

ROADMAP	
Roadmaps aim to inform citizens and stakeholders about the Commission's work in order to allow them to provide feedback and to participate effectively in future consultation activities. Citizens and stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to make available any relevant information that they may have.	
TITLE OF THE INITIATIVE	Contingency plan for transport
LEAD DG – RESPONSIBLE UNIT	DG MOVE A.1 – Coordination and Planning
LIKELY TYPE OF INITIATIVE	Commission Communication
INDICATIVE PLANNING	Q4 2021
ADDITIONAL INFORMATION	–
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A. Context, Problem definition and Subsidiarity Check

Context
<p>The Sustainable and Smart Mobility Strategy (COM (2020) 789) envisages that the Commission will prepare a crisis contingency plan with the objective to ensure business continuity, and coordinate response measures in the transport sector on the basis of lessons learned and initiatives taken since the beginning of the COVID-19 pandemic. Examples of such initiatives include the Green Lanes Communication (COM (2020) 1897), which ensured the smooth functioning of the internal market for freight and transport workers, and the “Omnibus” legislation (COM (2020) 176), which extended temporarily the validity of certificates and licenses that could not be renewed. It will be one of the deliverables under “Flagship 8 Reinforcing the Single Market” (action 58) of the Strategy and would also mark the launch of another action on assessing the impacts of the COVID-19 pandemic on connectivity and competition in the market (action 56).</p> <p>Council conclusions (ST 12391/20) called on the Commission to swiftly draw up a pandemic and other major crisis contingency plan for the European freight transport sector.</p>
Problem the initiative aims to tackle
<p>The COVID-19 pandemic has had a severe impact on the EU transport. In 2020, the EU air traffic was at 55% compared to 2019 levels, which translates into a passenger reduction of above 70%. In early 2021, this reduction in the number of passengers mounted to nearly 90% compared to 2019 levels. Depending on the month, there were 60-95% fewer passenger ferry and cruise ship calls, and 70-90% fewer rail passengers. The measures in response to the pandemic had also an impact on road and sea freight transport, which became more problematic due to COVID-19 related restrictions.¹</p> <p>The Commission, in close cooperation with the European Parliament and the Council, responded swiftly through measures providing immediate relief to the sector and the Member States’ authorities, for example by increasing flexibility on charges, by delaying implementation of EU rules and by extending the validity of licenses and certificates. These actions aimed at preserving the internal market for freight and for transport workers, as well as ensuring international transport, especially with our closest neighbours, at providing guidance on safe mobility and protection of passengers and at providing economic relief, including through decisions on the state aid. The Green Lanes initiative managed to largely ensure an uninterrupted freight traffic in the EU, with the 15 minutes target for any controls or health checks respected most of the time.</p> <p>At the same time, the asynchronous impact of the pandemic on Member States and uncoordinated policy responses undermined the effectiveness of the EU response to tackling the crisis. The lack of cooperation made the regional and international response more difficult than it would otherwise have been. Some measures posed risks to the integrity of the internal market.</p> <p>Many lessons have been learned during the pandemic that should not be lost in the event of future crises that may negatively impact the transport sector. There is a need to assess what worked well and what did not, and on that basis ensure better crisis and business continuity preparedness. This should help avoid negative impacts</p>

¹ These figures come from studies and reports published, inter alia, by the European Commission, Eurocontrol, OECD's International Transport Forum, Clarksons Research, Shipping Watch, Community of European Railway and Infrastructure Companies, and EIT Urban Mobility.

on the transport sector, on passengers and on the well functioning of the internal market in the event of future crises.

Basis for EU intervention (legal basis and subsidiarity check)

- Albeit of non-legislative nature, this intervention rests on articles 91 and 100 under Title VI of the Treaty on the Functioning of the European Union, which is dedicated to transport.
- There are already coordination structures at the EU level, such as the Integrated Policy Crisis Response at the Council level (IPCR), or National Transport Contact Points Network established by the European Commission. They have a proven track record of addressing the COVID-19 issues. At the same time, the current pandemic has shown their limitations and the new initiative, while respecting the competences of Member States, will look into improving the early information sharing and coordination at EU level as regards the transport sector.
- The response to the pandemic required amending or suspending the existing legislation. This initiative will examine whether there is a need to introduce further legislative changes, provide additional guidance or policy recommendations. Legislative proposals will be subject to separate initiatives.

B. What does the initiative aim to achieve and how

The objective of the contingency plan for transport will be to ensure crisis preparedness and business continuity in the transport sector. The plan aims to establish a “crisis manual” that will include relevant actions to mitigate any negative impact on the transport sector, passengers and the internal market in the event of a crisis.

The initiative will build on the experience with the EU’s response to the COVID-19 pandemic that included regulatory relief, guidelines and guidance for the transport sector operators and for passengers, coordination among the transport and health authorities and providing economic relief. Since many actions have been already taken, this initiative will aim at placing them in a coherent framework with a clear trigger mechanism, thus allowing a greater predictability in case of a new crisis, or the current crisis continuing.

The following elements will be examined as the potential building blocks: passenger locator forms, digital certificates, health protocols, guidelines, legislative relief or obligation measures, coordination and cooperation mechanisms such as IPCR or transport contact points, crisis monitoring tools and contextual financing/economic issues.

C. Better regulation

Consultation of citizens and stakeholders

Preparation of the contingency plan will require a broad consultation of the public as well as more targeted consultation activities. The aim of the consultation will be to listen to the day-to-day experience in coping with the COVID-19 pandemic. The targeted consultations will aim in particular at gathering the input from road transport operators regarding their experience with the Green Lanes, and national measures, rail, aviation, inland water way and maritime transport. National, regional and local administrations, as well as those of neighbouring countries will be invited to contribute to consultations.

Evidence base and data collection

Since the establishment of the Green Lanes and the network of national transport contact points, the Commission has been in regular contact with key stakeholders. There is also a wealth of information on the impact of COVID-19 on the transport sector coming from the EU agencies and other organisations, such as European Maritime Safety Agency, European Aviation Safety Agency, Eurocontrol or European GNSS Agency

This includes also the collection of data on daily problems encountered by transport operators or passengers. These data feed, among other, into the reporting to the Integrated Policy Crisis Response. Despite these regular contacts, a public consultation is deemed useful. An 8 weeks open public consultation is envisaged in order to give an opportunity to all stakeholders to voice their concerns and share their experiences, regardless if they have done so already.

No impact assessment is planned at this stage, given the character of the initiative. Follow-up proposals, if legislative, would be accompanied by an impact assessment as relevant, in line with the better regulation requirements.