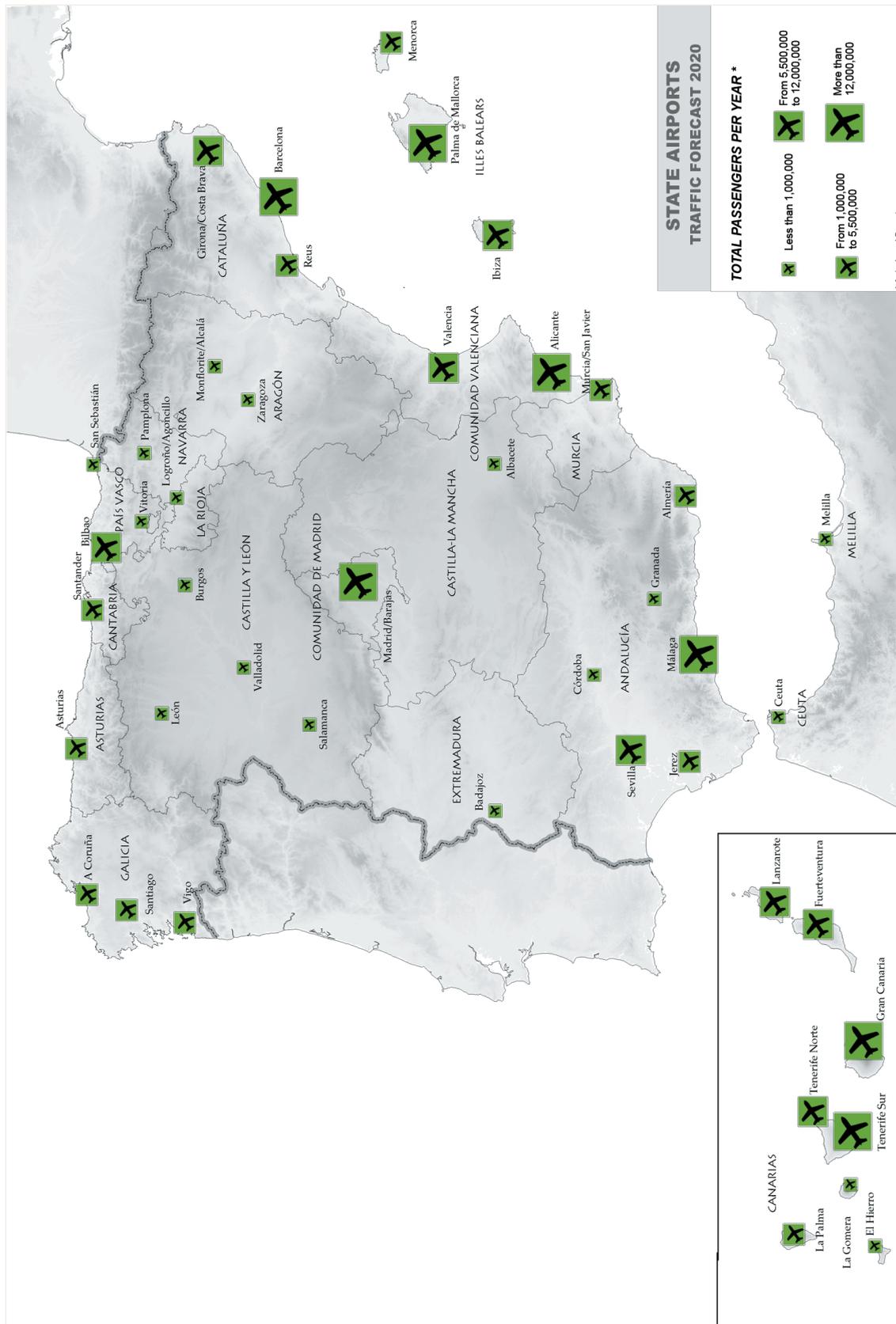
- Hub & spoke traffic.
- Point-to-point traffic.
- Tourist and business traffic.
- Cargo traffic.

The Air Transport Sector Plan, to be prepared within a year following the approval of the PEIT, will set the guidelines for the review and updating of the Master Plans, which will define the State Network airport activities designed to ensure that airport infrastructures are appropriate to the demand forecast for the 2020 horizon, with suitable standards of quality, safety and operability, in the context of sustainable economic, social and environmental development. The Sector Plan will also include other actions aimed at providing airports with greater operational capability, maintaining high standards of operational safety or by allowing the demand met to differ from existing levels, so assigning greater growth potential to some airports in markets still in the process of maturing.

⁵ Outside the State system, the private airports in the Region of Murcia, Castellón and Ciudad Real (Don Quixote) are at different stages of formalities, planning or construction.

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FIGURE 30. state airports. 2020 traffic forecast



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Table 3 shows the main actions designed to provide sufficient capacity to airport facilities to meet the demand foreseen within the PEIT horizon (estimated at 311 million passengers a year compared with the 165 million registered in 2004), and to fulfil the necessary operational, safety and security conditions, ordered according to objectives. These actions extend to all the airports in the State network.

TABLE 3. *Main actions on infrastructure, and investment in the state airports system*

AREA OF ACTION	OBJECTIVE	PLANNED INVESTMENT Mn€	% OF TOTAL
MANOEUVRING AREA (Runways, taxiways, parking aprons, ...)	To adapt flight field capacity to forecast air traffic demand.	2,150	13.69%
TERMINAL AREA (Passenger and cargo terminal buildings, technical blocks, ancillary buildings, ...)	To adapt capacity to forecast demand and improve the quality of services provided to passengers, luggage and cargo in airport terminal areas.	5,760	36.69%
SAFETY AND SECURITY (S.E.I. Systems and infrastructures /Fire-extinction, safety zones, hold baggage inspection systems, X-ray equipment, access control, etc.)	To enhance safety and security (aeronautical operations, protection of persons and property; job-risk prevention).	1,444	9.20%
AIR NAVIGATION SYSTEMS (Air traffic control systems, navigation aids, communications system, radar, ...)	To improve air traffic navigation and control, contributing integration into the Single European Sky.	1,780	11.34%
MAINTENANCE AND CONSERVATION (Backup and minor investments for replacement and maintenance of infrastructure)	To improve maintenance and conservation of aeronautical infrastructures.	1,179	7.51%
INTERMODALITY, THE ENVIRONMENT, EXPROPRIATIONS ETC. (Vehicle access and parking, urban development, environmental action, expropriations, etc.: computer systems and telecommunication networks, ...)	To increase the intermodality and sustainable development of air transport, facilitating the integration and sustainability of the total transport system.	3,387	21.57%
TOTAL		15,700	100%

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6.6.4. Land accesses

Land access to airport facilities is dealt with in terms of coordination among all the Administrations, bodies and agents involved, to meet the functional requirements of access, to enhance air transport's connectedness to other modes of urban and interurban transport, to ensure the best possible integration of these infrastructures into their urban or extra-urban surroundings, and to create a balanced framework for the financing and management of the action taken.

6.6.5. Non-infrastructure actions

As actions not involving infrastructure in the air transport field, the Sector Plan must consider at least the following:

- Development of a policy of sustainable air operations from the standpoint of management of situations involving noise.
- To open airport management to participation by regional Administrations and local bodies.
- To regulate use of the State's airport powers, and their relation to and coordination with the competences conferred to the Autonomous Communities.
- A progressive approach of airport charges to the real cost of the services provided. The aim on the one hand is to recover the differential which has arisen in recent years between real inflation, the real costs incurred and the rise in rates and, on the other hand, to charge for the new services according to their true cost base.
- Total recovery of the costs of Air Navigation services. A balance has to be reached between the revenues from Air Navigation and the costs caused in providing its services, by setting charges at the necessary level, or through the necessary alternative arrangements and mechanisms.
- Definition of the new model for the operation and management of non-commercial aeronautical activities, with the general aim of improving AENA's non-aeronautics income, so increasing its contribution to the compensation of the investment drive. To attain this objective, commercial strategies are being implemented which involve the design and management of new models for the exploitation of resources in the set of business lines which make up this area of AENA's activity.
- A thorough review of airport regulations. The existing Air Navigation Act dates from 1960, and has undergone a number of modifications and complements, but continues to be based on an outdated political-administrative structure. Likewise, the lack of provisions on procedures for the creation, classification and opening of new airports, and the demands placed on their owners and operators is a further basic fault in the body of regulations on air transport infrastructures. Mention may also be made of the lack of technical provisions on airport construction and certification, and the need to properly regulate the effects on third parties arising from airport operation, including in particular noise impact. Review of airport regulations must also deal with the system for the provision of air services other than those for air transit and control. There is therefore a clear need for an Airports Act which contemplates all these aspects and provides their subsequent regulation.
- A definition of the financial system for the operation of non-State airports of general interest, regulation of the regime of charges for services provided by the State and, in particular, those related to the air navigation system.

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Although there is no provision for the Sector Plan to include large-scale infrastructure actions in the existing network of air navigation facilities and traffic control systems, the maintenance of their operating conditions must be guaranteed, adapted to a context of continual technological development, and conditioned by the need to coordinate actions of an intrinsically transnational nature arising from the introduction of the Single European Sky. In this sense, the following are the main strategic actions the Sector Plan must consider:

- Application of regulations already approved by the European Union or to be approved in the future on the Single European Sky, and promotion of future initiatives arising in this field. A strengthening of Spanish involvement in the international realm so that decisions on the design, organisation and structures of European air space and the management of traffic and the interoperability of systems take account of countries on the periphery of the continent, eliminating bottlenecks influencing traffic flows toward this country.
- To promote initiatives with neighbouring European States for the design of the functional airspace blocks Spanish airspace is to be divided into and to participate in. The drive for technical cooperation will also continue with our neighbouring African States, which may influence the encouragement of South Atlantic air traffic flows through the Canary Islands.
- To boost national involvement in the European System of Radionavigation by Satellite and its operation, for a proper placement in the operation and provision of satellite navigation services begun with participation in the EGNOS program and continuing with involvement in the GALILEO concession process.
- Europe-wide promotion of use of a single system for the processing of flight plans based on the work done by AENA to improve the interoperability of the European air traffic management system, one of the essential objectives of the Single European Sky initiative.
- The operational and technical adaptation of the Spanish Air Navigation system to the Eurocontrol Safety Regulatory Requirement (ESARR), enhancing its capacity and safety.
- Reduced air navigation costs, increasing productivity to levels similar to the European average. Promotion of the passage of the EUROCONTROL safety regulations. Liberalisation of access to the profession of air traffic controller, and the emission of qualifications and rates.
- Further cooperation, studies and analysis with the Ministry of Defence in a broader application of the notion of “Flexible use of airspace” and its adaptation to the objectives of the Single Sky initiative.
- The introduction of alternative systems for the management of air transit which are better matched to the volume of traffic and the safety required for air traffic control at some airports and control towers (Aerodrome Flight Information Service - AFIS - Systems).
- Modernisation of air navigation in accordance with EUROCONTROL guidelines (the ATM2000+ strategy, with a 2020 horizon).
- Liberalisation of international air transport. Within the EU, to promote the urgent conclusion of a Convention on air transport between the European Union and the United States, following the guidelines of the Community initiative for a Common Transatlantic

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Aviation Area. Also to promote the negotiation of a similar concept for the liberalisation of air transport between the European Union and the States of Central and South America, to foment this country's air traffic with those regions.

- The creation of an air transport observatory to provide certified data on levels of services and costs, for decision-making in this field. This observatory would allow operators' activities to be monitored, particularly on links or in areas where the number of operators is limited.
- The new demands arising under the recent Air Safety Act, (No. 23/2003), and from the Single Sky initiative with the creation of National Supervisory Authorities, plus new International Civil Aviation Organisation requirements all demand that the safety oversight function in Civil Aviation be enhanced and upgraded. That will require a thorough revision of the Directorate-General of Civil Aviation's existing legal-administrative framework, to provide the Aeronautical Authorities with the human resources needed to effectively carry out their regulatory and supervisory tasks in a sector as dynamic and competitive as this.
- The creation of a strategy to foment the involvement of "Low Cost" carriers particularly in the market within Europe, with flexible airport charges and handling service costs.
- To promote the objectives and challenges raised by the European Commission in its document "EUROPEAN AERONAUTICS: A VISION FOR 2020", especially in areas such as safety, service quality or environmental sustainability.

6.7. INTERMODAL GOODS TRANSPORT

6.7.1. Priorities

Intermodal transport is conceived as a component to rationalise and enhance the quality of goods transport, based on greater cooperation among all modes of transport, and a key point for improving costs in the logistic chain, influencing the final price of goods on the destination markets. This aspect is particularly critical in the international sphere, because globalisation and the new world economy demand constant improvements to logistic processes.

Coordination between Administrations and between them and the operators is fundamental, because of the current distribution of faculties and the realities of goods transport. Coordination in the area of goods intermodality refers not just to the modes of transport but to inter-administrative competences. The former contains a technical component linked to action in the territories of different Administrations, and may refer equally to a logistic node or to a territory of more or less extension. The second aspect affects the competences for the regulation of transport services, and will require increased cooperation, particularly in corridors with greater potential for the development of intermodality.

The ideal development of intermodal goods transport requires sufficient infrastructures in each of the modes involved but also imposes some demands of its own on the infrastructures, and calls for specific platforms where modal interchange takes place. It also requires particular services from the operators in the intermodal network, and for the handling of these cargoes. This makes it necessary to create an Intermodal Goods Plan dealing simultaneously with the following aspects:

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- Infrastructure actions: nodes and corridors.
- The framework for the provision of services.

The priorities of the Intermodal Goods Plan focus in the period 2005-2008 on enhancing the efficiency of existing facilities, structuring the system by inter-mode connections, and the upgrading of some key nodes and, above all, on encouraging new operators through suitable regulation, accompanied by specific backup programs. These priorities are specified in the table.

Intermodal goods transport priorities. 2005-2008

- To foment the territorial structuring of intermodality-based national and international logistic nodes, coordinated with regional and local Administrations (the areas of Madrid, Barcelona, the Basque Country, Valencia, Zaragoza, Algeciras and Seville).
- Development of a network of regional intermodal platforms inserted into the main areas of production and consumption in the Autonomous Communities.
- The enhancement of port intermodality with the development of Logistic Activity Zones at ports with potential to operate as national/international hubs, complemented by medium-traffic ports.
- Reinforcement of rail access to ports taking account, from the initial stages of the new zones of port activity, of the conditioning factors raised by rail.
- Integration of the goods rail network into land logistic platforms developed or planned.
- Development of intermodality in air cargo, through Air Cargo Centres (Madrid, Barcelona, Vitoria) and other airport infrastructures specialised in cargo.
- Startup of a specific program promoting intermodality, in coordination with the EU's Marco Polo II program.
- Backing for new operators.
- To promote the launch of experiments in urban and inverse logistics (linked to waste management).

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The priorities from 2009 are likely to target decongestion of the main nodes (Barcelona and Madrid), greater attention to the specific needs of urban logistics (requiring the prior creation of a suitable coordination framework) and progressive development of national operators in the European context. The last of these is in turn linked to increasing the capacity of rail links with France, with the promotion of the central trans-Pyrenees intermodal connection, putting down the bases for the inauguration of the new tunnel set for the year of the PEIT's horizon. Increasing backing will also be needed for operators, to introduce new intermodal transport techniques, or for them to internationalise.

Longer-term, there must be conditions for the startup of active goods traffic management measures, favouring the most sustainable modes in areas of greater environmental vulnerability, with the provision of fully competitive alternatives.

6.7.2. The structure of the Intermodal Goods Transport Plan

The Intermodal Goods Plan must be completed within a year of the PEIT's approval, and will include the following aspects:

- The structure of an intermodal network in Spain: basic definition of the system of hierarchical modal and intermodal goods corridors and logistic nodes connected to the international corridors.