

FOLLOW-UP ZURICH PROCESS:

CONCLUSIONS OF LEIPZIG 2012

Ministerial Conclusions

On 30 November 2001, in the presence of representatives of the European Commission and of the Council of Ministers of Transport of the European Union and on the initiative of Switzerland, the Ministers of Transport of Germany, Austria, France, Italy and Switzerland adopted the “Declaration of Zurich concerning the improvement of road safety, in particular in tunnels in the Alpine zone”, in the light of several serious accidents in the Alpine tunnels. Since then, four ministerial meetings have taken place in order to consider the progress of the work and to adjust priorities on the way to implement the provisions of the Zurich Declaration, i.e. in Regensburg (CH) on 11 May 2004, in Sedrun (CH) on 14 November 2005, in Lyon (F) on 20 October 2006, when Slovenia joined the group as a member, and in Vienna (A) on 7 May 2009.

The fifth meeting of the Ministers of Transport or their representatives, held on 2 May 2012 in Leipzig in the framework of the *International Transport Forum* (ITF), aims at taking note of the results of the intensive work carried out under the Swiss Presidency, acknowledging the achieved progress and determining on this basis readjustments of priorities and further procedural steps.

In compliance with the mandates of Vienna in May 2009, the organs of the Follow-up Zurich Process have dealt with the following items:

I. Heavy goods traffic management systems in the Alpine area

- To examine ways how to promote the introduction and implementation of Euro VI heavy vehicles in the Alpine area,
- To elaborate comprehensive studies concerning the three heavy goods traffic management systems Alpine Crossing Exchange (ACE), Alpine Emission Trading System (AETS) and Toll+ in terms of
 - Transport impacts with thresholds in a basic study,
 - Legislative background,
 - Economic effects at national and regional levels including logistical and social impacts with a specific focus on the road transport sector,considering also measures to be taken in the case of a gradual introduction of these systems in the different countries and taking into account the spatial definitions and geographic scope to avoid detour traffic.

II. Incident management in the Alpine area

- To finalise the concept of incident (road) and situation reporting (road and rail),

- To further deepen and develop the measures regarding their feasibility and concrete application on the Alpine axes,
- To finalise the website concept, structure and contents, including financial and organisational issues (webmaster).

III. Mobility in the Alpine area

- To finalise the CAFT 09 survey and publish the results in due time,
- To put the web pages of the Zurich Process online and update them regularly,
- To take further efforts to broaden the supply of information on transalpine transport, also including passenger transport. The use of existing data sources shall help minimise the input of resources.

IV. Railway tunnel safety in the Alpine area

- To take note of the conclusions of the report established during the last presidency, especially on the four topics highlighted and to be developed (hazardous goods, combined transport, methods for intervention, monitoring), based on the exchanges between experts and on the results of the meeting of 12 December 2008 in Paris,
- To welcome the principle of regular exchanges on the safety of the major Alpine rail tunnels,
- To mandate France to organize the next meeting.

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A. State of the activities

The main targets of the Follow-up Zurich Process still remain at the heart of the efforts of its bodies, e.g. to permanently improve the safety of transalpine transport, to better cope with road freight transport in a sustainable way, to promote different types of infrastructure and alternative transport modes, in particular rail transport.

The activities in the period 2009-2012 under Swiss Presidency have been undertaken in the three existing working groups and in one ad-hoc group.

I. Heavy goods traffic management systems in the Alpine area

In the currently ending period, the working group chaired by Austria launched a series of studies which should form a basis for further decision finding in this process:

First of all a basic in-depth study named ALBATRAS¹ on traffic impacts of the three main traffic management instruments Alpine Crossing Exchange (ACE), Alpine Emission Trading System (AETS) and TOLL+, involving different levels of thresholds for transalpine traffic, has been carried out by a consulting group and approved with some comments from the Steering Committee. In the various scenarios, the traffic impacts in terms of either reduction or detour of road traffic as well as modal shift effects from road to rail have been demonstrated over the whole Alpine Arch B+ for the different systems. The study established clearly that the higher the level of the fee for an Alpine crossing is, the more road traffic is reduced (or detoured) and the higher a modal shift to rail can be observed, independently of the type of instrument.

Secondly, an analysis of economic effects at national and regional level including logistical and social impacts with specific focus on the road transport sector (EFFINALP)² - approved with a number of comments from the Steering Committee - illustrated the specific impacts on regions, transport modes as well as transport-intensive sectors. The final results showed that the overall impact on the regions would be relatively low. However, some Alpine regions, specifically on the southern side of the Alps, as well as other regions would be significantly affected in terms of economic output and employment, and the road haulage and logistics sector in some specific regions would bear a disproportionate share of the burden. These negative effects can be mitigated by introducing compensation mechanisms for short-distance and local transport or specific relief and flanking measures (e.g. promotion of combined transport). Another outcome of the study is that some long- and medium-distance transports can also be significantly affected.

Thirdly, a comparative legal analysis of the three instruments in the different countries assessing the legal compatibility or incompatibility of the different traffic management instruments (with national and European legislation, bilateral / multilateral agreements) and possible alternatives or ways of "problem solving" (LEGALP)³ has also been carried out. Among the instruments analyzed in this study, TOLL+ turned out to be the most compatible instrument, whereas ACE and AETS would need major modifications of existing legislation.

The final results of these studies and their analysis may suggest the need to further deepen environment-oriented instruments. These instruments, including targets and indicators,

¹" **AL**ignment of the heavy traffic management instruments ACE, AETS and TOLL+ on a comparable scientific, technical and operational level taking into account the different thresholds in order to analyze transport flow impacts on Alpine routes and **BA**sic **TR**affic **ST**udy upon different thresholds and their impact on transport flows on alpine routes"

² "Analysis of economic **EFF**ects of establishing Traffic management **IN**struments in **ALP**ine corridors"

³" **LE**gal consistency of ACE, AETS and Toll+ in **ALP**ine corridors with (1)European Union law, (2)Agreement between the European Community and the Swiss Confederation on the Carriage of Goods and Passengers by Rail and Road, (3)other EU-Agreements and international multilateral and bilateral treaties and agreements on trade and transport, (4)national Law of Austria, Italy, Germany, Slovenia, France and Switzerland and possible adjustments in case of discrepancies".

should be justified as potential future steps in the approach to improve the safety of transalpine transport and to better cope with road freight transport in a sustainable way.

II. Incident management in the Alpine area

Following the mandate of Vienna 2009, the working group on "Incident management in the Alpine area" under the chairmanship of Switzerland finalized the ongoing works by establishing the document "Regulations governing the information on the implementation of networked incident management in the region of the Alps" and an explanatory document to these regulations. By introducing the principle of subsidiarity based on mutual trust for any incident management measure, the mandate requesting a development of the measures regarding their feasibility and concrete application on the Alpine axes could be fulfilled.

The key points of these regulations - based on the guiding principles of feasibility, simplicity, rapidity and flexibility - are

- consensual definitions of key issues (such as the term "incident", major transit axes and national contact points),
- modalities of internal and external information flows,
- standardised reporting activities (including a standard form for a "Road incident report" in English and German),
- functionalities of the information website and
- concluding clauses regarding costs, a monitoring group and various formal aspects.

In summary, the results of the activities of this working group represent highly efficient user-oriented incident management instruments which contribute to an increase of transport safety in a cost- and time-efficient tailor-made manner.

III. Mobility in the Alpine area

In line with the mandate of the Vienna conclusions 2009, the working group, chaired by Italy, was performing the data collection of CAFT 09 and started to publish consolidated figures representing a broad picture of the complex structure of the transalpine freight sector. For the first time, Slovenia did participate in this survey with a view to obtain an as complete as possible and reliable presentation of transalpine freight transport. As the survey for data collection in France started later than in the other countries, a certain overlap to the year 2010 had to be faced when consolidating the figures.

The transalpine freight transport data (rail and road) from France, Switzerland and Austria are also interconnected in the framework of the "Alpine Observatory" working group which has been set up by the EU-Swiss Land Transport Agreement of 1999. It publishes an annual report which provides additional information about transport quality, cost/prices and environmental data.

The interactive presentation of the manifold results of the various surveys and reports on the web pages (<http://www.zuerich-prozess.org/en/>) allow presenting all work of the Follow-up Zurich Process to a broader public. The pages are available in English, German, French, Italian and Slovenian.

In the perspective of preparing the following main survey CAFT 2014, the working group agreed to conduct the survey based on the established methodology. The working group is discussing as well the possibility to switch to the year 2015 in order to be in line with the rhythm of other quinquennial surveys such as the UNECE E-Road and E-Rail surveys.

The experts also investigated if data sources concerning transalpine passenger transport on road and rail are available in the different Alpine countries. However, due to the very heterogeneous situation in terms of administrative levels and complex responsibilities, the compilation of harmonised data would need efforts going beyond the possibilities of this working group. Therefore the experts came to the conclusion not to pursue any further investigation related to this task.

IV. Safety in railway tunnels in the Alpine area

In line with the mandate given to it in Vienna, the ad-hoc group for “Improvement of the safety in rail tunnels”, chaired by France, performed a detailed analysis concerning the transport of dangerous goods, specificities of combined transport (e.g. Rolling Road), methods for safeguarding intervention, fire fighting and rescue work and monitoring of tendencies throughout the rail transport system regarding risks in tunnels.

The analysis was based on a questionnaire answered by experts of the different stakeholders and finalised by a workshop meeting in May 2011.

Furthermore, specific attention was given to the state of play regarding the implementation of safety levels (technical, operational) for tunnels in the different Alpine countries and the reporting system of incidents and accidents.

As a conclusion, the experts identified further needs of action such as activities concerning the scope of application of the monitoring measures in the field of dangerous goods, further technical and operational measures concerning risk detection and a common method for risk quantification or data collection.

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B. Evaluation of progress /decisions about principles of action

As synthesis of the state of activities and the Steering Committee's considerations and recommendations for further steps to be undertaken in this sector, the Ministers or their representatives state the following evaluation:

Ministers

- *take note of the different reports elaborated by the working groups and the ad-hoc group,*
- *welcome the progress achieved in transport safety and sustainable mobility solutions in the Alpine area since the start of the Follow-up Zurich Process on 30 November 2001,*
- *agree that it still remains vital for the Alpine area to constantly improve the safety of transalpine transport, to better cope with freight transport in a sustainable way, to promote different types of infrastructure and alternative modes of transport, in particular rail transport,*
- *highlight the added value of the establishment of a Road Incident Information System in all Alpine countries,*
- *are convinced that instruments at a technical, operational and financial level as well as the related infrastructure will meet the goals of an integrated approach for sustainable mobility in the Alpine area by applying the concepts of intermodality and comodality,*
- *are aware that modal shift incentives should take into account their impact on economic development and job creation at national and regional level; their impact on the logistics sector and in particular on road hauliers therefore requires specific attention,*
- *acknowledge the lessons learnt from the recent studies and to integrate them into the concepts and definition of the next steps to be undertaken in this process,*
- *agree to further deepen environment-oriented instruments, targets and indicators to assess the environmental situation and need, with a view to carry out a basic analysis about existing works in this field and to analyse the impacts and requirements on Alpine corridors with the aim of evaluating and/or elaborating potential future measures.*
- *stress that due to the impact of the economic and financial crisis which started in 2008 and still has not been fully overcome in some regions, traffic developments in some regions differ from the ones previously forecast while some national economies, which have been particularly affected and emerge weaker than others from the crisis,*

need a special attention to counterbalance in an adequate way measures which could generate negative effects on parts of the system.

On this basis, Ministers or their representatives decide the following principles of action for future steps in this field :

- *to fully recognize and respect fundamental differences in the existing context of the different economies of the Alpine countries and their European and international obligations, in particular the situation of the economies of Member countries which strongly depend on the use of Alpine itineraries,*
- *from now on, in a short-term perspective, to promote less polluting vehicles (in particular EURO VI)*
- *to confirm the interest of phasing in measures aiming at managing transalpine freight transport :*
 - *in a short-term perspective, to consider the possibility of implementing the “TOLL+” concept in line with the modified Eurovignette directive which allows the internalisation of some external costs and therefore to deepen Eurovignette elements of the TOLL+ concept with particular reference to the socio-economic, legal and environmental aspects in each Member Country;*
 - *in the medium- and long-term perspective, once new rail capacity and services have become available (especially in all new planned Alpine tunnels), to pursue a significant modal shift, if needed also by promoting the development of possible limitative management concepts (such as ACE, AETS or others), while considering the necessary legal feasibility,*
- *to deepen routes of a possible implementation of measures and concepts promoting transport safety and sustainable mobility in the Alpine area in a coordinated and stepwise approach,*
- *to possibly extend these steps by proposing potential coordinated measures, incentives and/or projects in the short, medium and long term, in order to fulfil the various challenges required in this context and*
- *to establish a new technical working group to assess the environmental situation and needs in the framework of the Zurich Process taking into account the respective work of the Alpine Convention.*

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C. Ministers' mandates addressed to the Steering Committee

In view of these considerations and principles, Ministers or their representatives entrust the Steering Committee with the following mandates:

In the field of heavy goods traffic management systems in the Alpine area:

In the short-term perspective for the next period

- *to further develop the TOLL+ concept as a system of differentiated and external cost-based toll rates with reference to the Eurovignette Directive, with a special focus on the particularities of each Member country,*
- *to pay special attention to the existing management systems in the field of transport of the Member countries of the Zurich Process and*
- *to consider the geographic scope of the possible application of any instrument to avoid detour traffic,*
- *to carry out a review of the different offers of combined / multimodal / rail transport services. The aim is to enhance the transparency for consigners and transporters about existing and planned services by rail. This should lead to an increase in demand for rail services and thus contribute to modal shift from road to rail,*

In the medium- and long-term perspective for the following presidencies:

- *to elaborate a coordinated line for the development and concrete analysis of the practicability of a "road map" with key elements, milestones and a timetable from 2020 up to 2025/2030 (depending on the completion of the necessary transport infrastructure and the provision of services) for the introduction of heavy goods traffic management systems in the Alpine countries based on environmental orientations and taking into account the economic and legal implications of such measures,*
- *to consider and make any effort to diminish possible negative effects, particularly in regions which would carry a disproportionate share of the burden and in hardship cases both in transport and transport-intensive economic sectors,*

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In the field of incident management in the Alpine area:

- *to implement the concept and the Regulations governing information on the implementation of networked incident management in the region of the Alps,*
- *to set up a monitoring group for this implementation with a view to optimising its functions and the interoperability of relevant telematic elements,*
- *to possibly widen the scope of cooperation.*

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In the field of mobility in the Alpine area:

- to manage the website of the Zurich Process in a user-friendly way (CAFT surveys, reports, other documents) and to regularly update it,
- to finalise the CAFT 09 survey and to publish the consolidated results in due time,
- to elaborate consolidated annual publications like Alpinfo,
- to prepare the next main CAFT 2014 survey based in principle on the established methodology also taking into account other surveys in a 5-year rhythm.

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In the field of safety in railway tunnels in the Alpine area:

- to deepen the monitoring of transport operations carrying dangerous goods by rail in the Alpine region,
- to study the possibility of developing a national or international automatic detecting system for risk factors in the rail system,
- to contribute to an increased harmonisation of statistical data regarding combined transport (e.g. rolling roads),
- to exchange best practice examples regarding intervention and rescue work especially in cross-border tunnels and
- to study the possibilities of developing a common method for risk quantification in close cooperation with the European Commission, the European Railway Agency (ERA), Liechtenstein (as an EEA country) and Switzerland (as a non-EU/EEA country).

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In the field of environmental situation and needs in the Alpine Area

- to carry out a basic analysis about existing works in this field,
- to consider the work done within the framework of the Alpine Convention,
- to study possible impacts and requirements in the Alpine regions,
- to evaluate - at a later stage - a list of appropriate measures.

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In the field of general and horizontal issues:

- *to hold general and continuing information exchanges within the ordinary Steering Committee meetings on the following issues:*
 - *“foreseeable” special situations that may affect traffic flows in the Alpine region: strategies and measures;*
 - *planning issues related to the main railway infrastructure measures in the Alpine region;*
 - *promotion of less polluting vehicles (in particular EURO VI) in the Alpine area.*

D. New membership: Principality of Liechtenstein

The Ministers of Transport or their representatives agree to warmly welcome the Principality of Liechtenstein as a new member country within the Follow-up Zurich Process. The Principality of Liechtenstein is therefore enabled to act as a regular member from now on and encouraged to actively participate in the Steering Committee and the different working groups.

E. New Presidency

The Ministers of Transport or their representatives thank the Swiss Presidency for the activities carried out since May 2009. They unanimously decide to entrust Germany with the Presidency for the years 2012 – 2014. The German Presidency will be succeeded by Slovenia, Italy and Liechtenstein, and afterwards the Presidency will be continued in the previous order, starting again with Switzerland.

Approved in Leipzig, 2 May 2012