



EUROPEAN COMMISSION

Brussels, XXX
COM(2011) 650/2

2011/xxxx (COD)

Proposal for a

REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

on Union guidelines for the development of the trans-European transport network

(Text with EEA relevance)

{SEC(2011) 1212}

{SEC(2011) 1213}

EXPLANATORY MEMORANDUM

1. CONTEXT OF THE PROPOSAL

1.1. Background and objectives

Since the mid 80ies the Trans-European transport network (TEN-T) policy has been setting the policy framework for the development of infrastructure for the smooth functioning of the internal market and for ensuring economic, social and territorial cohesion and improved accessibility across the EU. This led in 1992 to the inclusion of a specific legal basis for trans-European networks in the Maastricht Treaty and in 1994, at the European Council in Essen, to the adoption of a list of 14 major projects.

In 1996 the European Parliament and the Council adopted the first Guidelines defining the TEN-T policy and infrastructure planning¹. There was a major revision of the Guidelines in 2004, taking into account EU enlargement and the expected changes in traffic flows². Furthermore, the list of 14 priority projects was extended.

Several financial and non-financial instruments have been set up to facilitate the implementation of projects. These instruments include the TEN Financial Regulation³, the Cohesion Fund, the European Regional Development Fund (ERDF) and loans from the European Investment Bank, along with coordination initiatives by the Commission.

In 2010, in the interest of clarity, the European Parliament and the Council adopted Decision No 661/2010/EU, a recast of the TEN-T Guidelines⁴.

To date, transport infrastructure as such is well-developed within the European Union. However, it is still fragmented, both geographically and between and within transport modes. The main objective of these new Guidelines, which will replace Decision 661/2010, is to establish a complete and integrated trans-European transport network, covering all Member States and regions and providing the basis for the balanced development of all transport modes in order to facilitate their respective advantages, thereby maximising the value added for Europe of the network.

In the light of the challenges for the TEN-T policy, also identified by the White Paper 'Roadmap to a Single European Transport Area – Towards a competitive and resource efficient transport system'⁵ ("the White Paper"), these Guidelines will define a long-term strategy for the TEN-T policy up to 2030/2050.

¹ Decision No 1692/96 of the European Parliament and of the Council of 23 July 1996 on Community guidelines for the development of the trans-European transport network, OJ L 228, 9.9.1996, p. 1.

² Decision No 884/2004/EC of the European Parliament and of the Council of 29 April 2004 amending Decision No 1692/96/EC on Community guidelines for the development of the trans-European transport network, OJ L 201, 7.6.2004, p. 1.

³ Regulation (EC) No 680/2007 of the European Parliament and of the Council of 20 June 2007 laying down general rules for the granting of Community financial aid in the field of trans-European transport and energy networks, OJ L 162, 22.6.2007, p. 1.

⁴ Decision No 661/2010/EU of the European Parliament and of the Council of 7 July 2010 on Union Guidelines for the development of the trans-European transport network (recast), OJ L L 204, 5.8.2010, p. 1.

⁵ COM(2011) 144.

2.4. **Methodology for the design of the core network**

The core network design as included in this proposal is the outcome of a commonly agreed methodology. It has been designed in accordance with the following two-step methodology.¹⁵

The first step was the identification of main nodes:

- Urban main nodes, comprising all Member States' capitals, all "MEGA" cities according to ESPON and all other large urban areas or conurbations, including their entire relevant multimodal infrastructure as far as part of the comprehensive network; in total 83 urban nodes have been identified and are listed in annex to the Guidelines; the ports and airports directly belonging to the urban node are part of the core network;
- Outside these urban main nodes, ports which exceed a certain volume threshold or fulfil certain geographical criteria; in total, 82 ports are listed in annex to the Guidelines;
- The most relevant border crossing points: one per mode between each Member State and each neighbouring country; in total 46 border crossing points are listed in annex to the Guidelines.

The second step consisted in connecting these main nodes by multimodal links (road, rail, inland waterway), according to availability or feasibility, taking into account effectiveness and efficiency and preferably using existing infrastructure.

3. **LEGAL ELEMENTS OF THE PROPOSAL**

3.1. **Summary of the measures proposed**

The proposed Regulation will repeal and replace Decision 661/2010/EU of the European Parliament and of the Council of 7 July 2010 on Union guidelines for the development of the trans-European transport network.

The proposal contains the following main elements:

- TEN-T will be developed gradually through the implementation of a dual layer approach, comprising a comprehensive network and a core network.
- The comprehensive network is to be in place by 31 December 2050 at the latest, whereas the core network is to be implemented as a priority by 31 December 2030.
- The Guidelines set the framework for identifying projects of common interest. These projects contribute to the development and establishment of TEN-T through the creation, maintenance, rehabilitation and upgrading of infrastructure, through

¹⁵ The detailed methodology has been published in the Commission Staff Working Document "The New Trans-European Transport Network Policy – Planning and Implementation Issues" in January 2011. It has been subject to minor adjustments regarding issues which were raised at a Transport Ministers' meeting on 7/8 February 2011 and at meetings with high-level representatives of all EU Member States.