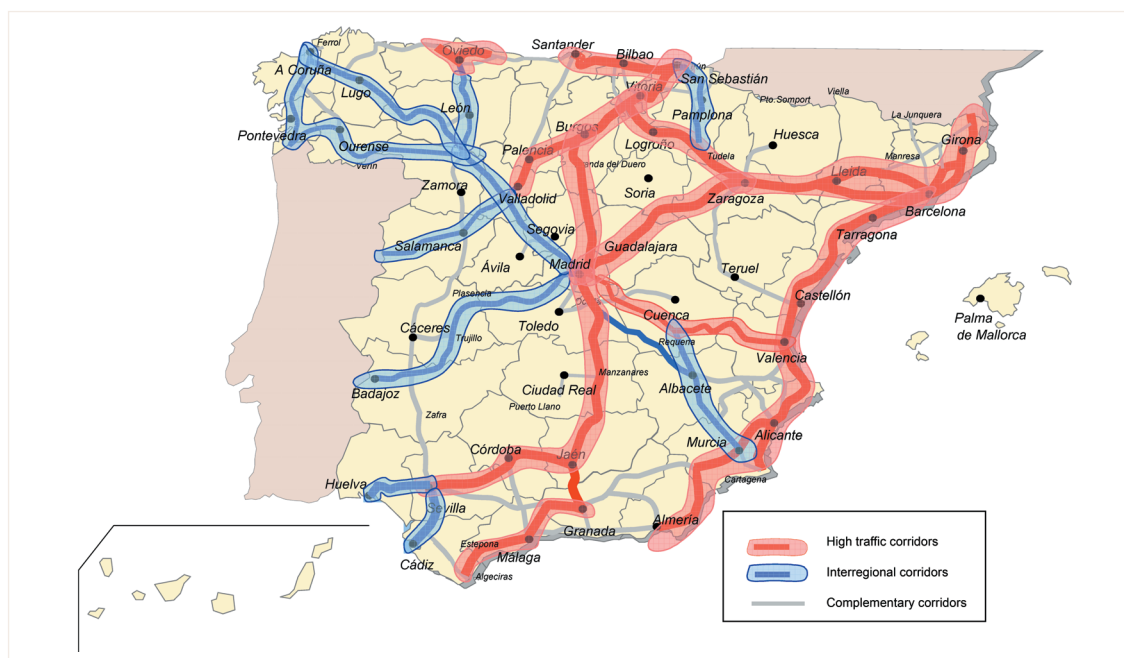


## STRATEGIC INFRASTRUCTURES AND TRANSPORT PLAN PEIT

FIGURE 24. Main corridors for the transport of goods by road



- To maintain the unity of the road transport market.
- Renewal of general-use concessions for regular, permanent passenger transport.
- Definition of the rights and obligations of users of regular road transport passenger services.

86

**6.3.3.1. Amendment of the Regulations to the Land Transport Act**

The purpose is to adapt the Regulations to the changes made to these provisions in Act No. 29/2003 of 8 October on improving competition and safety conditions in the road transport market, and to modify those aspects pointed to by the practice of recent years.

The intention is to develop the efficiency of the transport system by:

- Improving transport safety conditions (with a new system of penalties).
- Guaranteeing that the same conditions for competition will be maintained in the market for all companies (the possibility of taking action against conduct which alters those conditions).
- Creating more operative procedures and tools for the creation and allocation of regular passenger transport services.
- Introducing new planning standards into the sector.
- Backing a policy of infrastructure conservation, more efficiently penalising excess weight in goods transport vehicles.

**6.3.3.2. Introduction of the digital tachometer**

To improve controls on compliance with the European provisions in place on driving times and rest for the drivers of road transport vehicles (EEC Regulation No. 3820/1985), it has been agreed to progressively replace the mechanical tachometer by its digital counterpart.

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

This new control will significantly reduce the potential for fraud, and will help to improve controls both on the road and within companies, which will in turn lead to improved safety conditions for this activity and clearer company competition on the market, by allowing enhanced supervision of drivers' compliance with mandatory driving and rest times.

This measure will make it possible to proceed against actions arising from such breaches, which alter the conditions of competition among companies.

### **6.3.3.3. Development of a new training framework for road transport entrepreneurs and employees**

Improved training standards for road transport entrepreneurs and employees are an indispensable requisite for the modernisation of the sector as a whole. On the other hand, the gradual introduction from 2006 of the demands contained in Directive No. 2003/59/CE on training for professional drivers will multiply the training requirements of this group.

To meet this challenge, measures of the following type must be fomented:

- Support for the creation of an entity specialised in road transport training.
- Development of a plan for official and vocational training in road transport.
- An increase medium- and long-term in the sums allocated to the training assistance plan.

Training for road transport professionals is essential to creating a more competitive and modern sector, and for the adequate development and modernisation of companies. It will also contribute to the progressive introduction of new technologies in road transport.

### **6.3.3.4. Improved road transport safety conditions**

While jurisdiction in road safety is entrusted to the Ministry of the Interior, the Ministry of Public Works and Transport has, as regulator of the activity, to play a relevant role in increasing road transport safety, with the implementation of measures which contribute indirectly to attaining this objective (among others the introduction of the digital tachometer, support for modernisation of the fleet, assistance for aged drivers to leave the profession). Similarly, the action of the road transport Inspection Services proves of great importance in the pursuit of conduct and actions in the market which contribute to a deterioration of safety conditions such as excess driving times, manipulation of speed-limiting mechanisms, excess weight in goods transport, or breach of safety conditions in the transport of school pupils and minors.

The aim is to improve road transport efficiency and increase safety levels for those involved in the activity. This action must be placed within the sphere of the future Transport Safety and Quality Agency.

### **6.3.3.5. A program to improve job health conditions and job-risk prevention in the road transport sector**

Associations representing road transport enterprises and the sector employees' unions agree that the perspective on job-health conditions is negative, mainly for drivers, as a result of the pursuit of transport activities. There has not until now been any study of

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

sufficient depth making it possible to evaluate the repercussions of professional driving on those involved, whether employees or autonomous entrepreneurs, and on those aspects of road transport activity offering particularly intense risk and which thus need to be the subject of preventive action.

Consequently, a program has to be drawn up to improve job-health conditions and job-risk prevention in this activity, based on a prior analysis of the present situation which defines those aspects most affecting professionals' health.

Likewise, it is considered necessary to continue with the plan for assistance to older road transport entrepreneurs and employees to leave the profession.

Such action aims to improve the efficiency of the system and increase service quality levels, promoting economic development and competitiveness.

### **6.3.3.6. To promote contribution from road transport toward enhancing the environment, and more efficient energy use**

Development of a transport system which is sustainable in environmental and energy terms must be able to draw on the active collaboration of road transport which, compared with other modes, takes up very significant quotas.

It will be possible to attain this objective only by promoting a set of measures –in the context of the Intermodal Plans already referred to– and in coordination with the actions of other Departments in their jurisdictions, for example in the policy to improve energy efficiency. Among such measures, the following can be mentioned:

- Support for the renewal of the road transport fleet.
- Support for intermodal and combined transport.
- Support for the adoption of new technologies by road transport companies.
- Support for interurban public transport by bus, rather than in private vehicles.
- Efficient driving-training programs for professional drivers, and information on the acquisition of transport vehicles.

The main purpose of the action is to reduce the environmental impact of road transport, and foment more rational energy use.

### **6.3.3.7. Development and updating of the PETRA and PLATA plans**

The Strategic Goods Transport Plan (PETRA) and the Plan of Action for Transport by Bus (PLATA) contemplate a broad range of measures whose ultimate aim is to modernise and increase the efficiency of road transport enterprises. Implementation of the measures referred to, grouped into projects which are themselves arranged into strategic lines of action, is in the hands of those formulating and approving the plans, i.e. the Ministry of Public Works and Transport, the associations forming part of the National Road Transport Committee, and the trade unions.

Consequently, the Ministry of Public Works and Transport will continue to develop the promised measures, particularly concerning company concentration and a better-functioning market. It is however necessary to review the content of both plans for the future (the initial time horizons were 2006 for the PETRA and 2008 for the PLATA), with the

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

same approach of cooperation between Administrations and operators, while placing this review in the framework of the new Intermodal Goods and Passenger Transport Plans. This is designed to ensure the efficiency of road transport and so of the whole transport system, and to attain a higher degree of competitiveness among road transport companies, including in their strategic lines those for the internationalisation of Spanish companies and the incorporation of new technologies by all those involved in this activity.

### **6.3.3.8. Maintaining a unified road transport market**

The distribution of powers between the State and the Autonomous Communities set out in the Spanish Constitution and its enabling provisions gives the State exclusive competence for road transport between more than one Autonomous Community, while the Communities themselves are responsible for road transport which does not go beyond their individual territories. This criterion, which has been interpreted and qualified by several Constitutional Court decisions, might lead to the fragmentation of the transport market if each Autonomous Community regulates activity in the pursuit of its own faculties. However, both the consensus secured for passage of the Land Transport Act, Act No. 16/1987, and the approval of Organic Act No. 5/1987 delegating State powers to the Autonomous Communities in the field of road transport, and the coordination work done since the mid-eighties have meant that, except in questions of minor importance, national legislation is applied throughout the country.

Uniformity in the conditions of access to the market, the existence of identical criteria for the pursuit of the activity, recognition of authorisations throughout the country, and unified management and inspection guarantee that road transport is operated adequately in Spain. Coordination of all the public Administrations with competence must however be improved, and the current system of delegation of authorities completed.

### **6.3.3.9. Renewal of general-use concessions for regular, permanent passenger transport**

The interurban network for road transport of passengers, including services within the jurisdiction of the General State Administration and those of the Autonomous Communities, is by far the largest transport network in place in Spain, meeting the mobility requirements of a large number of citizens, particularly in areas beyond the reach of the alternative modes, air and especially rail.

The General State Administration holds 111 concessions covering virtually the whole of mainland Spain. Until now, there have been no terminations as a result of the end of the period of concessions granted within the Ministry's competence; that will start in 2007 and ends in 2018. The Intermodal Passenger Transport Plan and the Road Transport Sector Plan must each incorporate the terms for the renewal of these concessions into their ambits, in line with the PEIT objectives.

The renewal of concessions will facilitate improvement to the conditions of quality in these services, greater coordination between the State network and the Autonomous Communities' networks, and the modernisation of the system of concessions as a whole. On the other hand, suitable coordination between the State Administration and the Autonomous Communities during this process will allow greater harmonisation of the conditions of accessibility to public transport throughout the country. Here it should not be

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

forgotten that the concession system is based on a principle of solidarity whereby the most profitable traffic subsidises non-profitable routes.

### **6.3.3.10. Definition of the rights and obligations of users of regular road transport passenger services**

Increased quality of regular services for the transport of passengers by road makes it necessary to define users' rights and obligations unequivocally, to make them clearly aware of the conditions in which they can use these services, following the line already initiated by other modes, and in the context of a wish to converge with them.

Thus the following measures, provided for in the Land Transport Act, will be put into practice.

- Approval of the General Contracting Conditions for bus transport.
- Publication of a catalogue of the rights and obligations of those using these services.

### **6.3.4. User information services**

Actions related to user information services will be defined in a National Plan for the Deployment of Intelligent Transport Systems, covering all modes of transport. This Plan is to address the development of a national ITS architecture.

In the field of road transport, coordination of the various areas of competence must be resolved with the creation of territorial management centres involving both the Directorate-General of Traffic and the Ministry of Public Works and Transport, and the establishment of a Highway ITS Coordinating Commission for the following purposes:

- to generate a planning protocol for road installations which includes not just technical analyses but also a cost/benefit study whose results will be made public, so that citizens can learn of and understand the utility and benefit of these facilities.
- standardisation of systems being installed now and those already in place, with the passage of the necessary regulations.
- the creation of compulsory methodologies for contracting with the various Administrations, based on consultancy by qualified bodies (research centres, university groups of acknowledged standing, specialised consultants) for the process of technical approval of projects.

In the field of road transport services, ITS deployment represents a significant occasion to improve operator and user information systems, and a basic tool to enhance coordination of these services and other modes of transport.

## **6.4. THE RAIL SYSTEM**

### **6.4.1. Priorities**

The aim of the activity in the rail system is to convert it progressively into the central element for the structuring of intermodal transport services for both passengers and goods.

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

This principle makes it necessary to focus action in corridors where demand and potential is greatest so that, in coordination with regional rail and bus services, countrywide accessibility can be improved.

Thus action on the 2005-2008 horizon (see table) is concentrated on the completion of the corridors currently under construction, with substantial effort in the coordination of traveller services and timetables; action in the conventional network to improve the operating conditions of rail goods services, to facilitate interchange with road and sea transport, to make interoperability with the French system possible, and to consolidate the new institutional framework of the relation between the Infrastructure Administrator (ADIF) and the operators (initially just *RENFE Operadora*), in conditions which favour the development of rail.

### Rail transport system priorities. 2005-2008

- As part of the Rail Transport Sector Plan, long-term definition of the rail network (horizon, 2020).
- Completion of high-performance trunks where construction is currently at an advanced stage.
- Improvements to the conventional network, and preparation for its progressive conversion to UIC gauge: beginning in the North-east quadrant.
- Development and review of the system of charges for use of the infrastructure.
- Introduction of competition: national and international goods traffic.
- Program of support for the development of combined transport, paying particular attention to international services.
- Optimisation of border goods facilities, compatible with the interoperability horizon.
- The structuring of logistic rail nodes with the relocation of congested nodes (Madrid and Barcelona) outside each consolidated metropolitan area, and hierarchical arrangement of the system, favouring the development of nodes with the greatest potential, supported by terminals with medium activity and potential.
- The implementation of an extraordinary maintenance program and a plan to eliminate and to enhance safety at level crossings.
- Feasibility studies on the new connections proposed in the PEIT.
- Feasibility studies for the introduction of new rail lines and services in corridors where existing lines have been closed to traffic such as, among others, the Ruta de la Plata or Valladolid-Soria.
- Delimitation of needs for action on regional lines and services.
- Consolidation of the new institutional framework. Of particular importance will be the establishment of the royalty for the use of the infrastructure, which will have to take account of the existing situation in other transport modes, the short- and medium-term stability of the system, and the objectives fixed in the PEIT for rail.

Action from 2009 and until the PEIT horizon is aimed at improved passenger and goods services, with the progressive extension of the high-performance network, and interoperability with the French system. The following will be the priority objectives during this phase:

- Full interoperability with the French system at the frontier (including goods traffic).
- Completion of the gauge-conversion process in the Northeast quadrant, and its continuation in the rest of the network.
- The commissioning of new high-performance trunks as established in the Sector Plan.

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

- Consolidation of the international role of rail operators in goods transport.
- Possible introduction of competition in rail passenger transport.
- The attainment throughout the rail system of adequate conditions of service and interoperability (compliance with the European Technical Specifications for Interoperability (TSIs) for high-speed and conventional rail and, as applicable, with other international parameters).
- The availability of direct intercity rail services, cutting the needs to change, as rail demand rises.

Action from 2013 will be defined according to the results from the previous period in terms of trends in rail's modal share of passenger and goods transport. If expectations are fulfilled for the development of rail-based intermodal transport, the last period of the Plan may have to deal with:

- The construction of a new trans-Pyrenees rail corridor specialising in goods transport.
- The development of new transversal trunks, meshing the network.
- Completion of the process to introduce interoperability in most of the domestic network.

Eventual introduction of new lines in corridors where existing lines were closed to traffic will, as a general criterion, depend on feasibility studies and the consequent process of agreement and coordination with the Autonomous Community or Communities involved.

A similar process will apply in assessment and coordination on lines which may, as a result of the new actions, lose their functionality as part of the State network.

### 6.4.2. The Structure of the Rail Transport Sector Plan

In line with the previously outlined priorities, the Rail Transport Sector Plan will be drawn up within a year of the date of approval of the PEIT, and will be structured as follows:

- High-performance corridors.
- Interoperability with the conventional network.
- Safety and maintenance (level crossings and other actions).
- The environmental integration of rail.
- Rail services and operators.

Action on Commuter Services and the integration of rail into the cities will be dealt with preferentially in the framework of the Sustainable Mobility Plans explained in Chapter 6.9 of this document, and agreements concluded in this area with the Regional Administrations. They will be programmed as part of the Rail Transport Sector Plan.

#### 6.4.2.1. High-performance corridors

Three situations are considered:

- New trunk lines and sectors exclusively for passenger services.
- Lines and sections on routes varying substantially from existing ones, for mixed traffic (passengers and goods).

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

- Terminal sections, where the traffic is significantly less than in the other two cases, for mixed traffic.

The first of these refers essentially to sections or lines which exceed a given traffic threshold in the year they come into service, ensuring the greatest possible social returns and territorial impact, with greater time-saving to the destinations served. These lines clearly make the future pattern of the rail network rigid, using parameters which do not allow mixed traffic, so that the conventional network has to be used for goods, with the risk of a possible under-utilisation of the two networks and of increased administrative costs for the infrastructure this involves.

The second case relates to lines with medium traffic, the prolongation of trunk lines, structural transversal axes and cross-border links, designed in principle for mixed traffic, since the potential of the corridors they serve does not seem at present to allow them to specialise in passengers, with the resulting duplication of the network. In any event, the final design will depend on the balance between the increased cost of construction of the mixed system and the advantages of a concentration of traffic and enhanced occupancy, plus the addition of a future option to close the conventional line, or to operate the two lines on a specialised basis. Such actions would come in a second phase of programming, except where the existing line is being used substantially.

In such cases, and particularly on lines with greater traffic, such as the Mediterranean corridor or Valladolid-Burgos-Vitoria, among others, the mixed traffic design provided for in the PEIT has to be understood as applying to the entire ambit of the corridor and not just of the specific line so that, if the traffic, functionality and service conditions allow, parallel specialised lines could be created on part or all of these axes.

The third case concerns sections or lines usually at the termination of routes, with less passenger traffic and some goods traffic. The aim is to renew these sections entirely, to increase speed, safety and service quality, seeking full interoperability in the medium term with the rest of the European network. The systematic introduction is therefore proposed of the multilateral sleeper on Iberian-gauge lines, to prepare for the gauge changeover.

Action might continue subsequently (twin track, bypasses, ...) once the trends in the system as a result of the improvements introduced on sections with greater traffic and the sustainability of the network pattern become evident. There may be regional reasons on some particular sections with these characteristics to bring these larger-scale projects forward, to substantially enhance the intermodal system's access to that area.

### **6.4.2.2. The interoperability of the conventional system**

Directives 96/48/CE and 2001/16/CE related in turn to the interoperability of the trans-European high-speed system and to conventional rail establish the conditions for interoperability, not just for infrastructures but also for rolling stock.

These Community Directives define interoperability as the capacity of the Trans-European Rail System –high-speed and conventional– to allow the secure and uninterrupted movement of trains in compliance with their specific performances, eliminating the major disparities in the regulatory, technical and operational spheres which are currently a substantial hindrance to the free cross-border movement of trains.