The Power of EU Transport and Environmental Policy-making
– a study on how affected and committed a freight transport company is by the political intentions

Stina Paulin

## Title

Genomslagskraften av EU:s transport och miljöpolicyarbete
- en studie om hur ett godstransportföretag påverkas och arbetar med de politiska viljeyttringarna

### Abstract

This thesis analysis four different sides of policy-making on EU-level: the Cardiff process, the white paper “European transport policy for 2010: time to decide”, the sixth Environmental Action Programme and the Sustainable Development Strategy. In those documents measures proposed for the freight transport sector are identified and used for interviews with key persons at Schenker AG. The aim with the interviews was to examine how Schenker AG was affected and felt committed by the proposed political measures. Following the arguments above the thesis discusses the role of Schenker AG in a society characterized by ecological modernization.

### Keywords

EU Environmental policy-making, freight transport, Schenker AG, freight Transport Company, Ecological modernisation, political intentions
Abstract

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Abbreviations and terminology

**Combined transport** Intermodal transport where the major part of the European journey is by rail, inland waterways or sea and any initial and/or final legs carried out by road are as short as possible.

**Freight** Freight and goods is the same thing.

**European Commission** The European Commission is a body with powers of initiative, implementation, management and control. It is the guardian of the Treaties and the embodiment of the interests of the Community.

**European Council** The European Council is the term used to describe the regular meetings of the Heads of State or Government of the European Union Member States. Its objectives are to give the European Union the impetus it needs in order to develop further and to define general policy guidelines.

**European parliament** The European Parliament is the assembly of the representatives of the 370 million Union citizens. Since 1979 they have been elected by direct universal suffrage and today total 626 distributed between Member States by reference to their population.

**Eurostat** Eurostat is the Statistical Office of the European Communities situated in Luxembourg. Its task is to provide the European Union with statistics at European level that enable comparisons between countries and regions.

**GDP** Gross Domestic Product

**Intermodal transport** The movement of goods in one and the same loading unit or road vehicle, which uses successively two or more modes of transport without handling the goods themselves in changing modes. The term intermodality is used to describe a system of transport where at least two different modes of transport are used in an integrated way to complete a door-to-door transport chain.

**Marco Polo** The Marco Polo programme is a financial instrument indented to provide Community financial assistance for actions to shift freight transport from the roads to other modes of transport less harmful for the environment (such as short-sea shipping, rail and inland waterways).

**Mode (of transport)** The different modes of transport are road, rail, air, maritime, and inland waterway. Combined transport is usually treated like an additional mode of transport.

**TERM** Transport and environment reporting mechanism

**Tonne-kilometre** Unit of measure of goods transport, which represents the transport of one tonne over one kilometre.

Sources: Terminology on combined transport, UNECE /ECMT / European Commission; Glossary for Transport Statistics, Eurostat / UNECE / ECMT.
1 Introduction

1.1 Why transports are so important

Transports are a prerequisite for the European Union’s economic competitiveness and commercial, economic and cultural exchanges. The transport sector accounts for 4% of the European Union’s gross domestic product (GDP) and employs more than 6 million people. It is a vital business for the internal market yet it has been identified as one of the more unsustainable businesses within the EU. According to Eurostat, EU’s statistics provider, the share of transport in the total energy consumption has been constantly increasing since the 1960s, it has overtaken the consumption of the industry sector and in 1998 it stood at 32% of the total energy consumption. The numbers of goods vehicles have increased with around 260% since 1970 (figure 1). Road goods transport has taken a dominant position in freight transport with more than 82% of the share. The total volume of road freight transport in the EU in 1999 was established at 1258000 million tonne-kilometres. According to Eurostat 28% of the Union’s emissions of carbon dioxide derives from transports through the combustion of fossil fuel, and road transports hold 84% of those. Out of the 84% coming from road transports it would be interesting to know how large the share of greenhouse gas emissions from road freight transports is, but I have not been able to find reliable data on that.

![Figure 1: Number of goods vehicles within EU between 1970 and 1998 in thousands. Source Eurostat: Eu energy and transport in figures (2001).](image)

Due to transports determining role in the economic growth, transports belongs to those policy areas sanctioned by the EU. Already the treaty of Rome in 1957 made provisions for a common transport policy, but the European Community were unwilling to implement the policy until 1985 when they where forced by a ruling of

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2 Eurostat (1999).
5 Tonne-kilometres are a common way of calculating transport work and means goods measured in tonnes transported one kilometre.
6 Eurostat (2002).
the Court of Justice. Since the Treaty of Maastricht 1992 the Community has got a common transport policy. The common transport policy is a necessity for the functioning of the internal market, which is why joint EU policies must be implemented in this area. The objective for the EU concerning transport is to create a modern, efficient transport system that is economically, socially and environmentally sustainable. The main elements of EU transport policy are the strengthening of competition, increasing of safety and improving the environment.

This study examines four sides of policy-making on EU level to identify environmentally related political intentions for the freight transport sector. After identifying the political intentions the transport company Schenker AG’s position towards the intentions will be examined through interviews with key persons at the company. The aim is described under 1.6: purpose of the study.

1.2 The transport sector and environmental problems

The environmental problem with road transports is that fossil fuel combustion produces carbon dioxide (CO$_2$) and other emissions like nitrogen oxide (N$_2$O), volatile organic compounds (VOC) and particulate matter. All road transports wear the road surfaces, and heavy vehicles like trucks and lorries cause larger damage than private cars. Surface wearing causes emissions of particulate matters.

Although environmental performance have increased with advances in vehicle technology and alternative fuels, the state of the environment is still decreasing due to increasing volumes of transports. More transportation kilometers by fossil fuel driven means of transport result in increased emissions. Among all transport modes road transports is the fastest growing mode. Transport’s share of climate impacting emissions continues to grow while contributions from other sectors are decreasing. The transports sectors emissions of carbon dioxide increased with 18% between 1990 and 1998. The EU enlargement process will probably increase the transport sectors emissions even more, both within the union and in the accession countries. When Spain and Portugal joined the union in 1986 their transboundary transports increased with 255% in 10 years, and 95% of the increase were road transports.

Except from environmental problems, road transports also brings economic and social problems. According to the European Commission (hereafter called the Commission) there is a serious risk that Europe will lose economic competitiveness due to congestion. Studies suggest that the external costs of road traffic congestion amounts to 0.5% of Community gross domestic product (GDP). Congestion in the centre of the union goes together with isolation of the outlying regions and creates difficulties to attract new investments and new industry, which might lead to social problems in the long run. According to the Commission one of the reasons for the current problems with the common transport policy is that the transport market is distorted from functioning by a lack of fiscal and social harmonisation. This has lead
to problems like unequal growth in the different modes of transport. Not all external costs have been included in the price of transports and sometimes social and safety regulations have been disrespected.\textsuperscript{18} Road transports are the fastest growing transport mode and already now the most used one. Although the economic and social problems with transports are important to solve if the Union wants to create a sustainable transports system, they are out of limits of this thesis and will not be much further dwelled upon.

Growth in freight transport sector has primarily been blamed on structural changes in the European economy. The production systems have moved from a ‘stock’ economy to a ‘flow’ economy during the last 20 years.\textsuperscript{19} Instead of industry keeping stock near their plant or sales place, they keep their stock in a few central warehouses or even does not keep stock at all but buy what is asked for and transport it according to the ‘just-in-time’ principle. Sometimes it is said that industry keep their stock on the roads, since the strategy requires many and frequent transports. One of the advantages of the just-in-time principle for business is that industry does not have to spend money on buying items/stock before they can sell it and thereby do not risk being left with too much stock if they miscalculate the market and fail to sell their products. Transports are generally so cheap it does not matter if the production site is hundreds of kilometres away from the market.\textsuperscript{20} The phenomenon of transport growth has been emphasised by relocation of industries particularly in sectors that produces goods with a high labour input that wants to reduce production costs through moving to countries with lower wages.

EU has identified freight transport growth to be twice as big as the economic growth.\textsuperscript{21} This trend combined with little improvements in energy efficiency result among other things in growing use of non-renewable energy sources and increasing emissions of greenhouse gases. The Commission have estimated freight transports to grow with 50% between 1998 and 2010 if nothing is done in order to prevent this development.\textsuperscript{22}

1.3 Policy strategies and programmes – different sides of policymaking

Due to the increased numbers of road freight transports and the additional environmental problems the Commission introduced the White Paper ‘European transport policy for 2010: time to decide’ (hereafter called the ‘white paper’) in 2001. The Commission hopes that the about 60 measures proposed in the ‘white paper’ will limit freight transport growth to 38% instead of 50% between 1998 and 2010.\textsuperscript{23} Other political decisions, programmes and strategies have also stated the importance of limiting transport growth and making the transport sector more sustainable from an environmental point of view. These are the ‘Cardiff process’, the ‘sixth Environment Action Programme’ (\textit{6\textsuperscript{th} EAP}) and the ‘Sustainable Development Strategy’ (SDS). I have considered the ‘white paper’, ‘Cardiff process’, ‘\textit{6\textsuperscript{th} EAP}’ and ‘SDS’ to be four different sides of policymaking trying to create an environmentally sound transport system from different angels. The ‘Cardiff process’ is a strategy to implement article

\textsuperscript{18} COM(2001)370, p 12.
\textsuperscript{21} Eurostat (2002).
\textsuperscript{22} COM(2001)370, p 16.
\textsuperscript{23} COM(2001)370, p 16.
6 of the Amsterdam treaty and integrate environmental considerations into all sectoral policies and decisions. The 6th EAP is the framework programme that constitutes the environmental goals for the European Union until 2012.\footnote{Official Journal of the European Communities 10.9.2002, OJ L242.} The SDS is a strategy to add an environmental dimension to the Unions’ political commitment of economic and social renewal, which was decided in Lisbon in 2000. The ‘Cardiff process’, 6th EAP and ‘SDS’ all content political decisions, policies and suggestions on measures to reduce the environmental impacts from road freight transport.

The four different sides of policymaking described above proceed from the EU-institutions but measures suggested are supposed to be implemented on other levels; the member state-, enterprise- and individual level. Concerning road freight transports the transport companies have to implement the political measures in order to limit transport growth and create a sustainable transport system. Measures that can be achieved on EU level are merely limited to infrastructure changes and fiscal policies.

Following the arguments above, transport companies have to feel committed to the task and willing to implement the measures proposed on EU-level if the policymaking is going to succeed. That was my assumption for this thesis and I have identified measures proposed in the four sides of policymaking and examined how a transport company, Schenker AG is affected or committed by the measures. The four sides of policymaking, the aims and questions for the thesis will be more thoroughly formulated and described further down.

\subsection{1.4 The European Union institutions}

As the European Union (EU) has got an important role to play concerning the common transport policy, it is necessary to understand how EU is organized and what measures they can sanction. The European Union is an institution originally created to rebuild Europe after the Second World War and help maintain peace. EU consists of 15 member states\footnote{Belgium, Germany, France, Italy, Luxembourg, the Netherlands, the United Kingdom, Denmark, Ireland, Greece, Portugal, Spain, Austria, Finland and Sweden.}, but the Union is currently in a process of enlargement with another 10 countries.\footnote{These are Cyprus, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, the Slovak Republic and Slovenia.} The member states have delegated sovereignty for certain matters to independent institutions that represent the interests of the Union as a whole, its member countries and its citizens.\footnote{Nilsson (2002).} EU is ruled through five institutions:\footnote{Fontaine (1998).}

\begin{itemize}
  \item The Commission
  \item The Council of the European union
  \item The European Parliament
  \item The Court of Justice
  \item The Court of Auditors.
\end{itemize}

The Commission proposes Community legislation, monitors compliance with legislation and with the treaties, and administers common policies. The Commission is composed of 20 independent members, each in charge of a directorates-general. The Council of the European Union’s main responsibilities is to be the Community’s
legislative body, sometimes in co-decision with the European Parliament. The Council is composed of one representative at ministerial level from each member state who is empowered to represent his Government. Which Ministers attend each Council meeting varies according to the subject discussed. The Council of the European Union is different from the European Council. The European Parliament consists of citizens directly elected by the member states, after a quota for each country. The Court of Justice together with the Court of First Instance ensures that the law is observed in the process of Community integration. The Court of Auditors monitors the implementation of the Community budget.

The European Community's core objective of achieving European unification is based on the rule of law. Community law is an independent legal system that takes precedence over national legal provisions according to the treaties. Treaties are the primary legislation and have been agreed through direct negotiation between member states governments and then subject to ratification by the national parliaments.

1.4.1 The European Union's treaty-regime

The European Union is based on four founding treaties. These founding treaties have been amended several times and there have been far-reaching reforms bringing major institutional changes and introducing new areas of responsibility. The treaties most important in this study are the Treaty of Rome, which made provisions for a common transport policy, the Single European Act (SEA) that provided the Union with the first legal framework to protect the environment and the Treaty of Amsterdam. The Treaty of Amsterdam made sustainable development one of the European Union main objectives and improved the status of environmental policy making through integration of environmental protection requirements into the definition and implementation of all Community policies. Treaties constitute the primary legislation and regulate the organisation and activities of the European Union. All member states have agreed to the primary legislation when they signed the treaties and delegated sovereignty for certain matters to the EU institutions. Legislation decided upon by the EU institutions is called secondary legislation.

30 E.g. Ministers for Foreign Affairs attends meetings in the formation named the General Affairs Council, while the Ministers responsible for economic and financial affairs meet as the Economic and Financial Affairs Council, and so on. The frequency of Council meetings varies according to the urgency of the subjects dealt with.
31 The European Council brings together the Heads of State or Government of all Member States and the President of the European Commission. The European Council is hosted by and takes place in the Member State holding the Presidency of the Council. They meet at least twice a year (generally in June and December). Their decisions are a major input in defining the general political guidelines of the European Union and are made public at the closing of each European Council meeting (called presidency conclusions).
33 http://europa.eu.int Institutions – The Court of Justice, 2002.05.15.
34 http://europa.eu.int Institutions – The Court of Auditors, 2002.05.15.
35 http://europa.eu.int/eur-lex/en/about Process and players - EU law – Definitions, 2002.05.05
36 The Treaty establishing the European Coal and Steel Community signed in 1951, the Treaty establishing the European Economic Community (EEC), often called ‘the Treaty of Rome’, and the Treaty establishing the European Atomic Energy Community (Euratom), both signed in Rome in 1957 and together referred to as the ‘Treaties of Rome’, and the Treaty on European Union that was signed in Maastricht in 1992. The Treaty of the European Union created the political union amongst the member states and brought about considerable changes to the existing treaties.
39 Article 2 in the Consolidated version of the Treaty of the European Union.
40 Article 6 in the Consolidated version of the Treaty establishing the European Community.
41 Fontaine (1998).
The EU has experienced a need to simplify their organization and decision chart, therefore a European convention has been working on a draft treaty between 2002 and 2003 with the aim of establishing a constitution for the EU. The draft constitution among other things simplifies the decision-making within the union and establishes the union as a legal personality. Compared to the current treaties the draft constitution has been criticized by environmental organizations and environmental ministers for taking a step backwards concerning environmental protection. The draft treaty does not any longer state that sustainable development is a goal for the union and the integration of environmental considerations into all decisions is abolished. The draft Constitution will be decided upon at the intergovernmental conference in December 2003.

1.4.2 Secondary legislation and a policy framework

The treaties establishes the organisation and the rule of law of the union but Secondary legislation, also called Community law, regulates the common activities of the member states, organisations, enterprises and individuals within the union. Secondary legislation is adopted by the Council or by the Parliament and the Council in the co-decision procedure. It can take four forms according to the Treaty establishing the European Community:

- **Regulations**, which are directly applicable and binding in all EU member states without the need for any national implementing legislation.

- **Directives** bind member states as to the objectives to be achieved within a certain time limit while leaving the national authorities the choice of form and means to be used. Directives have to be implemented in national legislation in accordance with the procedures of the individual member states. Directives are by far the most common forms of environmental legislation.

- **Decisions** are binding in all their aspects for those to whom they are addressed. Thus, decisions do not require national implementation of the legislation. A decision may be addressed to any or all member states, to enterprises or to individuals.

- **Recommendations** and opinions, which are not binding.

Besides secondary legislation the Council may also adopt conclusions of a political nature or other types of acts such as declarations or resolutions, codes of conduct, guidelines, frameworks and internal instructions. Within the European Union these political conclusions and other types of declarations possess no legally binding effect, but are intended by their authors to have certain legal effects.

The European Council makes recommendations but their objective is to give the European Union the impetus it needs for further development and to define general policy guidelines. The recommendations from the European Council do not have any legal standing according to the treaty-regime. But from the fact that it is meetings of the Heads of State or Government it is understandable that their opinion is of significance for the common policymaking. However, it is impossible to say how

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42 The main aim of the convention was to draw up proposals on how to bring citizens closer to the European design and European Institutions; how to organize politics and the European political area in an enlarged Union; and how to develop the Union into a stabilizing factor and a model in the new world order.
44 The integration principle is stated in the Treaty establishing the European Community article 6.
46 Environment and transport issues are mainly affected by the co-decision procedure.
profound their recommendations are, and the question is outside the frames of this thesis.

1.5 The EU common transport policy

The EU has an important role in influencing the development of the transport sector, and in addition the common transport policy contributes to safeguarding the freedom of movement, which is one of the fundamental pillars of the internal market. The common transport policy concerns the cooperation of freight- and passenger transport via road, railway, sea and air transport. It is regulated in Article 70 – 80 of the consolidated version of the Treaty establishing the European Community (appendix 1). Concerning freight transport the task of the common transport policy is to create a common market for the transport companies within the Union, create rules and technical harmonisation to stop national monopolies and unfair competition and support and provide research and development within the sector⁴⁸. The transport sector is economically very important for the Union, but road transports effects the environment negatively and it wears the road surface, causes congestion and traffic accidents etc. The common transport policy is confronted with the difficult task of creating a sustainable transport system and is affected by EU environmental policy. To better understand the environmental measures connected to the common transport policy it helps to have an understanding of the EU environmental legislation, which I will provide in the following section.

The history of environmental legislation within the Union is rather short. When the European Communities was founded in 1957 there was no general interest in the environment.⁴⁹ Year 1972 is generally acknowledged as the birthday of European Community environmental policy, and the year thereafter the Community launched its first environmental action programme.⁵⁰ Since then another 5 programmes have been introduced. Environmental action programmes provides the framework and the goals of environmental policy but except from the last one they have not been legally binding. It was not until the Single European Act in 1987 that the Union got a legal framework to protect the environment.⁵¹ Today the European Union has got an extensive amount of environmental legislation and there is probably no other country or association of states that has such a strong constitutional commitment to sustainable development. Articles 174 to 176 of the EC Treaty are the legal basis for Community environment policy since the amendments by the Treaty of the European Union and the Treaty of Amsterdam. The Amsterdam Treaty brought with it changes to article 2 of the treaty of the European Union by making sustainable development one of the European Union main objectives⁵², (see appendix 1). The same treaty also improved the statues of environmental policy making and made integration of environmental protection requirements into the definition and implementation of all Community policies legally binding.⁵³

⁴⁸ http://www2.riksdagen.se/Internet/EUsvar.nsf
⁵² Article 2 in the Consolidated version of the Treaty of the European Union.
⁵³ Article 6 in the Consolidated version of the Treaty establishing the European Community.
1.6 Purpose of the Study

From the arguments above concerning the environmental problems around road freight transport and the role of the European Union in the matter, it is time to formulate the aims and the questions for this thesis. My aim in this study was to analyse the four sides of policymaking on EU level:
- The ‘Cardiff process’,
- The white paper ‘European transport policy for 2010: time to decide’ (the white paper),
- The ‘sixth Environment Action Programme’ (6th EAP) and
- The ‘Sustainable Development Strategy’ (SDS)

to identify the political intentions about freight transport measures that originates from environmental considerations. The identified political intentions was forming the basis for interviews at the transport company Schenker AG to examine how the company was affected and felt committed by the political intentions. The two main questions in this study were;

- What measures to reach a sustainable development are put forward in the four EU policies (the policies mentioned above); and
- What is Schenker’s position on the identified measures when it comes to framing strategies, goals and following-up?

I chose these four sides of policy-making for various reasons. The ‘Cardiff process’ is important for the European unions environmental policymaking since it has a base in the Amsterdam treaty. The ‘white paper’ is the Commissions proposal to limit transport growth. The ‘6th EAP’ founds the base for the Unions environmental policy till 2012 and the ‘SDS’, is part of the Unions path towards a sustainable development. I could have chosen more sides of policymaking, e.g. the European Climate Change Programme, but was limited by time. After identifying the measures proposed in the policies I interviewed key persons at Schenker AG in order to comprehend how the transport company was affected by the intentions and what measures the EU intentions had induced in the company.

1.7 Information about Schenker AG

This study is done in co-operation with Schenker AG, the environmental affairs department in Gothenburg. Schenker AG is a Stinnes subsidiary, and Stinnes is a Deutsche Bahn AG company. Schenker AG states themselves to be one of the leading international providers of integrated logistics services and they are offering land, air and sea freight transport as well as comprehensive logistics solutions and global supply chain management from a single source. The company has 35,000 employees at about 1,100 locations throughout the world and achieve a turnover of Euro 6.4 billion per year.\(^{54}\) Schenker specialise in land transport on road and rail within Europe and have a closely woven network of regularly scheduled routes that connects over thirty European countries.\(^{55}\) The Swedish part of the company is Schenker AB, with

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\(^{54}\) Schenker AG/Corporate Communications (2003).

\(^{55}\) Schenker AG/Corporate Communications (2003).
4200 employees and 9 billion Swedish crowns in turnover.\textsuperscript{56} Schenker AG made a shareholding in the Swedish company BTL AB in 1997, and since the Swedish company used to have its headquarter in Gothenburg, some of the organisational management for Schenker AG was located to Gothenburg, for example the environmental affairs department.\textsuperscript{57} Schenker was originally created by Gottfried Schenker in Vienna 1872.

I had a supervisor at the environmental affairs department and at times I used to have an office in the Schenker building. This helped me tremendously in my work and probably gave me access to interview key persons that would not have been possible otherwise.

1.8 Disposition of the Study

The thesis is organized into six chapters. The introduction gives a background on the complex matter of freight transports, the policy-making process of EU and EU politics with focus on environment and freight transport. Chapter two is about the qualitative methodology used for the thesis. Chapter three gives the theoretical points of departure in ecological modernisation. Chapter four is a thorough description of four different sides of EU policy-making and identification of the measures proposed for the freight transport sector. The final chapter is the account and discussion about the interviews carried out at Schenker AG and Schenker’s relation to the modernisation process in society. Relevant parts of the Treaty establishing the European Community, the questionnaire for interviews at Schenker AG, the gross list for identifying political intentions and the information sent to the informants before the interviews are enclosed in the appendixes.

2 Methodology

2.1 Identifying the political intentions

In the process of identifying the political intentions or measures in the four sides of policy-making I read the documents/policies carefully, systematically searching for intentions concerning the environment or a sustainable transport system connected to road freight transport.

I did two kinds of screening, one was sorting out all political intentions that had anything to do with freight transport on roads\textsuperscript{58} and the other was sorting out those that had anything to do with achieving an environmentally sustainable transport system. This was the thinking I used although in the process of choosing the intentions, both groups were sorted at the same time. Consequently this gave me only one gross list for each side of policy-making (see appendix 3). After finishing these lists, I re-read the documents to make sure the list was correct.

Some of the intentions, like those originating form the ‘Cardiff process’ and the ‘SDS’, was only found through reading meeting protocols from the different Council-constellations (transport, energy and telecom, and environment). The other two polices was already specified documents; the ‘white paper’ and the ‘6\textsuperscript{th} EAP’. All four

\textsuperscript{56} http://www.schenker.nu/local/se.html Information about Schenker AB. Last visited 2003-03-20.

\textsuperscript{57} For more information about Schenker AG and AB see their website www.Schenker.com.

\textsuperscript{58} The reason for this is my aim to see how the intentions will affect the transport and logistic company Schenker AG.
were political documents, originally initiated by different institutions and with different legal standing.

The intentions I identified were all on different levels. In the ‘white paper’ and the ‘6th EAP’ there were both specific and general intentions, although none of the intentions are very specific. A specific measure is when a fixed target is set for a specific date. For example “an 8% reduction in greenhouse gas emissions by year 2008-12 compared to 1990 levels”\textsuperscript{59}. A general measure is, on the contrary, when no detailed information for the measure is set. Examples on more general measures are: revitalising the railways\textsuperscript{60} and climate change as a key area for environmental priorities. In the ‘Cardiff process’ I consider all the proposed measures to be rather general, or vague, like: ‘increased use of environmentally less harmful means of transport’. This is mentioned as a fact rather than critique to the document. The Cardiff process is created in a political setting and due to the nature of the document (read more about the ‘Cardiff process’ further down) it cannot be otherwise than nonspecific.

I studied the original documents to identify the intentions mentioned in them and how they were received and followed up in Council meetings, European Council meetings and by the Commission from the moment they were initiated (between 1997-2001) till the beginning of January 2003. Since these intentions were parts of an ongoing process, it was difficult to set a deadline for the study; January 2003 was set due to time limits. The last document I studied was the synthesis report from the Commission, which was a follow up on the Sustainable Development Strategy.\textsuperscript{61}

When I had the gross list I brought all the political intentions together into one column for each side of policy-making and put the columns after each other to see similarities in the policies. After that I brought everything together in one table and substituted the intentions with a √ to symbolise that the intention had been expressed in that document. Nine political intentions/measures were identified (table 1).

Table 1. Table represent the political intentions affecting road freight transport sector identified in the ‘Cardiff process’, the ‘white paper’, the ‘SDS’ and the ‘6th EAP’. √ symbolises that the intention is represented in the document/policy.

<table>
<thead>
<tr>
<th>Political Intentions</th>
<th>Cardiff process</th>
<th>White paper</th>
<th>SDS</th>
<th>6th EAP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Define a sustainable transport system</td>
<td></td>
<td>√</td>
<td></td>
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<tr>
<td>Reduction of greenhouse gas emissions</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
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<td>Alternative fuels from renewable resources</td>
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<td>√</td>
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<tr>
<td>New technology and technical harmonisation and interoperability</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
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<tr>
<td>Reduction of particulates and other harmful substances</td>
<td>√</td>
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<td></td>
<td>√</td>
</tr>
<tr>
<td>Environmentally less harmful/more effective transport modes; -rail, -sea and inland waterways</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>Modal split/support intermodality</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>Regulated and fair competition, measures internalise the full environmental cost in the price of transport/charging of infrastructure use</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
</tbody>
</table>

\textsuperscript{60} COM(2001)370, p 16.
\textsuperscript{61} COM(2003)5 final.
2.2 Interviews at Schenker AG

The nine political intentions identified were the base for conducting a qualitative field investigation with five key persons at Schenker. Four of the key persons had various functions at Schenker AG head office and one at a detached company: Schenker consulting AB. The persons from head office were from the departments ‘Corporate Development’, ‘Network production’, ‘Environmental affairs’ and ‘Marketing and sales concepts. I chose not to expose the names of the informants. They were representatives for different departments within the company. In the analysis focus was on what was being said, not who said what. Therefore the informants will be referred to as A, B, C, D and E in this study.

The aim of my interviews with key persons at Schenker was to find out how Schenker was affected by the identified political intentions. If they did not affect Schenker, what was then affecting the company’s environmental strategies? Were there any obstacles for the company to work with issues like the identified intentions? Was Schenker working strategically to handle the identified political intentions? What kind of intentions would affect Schenker and did Schenker have any activity’s today that could lead to the same results as the identified political intentions were trying to achieve? The interviews provided an outline of the informants’ judgements concerning how important the identified intentions were for Schenker, or if the company’s activities were affected by demands from other sources. Since the informants were key persons at the head office, I assumed that their opinions about the intentions gave a hint about Schenker’s position regarding the political intentions.

The interviews were performed using an interview manual without fixed questions or reply alternatives (see appendix 2). When asking the informants I was trying to understand how Schenker was positioning themselves towards the identified intentions. With qualitative interviews I could ask all informants question about the same issue, but still change the questions after the specific circumstances for each informant.62 This meant letting the informants speak rather freely about many issues to examine circumstances that I was not familiar with and which I would not have come to know about if only asking direct, structured questions. Qualitative interviews provided me with the specific information I needed and gave me a possibility to straight away follow up information or ask more questions when the situation was not clear to me. The methodology demands that the interviewer develops and adjusts the questions to each interview situation.63

The interviews were held at the informants’ offices, except for one that was conducted over the phone. They took approximately one hour. The informants had been given background information about the political intentions and the aim of the interview beforehand, through a written short conclusion about the four sides of policy-making and the identified intentions sent by mail (appendix 4). When conducting qualitative interviews it is important to realise that the interviewer affects the result just by his or her presence.64 I might have affected the informants to answer the way they appreciated I wanted them to answer or exaggerated their information. To prevent influencing the informants I tried to be as clear as possible in all my

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64 Holme and Solvang (1997), p 94.
contacts with the informants. I started every interview with a short description of the
material, the questions and the aim with the interviews to make sure all informants
knew what they participated in. All interviews were recorded with the informants’
permission. After the interview I listened to the tape transcribing the conversation. In
all cases I listened to the tapes again after transcription to make sure I had transcribed
correctly. In cases of insecurity concerning the meaning of the answers I returned to
the informants with further questions, either in person or by e-mail. All informants
were offered to read extract from the interviews but as far as I know only one did.
Four of the interviews were held in Swedish and one in English.

I performed a qualitative analysis on the interviews. A qualitative analysis means
examining the features or connections hidden in the answers.\textsuperscript{65} It demands attention on
the possible dissimilarities between the informants’ answers and the validity of the
analysis lies in the connection between what is globally experienced and the analysis
about what has been exclusively described by the informants.\textsuperscript{66}

My qualitative analysis demanded a data reduction, which meant to systematically
choose relevant information and take away information that was irrelevant for the
study.\textsuperscript{67} When I transcribed the interviews I transformed them into written language
instead of spoken language. For the analyses I used the transcribed texts and
underlined sentences and pieces of relevance for my questions and translated them
into English. That method has been described as concentration of the content
[menningskoncentrering] by Kvale (1997).\textsuperscript{68} Sentences told by the informants were
shortened and formed to express the substantial meaning. Through concentration of
the content I could better appreciate the similarities in the answers between the five
informants and also more easily understand the essential content. When analysing the
interviews I used an inductive attempt to describe the interviews. The inductive
methodology is the theory of using a number of individual cases to argue that the
connection observed between the cases is generally valid.\textsuperscript{69} I used what I considered
the essential content to argue that the observed connection between the cases is
generally valid for a transport company (as represented by Schenker AG) towards the
identified EU-intentions.

3 Theoretical points of departure
Following the argument that the four sides of policy-making have an impact on
transport companies in general, it would be interesting to examine the social process
of modernization from which the documents have developed. In this chapter I have
discussed the four sides of policy-making mainly through the notion of ecological
modernization since I considered this theory to best describe the current EU transport
and environment related policy-making.

3.1 The notion of ecological modernisation
The western world\textsuperscript{70} came to a brisk awakening in the end of 60ties and beginning of
70ties when they realised that the environment was an endangered resource. Many

\begin{footnotes}
\item[65] Lantz (1993) p 72.
\item[66] Lantz (1993) p 72.
\item[67] Lantz (1993) p 71.
\item[69] Alvesson and Sköldberg (1994) p 41.
\item[70] The western world is here defined as the Western Europe, Scandinavia and the United States of America.
\end{footnotes}
countries started to create institutions to set general environmental quality norms.\footnote{Hajer (1995) p 24.} The early period of environmental politics in the western world was characterised by the predominantly legislative attempts to solve environmental problems and ‘end-of-pipe’ solutions like filters on chimneys and water-processing plants were the typical abatement strategies.\footnote{Hajer (1995) p 25.} Since that time period there has been dramatic changes in the way in which environmental policies are conceptualised. During the 1980s the ‘react-and-cure’ formula for regulations was increasingly criticized since it did not produce satisfactory results, and the more innovative ‘anticipate-and-prevent’ variety gained credibility among governments and international organizations.\footnote{Hajer (1995) p 27.} According to the Dutch researcher Maarten Hajer this was the beginning of a new and efficiency-orientated approach to environmental policy making called ecological modernisation. Hajer argues that ecological modernisation is the dominant way of conceptualising environmental matters in terms of policy-making today in the Western world.\footnote{Hajer (1995) p 100. Hajer defined ecological modernisation as the discourse that recognizes the structural character of environmental problem but none the less assumes that existing political, economic and social institutions can internalise the care for the environment. Discourse is defined as a specific ensemble of ideas, concepts and categorizations that are produced, reproduced and transformed in a particular set of practices and through which meaning is given to physical and social realities, Hajer, p 5.}

Ecological modernisation is a theory of social change. Concepts like polluter pays principle, the precautionary principle and preventive action and the principle of retrification of pollution at source etc. established a link between ecological modernisation as a general theory of societal change on the one hand and ecological modernisation as a political programme or policy discourse on the other.\footnote{Hajer (1995) p 26.} From the fact that the environmental discourse has been changing from the early 1970s to the late 1990s with regard to priorities and approaches, it can be concluded that what is considered an environmental problem is changing over time. What we today consider to be an environmental problem might not be one in 20 year’s time. This is interesting e.g. concerning alternative fuels and fuel cells. If fossil fuel use for transports is gone in 20 years time, are transports still an environmental problem?

According to Hajer, ecological modernization has three characteristics,\footnote{Hajer (1995) p 27-29.} first, it frames environmental problems combining monetary units with discursive elements derived from the natural sciences. Second, environmental considerations are portrayed as a ‘positive-sum-game’, which makes environmental protection a management problem. The third characteristic is the fundamental assumption that economic growth and the resolution of ecological problem can be reconciled. At the core of ecological modernization is the idea that pollution prevention pays.

The emergence of ecological modernisation can be identified in several different realms of environmental policymaking:\footnote{Hajer (1995) p 27-29.}

1. The ‘react-and-cure’ formula is replaced by an ‘anticipate-and-prevent’ formula. Centralisation is replaced by deregulation. Individual firms are made to integrate environmental concerns into their core business with principles like the polluter pays principle, cost-benefit analysis, risk analysis, the precautionary principle, tradable pollution rights and pollution-taxes.

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\footnote{Hajer (1995) p 24.}  
\footnote{Hajer (1995) p 25.}  
\footnote{Hajer (1995) p 27.}  
\footnote{74 Hajer (1995) p 100. Hajer defined ecological modernisation as the discourse that recognizes the structural character of environmental problem but none the less assumes that existing political, economic and social institutions can internalise the care for the environment. Discourse is defined as a specific ensemble of ideas, concepts and categorizations that are produced, reproduced and transformed in a particular set of practices and through which meaning is given to physical and social realities, Hajer, p 5.}  
\footnote{Leroy et al (2000) p 7.}  
\footnote{Hajer (1995) p 26.}  
\footnote{Hajer (1995) p 27-29.}
2. There is a new role for science in environmental policy-making and natural scientist are given an important role in determining the critical load of pollution which nature can endure.
3. A mental and technological development of the concept that pollution prevention pays back in the long run.
4. Nature is conceptualised as a public and scarce resource (and not a free resource) and environmental costs ought to be internalised in the cost of production.

Ecological modernization is an ideological compromise between environment and economic growth through the strategy of ‘more with less’ which in this case means resource effective economic growth. This characteristic makes the theory of ecological modernisation very attractive for governments and policy-makers. First; it positions itself in contradiction to the ex post remedial strategy of the 1970s that did not produce satisfactory results. Second: it suggests a positive-sum solution. By using the language of business ecological modernisation conceptualises environmental pollution as a matter of inefficiency and suggests that the recognition of the ecological crisis constitutes a challenge. The last reason is that ecological modernization does not call for any structural change but is based on efficiency, technological innovation, techno-scientific management, procedural integration and coordinated management; features that have a positive sound for most business leaders and does rather imply cost-benefits than environmental costs. It is a new way of conceptualising environmental problems through diluting the earlier contradiction between economic growth and environmental degradation. Investments in ‘green technology’ are seen as investments to create competitive advantages and increased growth.

“Ecological modernisation uses the language of business and conceptualises environmental pollution as a matter of inefficiency, while operating within the boundaries of cost-effectiveness and administrative efficiency.”

The concept of ecological modernisation does not recognise any conflict between environment responsibility and the market economy; instead more flexible instruments than traditional lawmaking is needed for policy-making. A policy that promotes both economic growth and environment seems very attractive for policy-makers.

### 3.2 Ecological modernisation and the four sides of policy-making

The current transport- and environmental policies on EU-level are examples on an ecological modernizing approach to policy-making. According to the theory, the consumer holds the role as initiator of ecological modernisation and is assumed to be concerned, well informed, critical and emancipated, challenging entrepreneurs to offer more environmentally sound products, and adapting his or her consuming behaviour to the ecological demand and supply situation. If these ideas are applied on the transport sector, the transport companies are supposed to be the informed consumers and initiate volunteer actions to implement measures for a sustainable change. But there is a risk that the transport sector is not yet ready to commit themselves to that

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role. Some authors, e.g. Beck, have questioned this role for the consumer in ecological modernisation since the consumer is dependent on highly technological equipment and expert systems, which he or she might not be able to assess or handle. This depicts a consumer highly dependent on the information industries are willing to give.

Hajers theory about the ecological modernisation process concludes a change in our society into something new and never before experienced. The theory of ecological modernisation anticipates an ecological awareness strong enough at individual level to make ordinary people affect and lead society and industry to a greater environmental consciousness and environmental management. According to the theory people, industry and society will understand in the end how much more profitable it is for everyone to have an environmental approach.

The transport sector is known for being a reactive sector that responds slowly to changes. If the responsibility for environmental change that is delegated to the transport sector through the four sides of policymaking does not get any response from the transport sector, there is a risk that nothing will happen!

4 Four sides of policy making

4.1 The Cardiff process

The ‘Cardiff process’ is a strategy to integrate environmental consideration into sectoral policies. The aim is to stimulate the integration of environmental considerations into Community policies as is requested by Article 6\textsuperscript{81} of the EC Treaty (see appendix 1). Swedish Prime Minister Göran Persson originally proposed the ‘Cardiff initiative’ at the meeting of the European Council in Luxembourg, December 1997. The European Council asked the Commission to prepare a strategy on environmental integration and the Commission wrote the communication ‘Partnership for Integration’\textsuperscript{82}. The Communication suggests implementing the integration of environmental considerations in the daily work of the Community institutions.

The decision for co-ordinated environmental integration in all sectors was taken at the Cardiff European Council in June 1998.\textsuperscript{83} All relevant formations of the Council were invited to develop integration strategies, identify priority actions and ensure that these are explicitly reflected in decisions on new proposals. The Transport, Energy and Agriculture Councils were invited to start the process.\textsuperscript{84}

The integration business is on EU level, but requires that the member states integrate the proposed measures into national policies. The Cardiff was meant to be a short process where the relevant sectors should contribute with their own integration strategies in time for the Gothenburg European Council in 2001, but the process did take longer time than planned and is still ongoing on different levels. The Cardiff process has received critique for being a very slow process, and that those involved are not very committed to the task.\textsuperscript{85} But no matter how the Cardiff process is

\begin{itemize}
  \item \textsuperscript{81} This article requires that environmental protection be integrated into the definition and implementation of the Community policies and activities referred to in the Article 3, with a view to promoting sustainable development. The transport and environment sectors are included in Article 3 (see appendix 1)
  \item \textsuperscript{82} COM(1998) 333.
  \item \textsuperscript{83} The European Council; presidency conclusions - Cardiff European Council 15 and 16 June 1998.
  \item \textsuperscript{84} SEC(1999)1941 final.
  \item \textsuperscript{85} European Environment Agency (2001), p 2.
\end{itemize}
proceeding, environmental integration is still one of the objectives in the EC-treaty. Recently it seems like the Cardiff process is going through a revival. Three recent Council meetings have reaffirmed the importance of continuing and intensifying the Cardiff process.\textsuperscript{86}

\textbf{4.1.1 Legal standing}

The Cardiff process is a political strategy and the intentions agreed so far have no legal standing. It is only the main theme of the process; integration of environmental considerations in all relevant Community policies, that have a legal standing as it is part of the Treaty establishing the European Community. The Cardiff process was introduced by the European Council\textsuperscript{87} and has been agreed and supported by the Council\textsuperscript{88} (both Transport and Environment). The Councils have several times brought up the subject of environmental integrations, trying to revitalise the process and inviting the Commission to elaborate further Communications and studies, but the Commission has been reluctant to follow the Council’s and the European Council’s invitations.\textsuperscript{89}

The Cardiff process does not have any agreed follow up as the ‘SDS’ has got\textsuperscript{90}, although, since both the Council and the European Council continuously have addressed the importance of the strategy, the process will probably continue and might even possess a stronger legal standing in the future.

\textbf{4.1.2 Integration in the transport sector}

The transport sector was among the first sectors to be invited by the European Council to integrate environmental considerations. The Commission has put forward two monitoring documents\textsuperscript{91} and the Council have accepted much of that work (see further down). The transport sector has also agreed on a definition of a sustainable transport system:

\begin{quote}
Sustainable transports are expected to contribute to the social and economical prosperity without harming humans’ health or environment. A system of sustainable transports integrates social, economical and environmental needs and is characterised by: allows the basic access needs and development of individuals, companies and societies to be met safely and in a manner consistent with human and ecosystem health, and promotes equity within and between generations; is affordable, operates efficiently, offers choice of transport mode, and supports a vibrant economy, and regional development; and limits emissions and waste within the planet’s ability to absorb them, uses renewable resources at or below their rates of generation, and, uses non-renewable resources at or below the rates of development of renewable substitutes and minimises the use of land and the generation of noise.\textsuperscript{92}
\end{quote}

\textsuperscript{86} 2413\textsuperscript{th} Council meeting - Environment 2002, 2457\textsuperscript{th} Council meeting - Environment 2002 and 2472\textsuperscript{nd} Council meeting - Transport, telecommunication and energy 2002. \\
\textsuperscript{87} The European Council brings together the Heads of State or Government of all Member States. \\
\textsuperscript{88} The Council in this case is the Transport Council. \\
\textsuperscript{89} As can be seen in the preamble to the Commission working document SEC(2001)502, where they reserved themselves the right to propose new bills. \\
\textsuperscript{90} At the 2413\textsuperscript{th} Environment Council meeting in March 2002, the Council underlined the important role of the European Council to establish, promote and follow up the political guidelines the integration process, and to evaluate indicators to make it possible to analyse the application of the strategies. \\
\textsuperscript{92} SEC(2001)502.
4.1.3 Political intentions in the transport sector

When they first got the invitation at the Cardiff European Council meeting in 1998 the Commission wrote the report SEC(1999)1941 and the Transport Council agreed with the measures suggested. Action were to be taken in the fields of emissions, growth of transport, modal split and noise and that this action should concern i.e. railways, intermodal transport, new technologies and awareness raising of the environmental problems related to transport. The Commission put forward a review on the report in 2001, identifying the problems as

- Congestion
- Emissions of greenhouse gases
- Bad air quality and
- Increasing noise

The Commission identified a sustainable transport system to require decreasing congestion, interoperability in freight transport, clean urban transport, intelligent transport systems, better vehicle techniques, communication instead of mobility that will lead to less demand for transports, support for new technical innovations, change to alternative fuels, use of market mechanisms, differentiated prices and introduction of action programs to increase consciousness and changed behaviour. To reach these goals, a priority within the sector is to make it easier for efficient new technique to enter the market.

The Council meeting (Transport and Telecommunication) in April 2001 agreed on a number of objectives that will move the Union towards more environmentally friendly transport systems and give priority to policies and measures responding in a balanced way to the demand for mobility, efficiency and respect of environment. The Council emphasises that integration can stimulate economic growth without increasing transport growth with and increase in the negative effects of transport. The objectives are:

- Reducing congestion
- Optimising the use of each mode of transport with a view to make a modal split
- Achieve stability of present modal split within ten years, even with further traffic growth.

The priority policies concerns especially:

- Reduction of greenhouse gas emissions
- Reduction of particulates and other harmful substances
- Reduction of noise.

To achieve this, clean, quiet and energy efficient technology and alternative fuels from renewable energy sources are needed according to the Transport Council. A fair and efficient pricing regime including the environmental costs, an efficient use of the entire transport system including an increased use of environmentally less harmful

93 2204th Council meeting – Transport 1999.
96 2340 Council meeting – Transports/telecommunications 2001.
means of transports. The Council invited the Commission to analyse further these objectives and priorities and agreed to continue to review the process regularly on the basis of reports from the Commission. The next review was planned to take place during the Danish presidency, but since the Commission did not write any new report, it did not. This might partly be due to a ‘struggle for power’ between the Commission and the Council. The Commission has, according to the Union law, the sole right of proposing new regulations and laws and might consider the Council to intrude on that right when the Council invites the Commission to elaborate that work. The Transport Council, on several Council meetings, has requested the Commission and the member states to continue the ‘Cardiff process’. At the meeting in December 2002 the Transport Council pointed out three areas concerning road transports with a particular need for action:

- Emissions of greenhouse gases, especially CO₂
- Emissions of harmful substances from all transport modes
- Noise

As seen above the intentions proposed year 2002 are very similar to those from 1999. I regard it reasonable to assume that these intentions have a strong political standing and will stay equivalent over the next ten years. Therefore I have used them as representing the main political intentions of the Cardiff process in this analysis.

There has been critique towards the ‘Cardiff process’; latest one is the Transport and environment reporting mechanism 2002 (TERM), saying that transports are becoming less sustainable rather than more, and that integration efforts need to be redoubled so solve the problem.

<table>
<thead>
<tr>
<th>Measures affecting the transport sector</th>
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<tbody>
<tr>
<td>Emissions of greenhouse gas emissions, especially CO₂</td>
</tr>
<tr>
<td>Reduction of particulates and other harmful substances</td>
</tr>
<tr>
<td>Optimizing the use of each mode of transport with a view to make a modal split</td>
</tr>
<tr>
<td>Increased use of environmentally less harmful means of transport</td>
</tr>
<tr>
<td>New clean, quiet and energy efficient technology, and technical innovations</td>
</tr>
<tr>
<td>Alternative fuels from renewable sources</td>
</tr>
<tr>
<td>Regulated competition, - a fair and efficient pricing regime</td>
</tr>
<tr>
<td>Break the link between economic growth and transport growth</td>
</tr>
<tr>
<td>Decrease congestion</td>
</tr>
<tr>
<td>Reduction of noise</td>
</tr>
<tr>
<td>Changed behavior, - less demand on transports</td>
</tr>
</tbody>
</table>

The ‘Cardiff process’ is a political strategy to integrate environmental considerations into the Unions policies, among one of the sectors is the transport sector. The white paper described further down is the transport policy until 2010, in which environmental considerations are integrated, in line with the ‘Cardiff process’.

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98 Personal Communication with Stefan Andersson, Ministry of Industry, Sweden, 030122.
99 2472 Council meeting – Transport, telecommunication and energy, 2002.
100 2472 Council meeting – Transport, telecommunication and energy, 2002.
4.2 The white paper "European transport policy for 2010: time to decide"

A white paper is a document from the Commission proposing actions in a specific area, the white paper “European transport policy for 2010: time to decide”\textsuperscript{103}, is the Commission’s proposal for a Community transport policy. The Commission’s objective for the next ten years is to refocus Europe’s transport policy on the demands and needs of its citizens. In adopting the ‘white paper’ the Commission is placing users’ needs at the heart of its strategy and proposing about 60 measures to meet this challenge.\textsuperscript{104} The measures advocated are merely the first stages of a longer-term strategy to achieve a sustainable transport system. The white paper is divided into four parts, which are shifting the balance between modes of transport, eliminating bottlenecks, placing users at the heart of transport policy and managing the globalisation of transport.

The ‘white paper’ advocates a qualitative change of direction in the transport policy in order to ensure that measures to promote that an environmentally sound transport system go hand in hand with the measures to open up the markets.

4.2.1 Legal standing

As a white paper, it can become the action programme for the Union in the area concerned if the Council receives it favourably. Both the Council\textsuperscript{105} and the Council of the European Union\textsuperscript{106} have expressed their support for bringing forward the ‘white paper’ as the Common transport policy.\textsuperscript{107} The Commission has already implemented several of the proposals suggested in the ‘white paper’, and both the Council and the European Council have welcomed further initiatives to be taken by the Commission.\textsuperscript{108} It can therefore be concluded that the measures proposed in the ‘white paper’ have a political acceptance and might therefore be considered to be guidelines for further legislative action\textsuperscript{109}.

4.2.2 Political intentions for the freight transport sector

The ‘white paper’ promotes about 60 measures for the transport politics until 2010, some which can be applied in the freight sector. The first of these measures is designed to shift the balance between modes of transport by 2010 by revitalising the railways, promoting maritime and inland waterway transport and linking up the different modes of transport\textsuperscript{110}. If nothing is done, Europe will be facing apoplexy at the centre and paralysis in the rand areas\textsuperscript{111}. The ‘white paper’ is aimed at bringing about substantial improvements in the quality and efficiency of transport in Europe. It

\textsuperscript{103} COM(2001)370.

\textsuperscript{104} COM(2001)370.

\textsuperscript{105} The meeting of ministers, in this case the Transport Council.

\textsuperscript{106} The European Council brings together the Heads of State or Government of all Member States.

\textsuperscript{107} 2395\textsuperscript{th} Council meeting - Transport and Telecommunication 2001, 2420\textsuperscript{th} Council meeting - Transport and Telecommunication 2002 and the 2438\textsuperscript{th} Council meeting - Transport and Telecommunication 2002.

\textsuperscript{108} 2438\textsuperscript{th} Council meeting - Transport and telecommunication 2002.

\textsuperscript{109} The 2395\textsuperscript{th} Council meeting Transport and Telecommunication in December 2001 recalled that the price of using different modes of transport should reflect the real costs to society and that action is needed to bring about a decoupling of transport growth and GDP growth by ensuring optimum and appropriate use of each mode of transport through a fair and equitable pricing system. The 2420\textsuperscript{th} Council meeting Transport and Telecommunication in March 2002 identified the main challenges for the transport sector to be congestion of practically all modes of transport, a sharp increase in the volume of transport in coming years and a need to integrate transport into the framework of sustainable development.

\textsuperscript{110} The measures for linking-up the different modes of transport are mainly aimed at combating the congestion.

\textsuperscript{111} COM(2001)370, p 12.
is a strategy designed to gradually break the link between constant transport growth and economic growth in order to reduce the pressure on the environment and prevent congestion while maintaining the EU’s economic competitiveness.

The Commission is proposing a wide range of measures to develop fair infrastructure charging which takes into account external costs and encourages the use of the least polluting modes of transport, which should be eligible for funding for alternative transport, and to promote clean fuels. Harmonising taxes on diesel for professional use would reduce distortions of competition on the road transport market.

It says in the policy guidelines that:

*The transport system needs to be optimised to meet the demands of enlargement and sustainable development, as set out in the conclusions of the Gothenburg European council. A modern transport system must be sustainable from an economic and social as well as an environmental viewpoint* 12.

As a part of these objectives, as part of “shifting the balance between modes of transport”, a few measures concerning freight are:

- Linking up sea, inland waterways and rail, developing ‘motorways of the sea’ and helping to start up intermodal services, one of the proposals is the new Marco Polo programme 13.
- Creating favourable technical conditions through encouraging the emergence of freight integrators and standardising containers and swap bodies.

Another of the objectives, “placing users at the heart of transport policy” highlights the facts behind the costs to the user through a gradual charging for the use of infrastructure and the need to harmonise fuel taxes. The charging of infrastructure use has been examined in another White paper; “Fair Payment for Infrastructure Use: A phased approach to a common transport infrastructure charging framework in the EU”. 14 The Commission will shortly adopt a Communication containing a methodology for infrastructure charging and later on the Commission plans to adopt a framework directive on charging and a specific directive on road infrastructure charging. 15 These will probably be adopted mid-2003. 16 Both the European Council and the Council of the European Union have expressed interest in this matter. The need to harmonise fuel taxes has resulted in a Commission proposal for a Council directive 17 to harmonise the tax rates on diesel fuels in the member states. This proposal is waiting vote in plenary by the Council and the Parliamentary committee 29/04/2003. 18

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13 The Marco Polo programme is a financial instrument aimed at encouraging the shift in freight transport from the roads to other modes of transport less harmful for the environment, such as short-sea shipping, rail and inland waterways. The programme is intended to provide Community financial assistance for actions aimed at reducing road congestion and improving the environmental performance of the transport system. A political agreement for a budget of 75 million euros for a four year period was reached at the Copenhagen Council meeting 4-5 December 2002, and a common position will be adopted at the forthcoming Council meeting and sent to the European Parliament for a second reading under the co-decision procedure.
15 Interview with Olli Pirkanniemi, European Commission, DG Energy & Transport. 030107.
16 Interview with Olli Pirkanniemi, European Commission, DG Energy & Transport. 030107.
18 the official website of the European Parliament www.europarl.eu.int/home/default_en.htm visited 2003-01-10
The ‘white paper’ expresses the opinion that an integration of external costs in infrastructure charging would make transport costs fairer. The Gothenburg European Council 2001 pointed out that “a sustainable policy should tackle [...] the full internalisation of social and environmental costs.” In the discussion about infrastructure charging, environmental performance will probably be considered when setting the charge. From the arguments above is seems reasonable to conclude that transports will be more expensive in the future due to environmental considerations, therefore, investments to lower environmental impacts from transport and increase their efficiency will probably be profitable for transport suppliers. The major thinking in the ‘white paper’ is that efficiency will decouple the link between economic and transport growth through a shift between different modes of transport and elimination of bottlenecks.

The ‘white paper’ deals with the common transport policy, of which environmental considerations is one part. The Union decides upon environmental action programmes that constitute the guidelines for the common environmental policy, and will be described further down.

Table 3. Freight transport measures identified in the white paper ‘European transport policy for 2010: time to decide’.

<table>
<thead>
<tr>
<th>Principal transport measures concerning freight</th>
<th>Proposed or coming actions:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revitalising the railways 122</td>
<td>Rail transport is strategic sector on which the success of the efforts to shift the balance will depend, especially in the case of goods</td>
</tr>
<tr>
<td></td>
<td>A package of measures will be proposed which should restore the credibility of railways, in terms of regularity and punctuality, particularly for freight transport</td>
</tr>
<tr>
<td></td>
<td>A network of railway lines should be dedicated exclusively for goods services</td>
</tr>
<tr>
<td>Improving quality in the road transport sector 123</td>
<td>Legislation will be proposed, allowing harmonisation of certain clauses in contracts in order to protect carriers from consignors and enable them to revise their tariffs in the event of a sharp rise in fuel prices</td>
</tr>
<tr>
<td></td>
<td>Harmonisation of inspection procedures to end practices preventing fair competition</td>
</tr>
<tr>
<td>Promoting transport by sea and inland waterway 124</td>
<td>Sea motorways to revive short-sea shipping</td>
</tr>
<tr>
<td></td>
<td>A proposal for standardising of loading units (containers and swap bodies) will be submitted by the end of 2003</td>
</tr>
<tr>
<td>Turning intermodality into reality 125</td>
<td>Technical harmonisation and interoperability</td>
</tr>
<tr>
<td></td>
<td>Marco Polo, Community support programme for intermodality</td>
</tr>
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<td>Adopting a policy on effective charging for transport 126</td>
<td>Harmonisation of fuel taxation for commercial users</td>
</tr>
<tr>
<td></td>
<td>Alignment of the principles for charging for infrastructure use. Environmental costs should be internalised</td>
</tr>
<tr>
<td></td>
<td>Proposal for a framework directive for a infrastructure charging system concerning all transport modes</td>
</tr>
<tr>
<td>Developing medium and long-term environmental objectives for a sustainable transport system 127</td>
<td>A communication to define a sustainable transport system in operational and, where possible, quantified terms</td>
</tr>
<tr>
<td>Putting research and technology at the service of clean, efficient transport 128</td>
<td></td>
</tr>
</tbody>
</table>
The paper is based on breaking the link between economic growth and transport.

Reduction of greenhouse gases should be achieved through using alternative fuels and improving the energy efficiency of modes of transport.

4.3 The sixth Environment Action Programme (6th EAP)

The sixth Environment Action Programme (6th EAP) is a framework programme that constitutes goals for the Unions environmental policy. The objectives of EU environmental policy have been presented in 6 environmental action programmes since the 1970’s. The action programmes have initiated EU legislation covering most environmental problems. The ‘6th EAP’ was developed from the ‘5th EAP’. The action programme was decided in co-decision between the Council and the Parliament in July 2002, based on a document prepared by the Commission. The programme should promote the integration of environmental concerns in all Community policies and contribute to the achievement of sustainable development throughout the current and future enlarged Community. The ‘6th EAP’ is a taken decision and the content will not be further discussed in the Council or at the European Council, as the other policy documents will be. The ‘6th EAP’ is the guideline for environmental priorities till year 2012.

The overall aims are to take into account the principle of subsidiarity and the diversity of situations in the various regions of the Community and of achieving a decoupling between environmental degradation and economic growth. It is based on the polluter-pays principle, the precautionary principle and preventive action, and the principle of retribution of pollution at source.

The ‘6th EAP’ takes a very strategic approach and makes it clear that meeting the challenges of today’s environmental problems means looking beyond a strictly legislative approach. Legislation is not abandoned, but a more effective use of legislation is sought together with a more participatory approach to policy making. The programme has to deliver the environmental policy measures essential for sustainability and also take account of the enlargement process. The ‘6th EAP’ stresses the need for member states to better implement existing environmental laws, and the Commission announces that it will bring increased pressure to bear on member states by making implementation failures better known. The programme promotes the full integration of environmental protection requirements into all Community policies and actions by establishing environmental objectives, and by that reaffirms the intentions of the Cardiff process.

The ‘6th EAP’ singles out those environmental aspects that must be addressed if sustainable development is to be achieved in the future. The objectives in the programme respond to key environmental priorities and overall aims to be met by the European Union focusing in particular on four areas: ‘Climate change’, ‘nature and biodiversity’, ‘environment and health and...
quality of life’, and ‘natural resources and wastes’\textsuperscript{136}. For each of these areas key objectives and certain targets are indicated and a number of actions are identified with a view to achieving the mentioned targets. These objectives and targets constitute performance levels or achievements to be aimed at.

4.3.1 *Legal standing*

Action programmes are legally binding since amendments brought by the Treaty of the European Union (TEU).\textsuperscript{137} Article 175.3 in the TEU reserves the co-decision procedure for general action programmes. The 6\textsuperscript{th} EAP is the first Environmental Action Programme adopted as a formally binding Community acts by the European Parliament and the Council jointly. Since it is binding, the Commission has the task of supervising the member states. Action programmes can assist in the development of law since the intended actions often imply drafting of legal rules. Even before the environmental action programs were legally binding they were important for the development of the Unions environmental policy\textsuperscript{138}.

4.3.2 *Measures in the transport sector*

Climate change or emissions of greenhouse gases is an area very much affected by the transport sector. The aim of the programme is to contribute to the long-term objective of stabilizing greenhouse gas concentrations in the atmosphere at a level that prevents dangerous anthropogenic interference with the climate system.\textsuperscript{139} The ‘6\textsuperscript{th} EAP’ contains objectives and priority areas for action on tackling climate change and reducing greenhouse gas emissions in the transport sector:\textsuperscript{140}

- Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics
- In the context of the EU target of an 8 % reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system
- Identifying and undertaking further specific action, including any appropriate legislation
- To reduce greenhouse gas emissions form motor vehicles including N\textsubscript{2}O
- Promoting the development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share
- Promoting measures to reflect the full environmental costs in the price of transport and
- Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts

Except for measures directly focusing on the transport sector, the ‘6\textsuperscript{th} EAP’ also contains other measures affecting transports. Concerning “environment and health and quality of life”, the programme aims at providing an environment where the level of pollution does not give rise to harmful effects on human health and the environment

\textsuperscript{137} The Consolidated version of the Treaty establishing the European Union. Article 175.3.
\textsuperscript{138} http://www.riksdagen.se/english/eu/euu/ The Swedish Parliaments information about EU, 03.02.13.
and by encouraging a sustainable urban development: “Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment”. About “natural resources and wastes”, the programme aims at efficient use of resources to bring about sustainable production and consumption patterns. Thereby the use of resources is decoupled from the rate of economic growth and it would be ensured that the consumption of renewable and non-renewable resources does not exceed the carrying capacity of the environment: Aiming at ensuring that the consumption of resources and their associated impacts not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use.

Table 4. Freight transport measures identified in the 6th Environment Action Programme.

<table>
<thead>
<tr>
<th>Key areas for environmental priorities</th>
<th>Measures in the transport sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate change</td>
<td>Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics</td>
</tr>
<tr>
<td></td>
<td>In the context of the EU target of an 8% reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system</td>
</tr>
<tr>
<td></td>
<td>Identifying and undertaking further specific action, including any appropriate legislation, to reduce greenhouse gas emissions form motor vehicles including N2O</td>
</tr>
<tr>
<td></td>
<td>Promoting the development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share</td>
</tr>
<tr>
<td></td>
<td>Promoting measures to reflect the full environmental costs in the price of transport</td>
</tr>
<tr>
<td></td>
<td>Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts</td>
</tr>
<tr>
<td>Environment and health and quality of life</td>
<td>Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment</td>
</tr>
<tr>
<td>Natural resources and wastes</td>
<td>Aiming at ensuring that the consumption of resources and their associated impacts not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use</td>
</tr>
</tbody>
</table>

The ‘6th EAP’ indicates priorities for the environmental dimension of the Sustainable Development Strategy (SDS) and should be taken into account when bringing forward actions under the strategy. ‘SDS’ is further described below.

4.4 The Sustainable Development Strategy (SDS)

The Sustainable Development Strategy or ‘SDS’, is a strategy to put environmental considerations on equal terms with economic and social issues in policy-making and decision-making. This is a whole new approach to policy-making, which makes environmental, social and economic considerations mutually reinforcing. All policies must have sustainable development as their core concern.

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The European Council in 1999 invited the Commission to prepare a strategy dovetailing policies for economically, socially and ecologically sustainable development to be presented at the European Council in Gothenburg 2001. The Commission wrote a communication, “A Sustainable Europe for a Better World - a European Union Strategy for a Sustainable Development”, that established a new approach to policy-making: the principle that economic, social and environmental effects should be examined in a co-ordinated way and taken into account in decision-making. It highlights unsustainable trends posing a threat to the Union’s quality of life. These includes economic and social issues such as poverty and social exclusion, but also a number of environmental problems such as climate change, the depletion of natural resources, transports and land-use pressure.

The ‘SDS’ was agreed by the European Council in Gothenburg 2001 to add an environmental dimension to the Union’s political commitment of economic and social renewal (the Lisbon strategy). The environmental dimension comprises objectives and measures as general guidance for future policy development in four priority areas: climate change, transport, public health and natural resources. The ‘SDS’ demands action to be taken by all and at all levels. The Commission and the member states are invited to prepare national strategies and elaborate on further goals. The European Council especially invites industry to take part in the development and encourages wider use of new environmentally friendly technologies in the energy- and transport sector.

The European Council has taken the responsibility to review the strategy and give policy-guidance at its spring-meeting every year. Then they will evaluate the strategy with help of indicators developed by the Commission and the Council. The Commission should write a synthesis report for that meeting every year. The Synthesis report for 2003 highlights the need for clean environmental technologies to address unsustainable trends, seeing them as a major factor in ensuring that environmental pressures can be decoupled from economic growth. The reports points out that freight transport continues to grow faster than GDP growth and that road transports imposes a particular high cost in terms of air pollution, congestion, noise and fatalities. The Communication sets a delivery date for final adoption of the second railway package by December 2003 and for Transport infrastructure pricing including a Eurovignette modification by mid 2004.

The ‘Cardiff process’, or the process of integration of environmental concerns into sectoral polices will provide an environmental input to the ‘SDS’. The sectoral environmental integration strategies should be consistent with the specific objectives of the ‘SDS’.

### 4.4.1 Legal standing

The European Council initiated the ‘SDS’ and it is a political agreement. This means that it expresses a goal for the future but it has no juridical standing. The Council has adopted some conclusions setting out how the Council intends to

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150 COM(2001)264 final
152 The Lisbon strategy was originally an initiative for integrating social and economic aspects of development to reach a Europe based on innovation and knowledge. The goal is "to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable growth with more and better jobs and greater social cohesion".
155 According to the Treaty of the European Union, Article 4, The European Council has the task of providing the Union with necessary impetus for its development and should define the general political guidelines thereof.
implement the environmental aspects of the ‘SDS’.\textsuperscript{156} Also those conclusions are political decisions with no legal standing\textsuperscript{157}. But the political conclusions express quite a strong commitment that makes it difficult to go against the conclusion later on. The ‘SDS’ only launches measures on EU-level, but invites member states, business and individuals to further develop measures on national and local level.

4.4.2 Measures in the transport sector

The Council (environment) have adopted some conclusions setting out how to ‘foster’ a sustainable mobility:\textsuperscript{158}

- Encourage the switch to more efficient and cleaner forms of transport by giving priority to policies and measures respecting the environment, in particular reduction of greenhouse gas emissions to meet the Kyoto commitments. Other measures required to bring about a significant decoupling of transport growth and GDP growth are: a modal shift, revitalising the Trans-European Networks (TENs) and a promotion of combined transport, including short sea shipping
- Reducing the environmental impact of transport as well as by reducing gaseous and noise emissions
- Promoting development of environmentally friendly alternative fuels, respecting the other relevant headline objectives of the ‘SDS’.

The Council is especially pointing out:\textsuperscript{159}

- Getting prices right with a view to internalising environmental and social costs
- Improving policy coherence with a view to a more consistent approach to policy-making
- Improving communication and education of citizens and business and by using environmentally friendly technologies in key areas such as energy and transport.

\textsuperscript{156} 2399\textsuperscript{th} Council meeting - Environment 2001, p 16.
\textsuperscript{157} In the framework of the Treaty establishing the European Community, Council acts may take the form of regulations, directives, decisions, recommendations or opinions. The Council may also adopt conclusions of a political nature or other types of act such as declarations or resolutions, see the website of the Council, http://ue.eu.int/en/Info/index.htm - working methods.
\textsuperscript{158} 2399\textsuperscript{th} Council meeting - Environment 2001.
\textsuperscript{159} 2399\textsuperscript{th} Council meeting - Environment 2001.
Table 5. Freight transport measures identified in the ‘Sustainable development strategy’. 160

<table>
<thead>
<tr>
<th>Priority aims:</th>
<th>Measures and policies to give effect to the strategy:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foster sustainable mobility 161</td>
<td>Encouraging the switch to more efficient and cleaner forms of transport</td>
</tr>
<tr>
<td></td>
<td>Reduction of greenhouse gas emissions to meet the Kyoto commitments</td>
</tr>
<tr>
<td></td>
<td>Bring about a significant decoupling of transport growth and GDP growth</td>
</tr>
<tr>
<td></td>
<td>Measures on modal shift, including measures aiming at revitalising the European railways such as interoperability and intermodality, pricing and Trans-European Networks (TENs)</td>
</tr>
<tr>
<td></td>
<td>Examining the proposal for a Regulation on the programme for the promotion of combined transport, including short sea shipping</td>
</tr>
<tr>
<td></td>
<td>Reducing the environmental impact of transport, [...] as well as by reducing gaseous and noise emissions</td>
</tr>
<tr>
<td></td>
<td>Promoting development of environmentally-friendly alternative fuels</td>
</tr>
<tr>
<td>Pursue actions to strengthening decoupling between economic growth and pressure on the natural resources and the environment, especially in key areas such as transport 162</td>
<td>Getting prices right with a view to internalising environmental and social costs</td>
</tr>
<tr>
<td></td>
<td>Use of environmentally-friendly technologies in key areas as transports</td>
</tr>
<tr>
<td>Headline objectives: 163</td>
<td>Improve the transport system and land-use management 164</td>
</tr>
<tr>
<td></td>
<td>Decouple transport growth significantly from growth in Gross Domestic Product in order to reduce congestion and other negative side-effects of transport</td>
</tr>
<tr>
<td></td>
<td>Bring about a modal shift from road to rail and water transport so that the share of road transport in 2010 is no greater than in 1998</td>
</tr>
</tbody>
</table>

4.5 The identified intentions - discussion

During the last 20 years conceptualisation of environmental issues have changed from being a forced cause of trouble for industry and society to a new way of appreciating environmental issues as economically profitable and contributing to economic growth. The new way of appreciating environmental issues can be explained as part of the ecological modernisation process that has been described in the theory chapter. The examined four different sides of policy-making are all examples on how ecological modernisation is the general thinking in EU environment and freight transport politics. The intentions with the ‘Cardiff process’ that environmental aspects should be fitted into all decision-making and through that create a wheel for continuous market development rather than limit the economic growth is an example on ecological modernisation. Another example is the thinking in the ‘white paper’ that resource efficient transports will decouple the link between economic and transport growth. The ‘SDS’ stated that economic, social and environmental effects of all policies had to be examined in a co-ordinated way, and that getting prices right 165 was an important objective. This shows the intention to integrate environmental aspects

165 Which means in this case that the prices should reflect the real costs to society.
into all EU policy action and make environmental consideration a “natural” part of the EU integration process. The thinking combines economic growth with environmental awareness and assumes that existing political, economic and social institutions can internalise the care for the environment. The ‘6th EAP’ is different from its early predecessors since it takes a strategic approach towards policy-making and makes it clear that meeting the challenges of today’s environmental problems means looking beyond a strictly legislative approach. This in itself is an example of the changes in society where legislation is abandoned in favour of volunteer actions, and typical of what can be considered to be ecological modernisation.

The identified political intentions are products of negotiations between officials from the Commission, member states governmental representatives, politicians in the European Council, the Parliament and interest groups of various purposes. There is no assurance that the identified intentions will be accomplished, but the fact that all four sides of policy-making contained similar intentions indicates that those intentions are important for the future and possess a strong and wide support from those in power, EU-politicians and officials. I concluded that the identified intentions have a strong political standing and indicates the future trend in terms of environmental transport politics.

To achieve a sustainable transport system it is important that the transport companies feel affected and committed by the EU intentions and start acting in order to achieve them. Many of the intentions suggested concern infrastructure measures that must be implemented by the Union or by the member states, but infrastructure measures alone will not be enough to create a sustainable transport system. The freight transport companies have to change their way of transporting goods. In the end, when it comes down to the success of the transport politics or not, it will be up to the transport companies in cooperation with public authorities to execute the policies in order to achieve a sustainable transport system. To do that the transport companies have to feel pressure from industry and the society. In the next chapter I will discuss if Schenker are affected by the identified intentions.

Above the four different sides of policymaking has been studied and proposed measures concerning the environment and road freight transports has been identified. Now it is time for the discussion and analysis about how the identified measures has affected Schenker AG.

### Identified political intentions:
- Define a sustainable transport system
- Reduction of greenhouse gas emissions
- Alternative fuels from renewable resources
- New technology and technical harmonisation and interoperability
- Reduction of particulates and other harmful substances
- Environmentally less harmful/more effective transport modes; -rail, -sea and inland waterways
- Modal split/support intermodality
- Regulated and fair competition, measures to internalise the full environmental cost in the price of transport/charging of infrastructure use
- Decouple transport growth and GDP growth/economic growth

5 EU transport policy – the case of Schenker AG

Through interviews with key persons at Schenker AG I examined how the company was affected by the identified intentions. I discussed the intentions and Schenker’s position towards them, what Schenker are doing today in the areas concerned and the company’s strategy concerning the intentions expressed. If Schenker are not affected
by the intentions, what is then affecting their corporate strategies? Are there any obstacles for the company to work with these kinds of questions and is Schenker working strategically to handle these intentions? Assuming there are many things like the companies finances, future profit possibilities, competitive advantages, public demand, concerned co-workers etc. that affects a companies decisions and strategies, what kind of political intentions would affect Schenker?

The informants were representatives for different departments within the company. Surprisingly they all seemed to have the same or very similar positions concerning the intentions. Therefore I have chosen not to focus on the individuals in the interviews, since it is not important who says what, but what was being said. It was difficult to appreciate the environmental values or volumes of the measures performed by Schenker, both due to a lack of statistical data and the informants not knowing any numbers.

5.1 Schenker and the four sides of policy-making – the analysis

Out of the five informants, two of them already knew about the ‘white paper’ but the other sides of policy-making were new to them, except for one informant who was familiar with all the material. Most informants found the identified intentions interesting. However, my first thoughts are that it does not seem like the political intentions matters very much for Schenker and I consider the above stated lack of knowledge about the four sides of policy-making support that statement. All informants’ referrers to the intentions as important after I described the documents, but consider customer demand to be more important, “They (the political intentions, my comment) are important, but the transport sector is not listening to them. For us, customer demand is more important” (A). “The EU intention to reduce emissions of greenhouse gases does not affect the activity of Schenker. Customer demand affect” (B). “The EU can talk as much as they want about the environment but transport companies and our customers do not really care, we make it our way anyway. It does not really matter what the politicians say, our reality is our customers and if they do not demand environmental concern then we will not change” (D). Out of these answers it seems reasonable to draw the conclusion that Schenker do not feel affected or committed by the political intentions. Customer demand is what drives Schenker to work with environmental issues. The other big driving force expressed by the informants was stronger regulations, laws and taxes to change the behaviour of the freight transport sector. ‘The political intentions have to be put into practice via levies, regulations and taxes’ (A). Here we can see a split between the way EU have chosen to frame their policy strategy, which is in line with ecological modernisation and leads away from state intervention and regulatory strategies and what the transport company wants to start acting more environmentally sound. The path EU has chosen gives the transport sector a powerful position as the driving force for environmental work but the transport sectors wish for traditional administrative regulatory strategies and market demand to change. In that case scenario the transport company is not affected or committed by any of the intentions and the EU-policies would inevitable fail. I would argue that in their current form, the identified political measures do not have the power to change the transport sector into an environmentally sustainable sector.
Many of the intentions found might still become regulations in the near future though, and would therefore be of interest for the transport company. But as one informant said: "Unlike what many people think our business is not so strategical. We try to identify what demands our customers will have on us tomorrow and then we try to prepare ourselves for that a little bit, but the real change happens when the customer have proposed their demands to us. The transport sector works like this much more than other sectors. We are customer focused and reactive in our strategies, and that is probably the most profitable for us" (D). If transport companies are reactive in their actions, then stronger political environmental management like laws, directives and regulations might fit the sector better than the rather vague measures proposed in the four sides of policy-making.

5.2 Schenker’s position towards the identified political intentions

When it comes to the intentions identified the interviews indicate that Schenker is actually doing many of the proposed measures. “We are actively working to reduce emissions by smarter logistics, new and better technique and through participation in research projects with alternative fuels and new technology” (A). Other examples are efforts to shift from road to rail with the aim of combining long-distance railway with road transportation, e.g. the launch of a new joint venture together with Deutsche Bahn named Railog. Another aim is to reduce emissions of greenhouse gases through optimization of the loading degrees. One of the informants said that the loading level in Schenker’s lorries and trucks is several times higher than the general level in Sweden, which already is more effective than the loading levels in the rest of Europe. Smarter logistics and better loading levels mean fewer transports and less emission, which is good for the environment. Schenker is constantly working to optimise their transports, due to economic reasons. However they do not have any goal to emit less carbon dioxide, even though efforts have been made, the environmental affairs department has tried to create an internal policy to decrease the emissions of CO2 but management turned the suggestion down.

Schenker is also working in co-operation with developers of new technique and alternative fuels. “Regarding new technology we have extensive testing activities, we have implanted alternative technique, new fuel solutions and emission control equipment” (C). They sometimes work in co-operation with Scania, Volvo and Mercedes to develop new motors and they buy environmentally better vehicles. But the main reason Schenker is doing these measures is economical. ‘Not because we think about the environment but because it is cheaper for us due to environmental taxation” (D). One measure that Schenker performs to reduce greenhouse gas emissions and harmful particulates is to use bio-fuels for the distribution and collection of goods. “Schenker is using alternative fuels for distribution in urban areas. However technical problems like a lack of filling stations and a low energy content in alternative fuels makes them unsuitable for longer distances” (A). Concerning particulates and other harmful substances, one informant said that there is a lack of knowledge about how these affect human health. “The transport sector will not do anything about this until we see that there will be a sharing of the costs, means of control is needed in this area” (A).

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Concerning Schenker’s possibility to affect their customers to make environmentally sound choices, Schenker have developed a tool to calculate carbon dioxide emissions from freight transports to offer their customers. “We sell environmental analyses to our customers. This is something we always try to persuade the customers to buy, but for us it is more a matter of making money than to make the environment better” (E). There are no data available, but the informant guessed that around 5% of the customers choose to buy this service. If as few as 5% of the customers choose to buy the carbon dioxide calculating service, it is an indication that the customers do not have very high environmental demands on Schenker. And this number is still calculated on most Swedish customers and customers in northern Europe seem to have higher environmental demands than customers in the rest of Europe.

My findings are suggesting that Schenker has been putting some effort into reducing their greenhouse gases, but there does not exist any quantitative data on how much. Schenker is not working strategically with the issue, the measures taken seem to be more of a ‘coincidence’ when the timing is right and maybe when there are economic funding to collect, or they are simply asked to participate in a development project. One informant had the opinion that greenhouse gases did not matter very much for the company. “If our transports let out greenhouse gases, then that is a side-effect of our activities that do not have a big effect on our company today” (D). This might not be in contrast to the efforts being done; it rather confirms that reduction of carbon dioxide is not an important issue for a transport company like Schenker. One might think the transport sector ought to be, since the whole transport sector is responsible for 28% of all CO$_2$ emissions from fossil fuels.

5.2.1 Obstacles for implementation of the identified intentions

Why is Schenker not working proactively from the environment- and transport related policies formulated on EU political level? According to the informants the obstacles are mainly organisational, economical and a lack of knowledge/understanding. There have been complaints from the transport companies in Sweden that profit margin in freight transport sector is low, on average only 2%. One informant said: “Schenker is not working to shift the transport modes due to environmental reasons, but when it is economically motivated. The transport business have a low margin of profit which makes it difficult to work strategically with these issues” (A). Another obstacle is the organisational split in different departments at the company; different people are working with different transport modes. “Road-, rail-, sea- and air transports are different transport sectors. If a customer starts to talk about railway transports, then a road freight seller do not know how to do it and therefore will not sell it” (D). There are also mental obstacles to prevent a shift. “There is a lack of will and knowledge at both transport sellers and buyers and a lack of directives from the management saying how we should handle these things” (A).

Except from internal obstacles there are also other things affecting Schenker’s position towards the identified intentions. When it comes to environmentally less
harmful transports and intermodality, almost all informants have complained about the railway being too slow to be a possible option in many cases. “The railway alternative is not good enough. There is more congestion and delays on the railway than on the roads. This in combination with few train departures limits Schenker’s possibilities to execute the demands from the customers with railway transports” (C).

The customers demand for fast transports prevents the shift of transport modes from road to rail. “The trend in today’s flow-economy is shorter lead times, high demands on punctuality, late collections and early deliveries” (E). This means that customers wants goods to be picked up as late as possible and distributed as early as possible and it obstruct the possibilities of planning ahead for intermodality and synchronised transports. “A big obstacle to shift transports from road to rail and sea is the ‘just-in-time’ concept, since both rail- and sea shipping are more time demanding than road transports” (A).

Making transports more effective is otherwise a smart way to reduce negative environmental effect, as shorter driving consumes less fuel and pollute less greenhouses gases. One informant has said. “Very often there is a correlation between economy and environment, if you can lower your costs for transports then you often automatically reduce your environmental impact” (E).

Effective use of resources is one of the lead words of ecological modernisation and also the main measure for decoupling the link between economic growth and transport growth according to the analysed policies. 170

“What matters is how we are carrying our goods, today almost everything is carried by truck. If we want to create a sustainable transport system we should try to shift volumes from road to rail” (B). To shift transport modes, all informants agreed that the transport prices today is not fair, it is too cheap to buy road transports in relation to the costs of other transport modes and with environmental effects in mind. “A fair pricing is the way to go. At long distances EU should charge the haulage’s more than right now in order to make alternative systems like rail or waterway systems more attractive” (B). One informant argued that increased costs for road transports would lower the threshold to change to more environmentally friendly transports and meant that this would be the biggest incitement for Schenker to change.

Schenker’s environmental efforts are mostly done in the northern countries. As one informants said: “Schenker is not doing anything about the environmental impact from our transport service below the Danish border” (B). This is due to a lack of market demand for environmentally sound transports in the southern Europe.

The intention about decoupling economic growth and transport growth was not popular among the informants, and none really thought it was a possibility, rather the opposite. “Due to the enlargement of EU and increased trade it will be very difficult to decouple. I think freight transport will not decrease so it is vital that we find new solutions to transport our goods” (C).

170 The ‘Cardiff process’, the white paper ‘ European transport policy for 2010: time to decide’, the ‘sixth environmental action programme’ and the ‘Sustainable development strategy’.
5.2.2 Schenker’s environmental measures

The result from the interviews indicates that Schenker is working with environmental measures similar to the identified political intentions, but not strategically. It is mostly a case of satisfying customer demand, and to some extent also due to environmental consciousness, e.g. when it comes to alternative fuels. Four of the informants were asked if Schenker is working strategically to handle the political intentions concerned, and they all answered no. One person argued that Schenker is already to a high extent ready to take care of intermodal and combined transport, and that it is more up to the railway companies to provide the service plans. The way I comprehend the situation, there is a huge possibility for Schenker to promote themselves as the leading transport company when it comes to environmental considerations. But for Schenker, as for all businesses, economy comes first hand and environment far down on the list. “Customer demand is the driving force and they do not want more environmentally friendly transports like trains. It takes too long time. The most important thing for the customer is the time and second is the price. Then for a long time there is nothing and then there is service and environment” (B). Every transport company are totally depending on customers buying their services, so it seems reasonable that the transport companies are working with environmental issues mainly when there is money to earn. But there is a possibility that through taking the current political intentions seriously and prepare for their implementation already now, Schenker could receive new customers and be prepared ahead of time for changes that will probably come in the future. Research carried out by Minna Gillberg (1999) on the cement company Scancem\textsuperscript{171} shows how the company changed from being a reactive company to becoming a proactive within environmental issues, and through that management change became market leaders and norm setters for the cement business. Due to their size the impacts when the company decided to change course was substantial, in Sweden alone the Group’s environmental demands on suppliers influenced about 400 actors of differing sizes.\textsuperscript{172} First when the CEO wanted to make environmental investments, several voices at Scancem’s board were raised and meant that the company should await future development. Today there has been an attitude change within the company and environmental issues are no longer seen as negative and costly threats to the company’s activities, rather a prerequisite for its continued existence.\textsuperscript{173}

Informants at Schenker described the company as reactive to changes and mostly affected by market demands to change. But at the same time the company accomplish many of the identified political intentions, independent of the intentions. This points to the possibility of Schenker being part of the modernisation of society that is called ecological modernisation and it is indeed a reasonable prospect since ecological modernisation is part of both EU and Swedish environmental policies since the 1970s. If Schenker want to be proactive in their environmental approach they should find an environmentally sound way of positioning itself towards the identified policy-intentions of the ‘Cardiff process’, the white paper ‘European transport policy for 2010: time to decide’, the ‘sixth Environmental action programme’ and the ‘Sustainable development strategy’. Schenker could:

\textsuperscript{171} Scancem owned three cement plants in Sweden via Cementa Nordic and Cementa.
\textsuperscript{172} Gillberg (1999) p 193.
\textsuperscript{173} Gillberg (1999) p 172.
• Define what sustainable transports means for them
• Reduce their emissions of greenhouse gases
• Promote and increase their use of alternative fuels
• Promote and support new technology, technical harmonisation and interoperability
• Reduce their emissions of particulates and other environmentally harmful substances and
• Use, support and promote intermodality and combined transports.

Since the interviews at Schenker indicated the sectors position as reactive and customer oriented, voluntary and deregulated measures as proposed in the four sides of policy-making fails their cause. The transport companies claimed that they need customer demand to act environmentally, or at least laws and regulations. In their current form, the identified political measures do not have the power to change the transport sector into an environmentally sustainable sector. If the four sides of policy-making aimed at changing customers demands more than suggesting volunteer action for companies maybe the result would be better in line with the sustainable transport system they are trying to achieve?

5.3 Conclusion

The four different sides of policy-making; the ‘Cardiff process’, the ‘white paper’, the ‘6th EAP’ and the ‘SDS’ are fitting very well into the theory of ecological modernisation. The theory explains how the conception of environmental matters has changed as a part of the social change in our society. On a political level ecological modernisation has come to mean that environmental considerations can be taken in cooperation with economic and social considerations, and that the environmental action proposed is up to society as a whole to implement. Environmental consideration is assumed to be best-achieved trough volunteer action, and effectiveness is one of the lead words that will help us to create a sustainable society. From the four sides of policy-making nine environment and freight transport related political measures were identified. Interviews with key persons at Schenker AG examining Schenker’s position towards the identified measures showed that Schenker is not affected, nor feel committed by the identified intentions. Schenker is more affected by customer demand than by policy-making in their environmental work. This indicated that the EU policy-making is not reaching the goals with their policies.

Schenker AG has been identified as a reactive and customer driven company; still many of the activities it accomplishes within the environmental arena are similar to proposed measures by the four different sides of policy-making. As a company Schenker is affected by social trends, and ecological modernisation is one of the social trends that has affected policy-making and society at large in the western world. Maybe Schenker AG is an example of a transport company on their way into something new, into being a company not only affected by laws and rules of the society and from their customers, but also affected by the social trends in society. Taking up the aim of ecological modernisation, Schenker would then realise what a powerful force they have to not only be affected by social trends but to actually be the ones to suggest and implement volunteer action and themselves set the social trends.
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Last visited 030518.

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- 2420th Council meeting - Transport/telecommunications, 25/3/2002
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- 2413th Council – Environment, 4 Mars 2002
- 2399th Council – Environment, 12 December 2001
Appendix 1

Legislation about sustainable development, environmental and transport issues

Treaty establishing the European Community

Article 2: (ex Article 2)
“The Community shall have as its task, by establishing a common market and an economic and monetary union and by implementing common policies or activities referred to in Articles 3 and 4, to promote throughout the Community a harmonious, balanced and sustainable development of economic activities, a high level of employment and of social protection, equality between men and women, sustainable and noninflationary growth, a high degree of competitiveness and convergence of economic performance, a high level of protection and improvement of the quality of the environment, the raising of the standard of living and quality of life, and economic and social cohesion and solidarity among Member States”

Article 3 (ex Article 3)
1. For the purposes set out in Article 2, the activities of the Community shall include, as provided in this Treaty and in accordance with the timetable set out therein:

(a) the prohibition, as between Member States, of customs duties and quantitative restrictions on the import and export of goods, and of all other measures having equivalent effect;
(b) a common commercial policy;
(c) an internal market characterised by the abolition, as between Member States, of obstacles to the free movement of goods, persons, services and capital;
(d) measures concerning the entry and movement of persons as provided for in Title IV;
(e) a common policy in the sphere of agriculture and fisheries;
(f) a common policy in the sphere of transport;
(g) a system ensuring that competition in the internal market is not distorted;
(h) the approximation of the laws of Member States to the extent required for the functioning of the common market;
(i) the promotion of coordination between employment policies of the Member States with a view to enhancing their effectiveness by developing a coordinated strategy for employment;
(j) a policy in the social sphere comprising a European Social Fund;
(k) the strengthening of economic and social cohesion;
(l) a policy in the sphere of the environment;
(m) the strengthening of the competitiveness of Community industry;
(n) the promotion of research and technological development;
(o) encouragement for the establishment and development of transEuropean networks;
(p) a contribution to the attainment of a high level of health protection;
(q) a contribution to education and training of quality and to the flowering of the cultures of the Member States;
(r) a policy in the sphere of development cooperation;
(s) the association of the overseas countries and territories in order to increase trade and promote jointly economic and social development;
(t) a contribution to the strengthening of consumer protection;
(u) measures in the spheres of energy, civil protection and tourism.

2. In all the activities referred to in this Article, the Community shall aim to eliminate inequalities, and to promote equality, between men and women.

Article 6: (ex Article 3c)
Environmental protection requirements must be integrated into the definition and implementation of the Community policies and activities referred to in the Article 3, in particular with a view to promoting sustainable development.

TITLE V (ex Title IV)

Transport

Article 70 (ex Article 74)
The objectives of this Treaty shall, in matters governed by this Title, be pursued by Member States within the framework of a common transport policy.

Article 71 (ex Article 75)
1. For the purpose of implementing Article 70, and taking into account the distinctive features of transport, the Council shall, acting in accordance with the procedure referred to in Article 251 and after consulting the Economic and Social Committee and the Committee of the Regions, lay down:

(a) common rules applicable to international transport to or from the territory of a Member State or passing across the territory of one or more Member States;

(b) the conditions under which non-resident carriers may operate transport services within a Member State;

(c) measures to improve transport safety;

(d) any other appropriate provisions.

2. By way of derogation from the procedure provided for in paragraph 1, where the application of provisions concerning the principles of the regulatory system for transport would be liable to have a serious effect on the standard of living and on employment in certain areas and on the operation of transport facilities, they shall be laid down by the Council acting unanimously on a proposal from the Commission, after consulting the European Parliament and the Economic and Social Committee. In so doing, the Council shall take into account the need for adaptation to the economic development which will result from establishing the common market.

Article 72 (ex Article 76)
Until the provisions referred to in Article 71(1) have been laid down, no Member State may, without the unanimous approval of the Council, make the various provisions governing the subject on 1 January 1958 or, for acceding States, the date of their accession less favourable in their direct or indirect effect on carriers of other Member States as compared with carriers who are nationals of that State.

Article 73 (ex Article 77)
Aids shall be compatible with this Treaty if they meet the needs of coordination of transport or if they represent reimbursement for the discharge of certain obligations inherent in the concept of a public service.

Article 74 (ex Article 78)
Any measures taken within the framework of this Treaty in respect of transport rates and conditions shall take account of the economic circumstances of carriers.
Article 75 (ex Article 79)
1. In the case of transport within the Community, discrimination which takes the form of carriers charging different rates and imposing different conditions for the carriage of the same goods over the same transport links on grounds of the country of origin or of destination of the goods in question shall be abolished.

2. Paragraph 1 shall not prevent the Council from adopting other measures in pursuance of Article 71(1).

3. The Council shall, acting by a qualified majority on a proposal from the Commission and after consulting the Economic and Social Committee, lay down rules for implementing the provisions of paragraph 1.

The Council may in particular lay down the provisions needed to enable the institutions of the Community to secure compliance with the rule laid down in paragraph 1 and to ensure that users benefit from it to the full.

4. The Commission shall, acting on its own initiative or on application by a Member State, investigate any cases of discrimination falling within paragraph 1 and, after consulting any Member State concerned, shall take the necessary decisions within the framework of the rules laid down in accordance with the provisions of paragraph 3.

Article 76 (ex Article 80)
1. The imposition by a Member State, in respect of transport operations carried out within the Community, of rates and conditions involving any element of support or protection in the interest of one or more particular undertakings or industries shall be prohibited, unless authorised by the Commission.

2. The Commission shall, acting on its own initiative or on application by a Member State, examine the rates and conditions referred to in paragraph 1, taking account in particular of the requirements of an appropriate regional economic policy, the needs of underdeveloped areas and the problems of areas seriously affected by political circumstances on the one hand, and of the effects of such rates and conditions on competition between the different modes of transport on the other.

After consulting each Member State concerned, the Commission shall take the necessary decisions.

3. The prohibition provided for in paragraph 1 shall not apply to tariffs fixed to meet competition.

Article 77 (ex Article 81)
Charges or dues in respect of the crossing of frontiers which are charged by a carrier in addition to the transport rates shall not exceed a reasonable level after taking the costs actually incurred thereby into account.

Member States shall endeavour to reduce these costs progressively.

The Commission may make recommendations to Member States for the application of this Article.

Article 78 (ex Article 82)
The provisions of this Title shall not form an obstacle to the application of measures taken in the Federal Republic of Germany to the extent that such measures are required in order to compensate for the economic disadvantages caused by the division of Germany to the economy of certain areas of the Federal Republic affected by that division.
Article 79 (ex Article 83)

An Advisory Committee consisting of experts designated by the governments of Member States shall be attached to the Commission. The Commission, whenever it considers it desirable, shall consult the Committee on transport matters without prejudice to the powers of the Economic and Social Committee.

Article 80 (ex Article 84)

1. The provisions of this Title shall apply to transport by rail, road and inland waterway.

2. The Council may, acting by a qualified majority, decide whether, to what extent and by what procedure appropriate provisions may be laid down for sea and air transport.

The procedural provisions of Article 71 shall apply.
Appendix 2

Interview manual

How, what and why?

Main questions:
- What are Schenker doing concerning the issue today?
- Are the political intentions affecting your activities?
- Any obstacles?
- What is affecting your work?
- What kind of demands to you want to change?
- Does political intentions matter?
- Political intentions
- Economy
- Strategic work

The questions were intended to examine Schenker’s position on:
- Define a sustainable transport system
- Reduction of greenhouse gas emissions
- Reduction of particulates and other harmful substances
- Alternative fuels from renewable resources
- Regulated and fair competition, measures to internalize the full environmental cost in the price of transport/charging of infrastructure use
- Decouple transport growth and GDP growth/economic growth
- Environmentally less harmful/more effective transport modes like rail, sea and inland waterways
- New, clean and efficient technology and technical harmonisation and interoperability
- Modal split/support intermodality
Appendix 3

Tables show the identified political measures in the ‘Cardiff process’, the white paper ‘European transport policy for 2010: time to decide’, the ‘sixth environment action program’ and in the ‘Sustainable development strategy’.

Table A. Freight transport measures identified in the ‘Cardiff process’.174

<table>
<thead>
<tr>
<th>MEASURES AFFECTING THE TRANSPORT SECTOR175</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Emissions of greenhouse gas emissions, especially CO2</td>
<td></td>
</tr>
<tr>
<td>Reduction of particulates and other harmful substances</td>
<td></td>
</tr>
<tr>
<td>Optimizing the use of each mode of transport with a view to make a modal split</td>
<td></td>
</tr>
<tr>
<td>Increased use of environmentally less harmful means of transport</td>
<td></td>
</tr>
<tr>
<td>New clean, quiet and energy efficient technology, and technical innovations</td>
<td></td>
</tr>
<tr>
<td>Alternative fuels from renewable sources</td>
<td></td>
</tr>
<tr>
<td>Regulated competition, - a fair and efficient pricing regime</td>
<td></td>
</tr>
<tr>
<td>Break the link between economic growth and transport growth</td>
<td></td>
</tr>
<tr>
<td>Decrease congestion*</td>
<td></td>
</tr>
<tr>
<td>Reduction of noise*</td>
<td></td>
</tr>
<tr>
<td>Changed behavior, - less demand on transports*</td>
<td></td>
</tr>
</tbody>
</table>

* These measures have not been considered further.

Table B. Freight transport measures identified in the white paper ‘European transport policy for 2010: time to decide’.

<table>
<thead>
<tr>
<th>Principal measures concerning freight transport176</th>
<th>Proposed or coming actions:177</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revitalising the railways</td>
<td>Rail transport is strategic sector on which the success of the efforts to shift the balance will depend, especially in the case of goods. A package of measures will be proposed which should restore the credibility of railways, in terms of regularity and punctuality, particularly for freight transport. A network of railway lines should be dedicated exclusively for goods services.</td>
</tr>
<tr>
<td>Improving quality in the road transport sector</td>
<td>Legislation will be proposed, allowing harmonisation of certain clauses in contracts in order to protect carriers from consignors and enable them to revise their tariffs in the event of a sharp rise in fuel prices. Legislative harmonisation of inspection procedures to end practices preventing fair competition.</td>
</tr>
<tr>
<td>Promoting transport by sea and inland waterway</td>
<td>Sea motorways to revive short-sea shipping. A proposal for standardising of loading units (containers and swap bodies) will be submitted by the end of 2003.</td>
</tr>
<tr>
<td>Turning intermodality into reality</td>
<td>Technical harmonisation and interoperability. Marco Polo, Community support programme for intermodality.</td>
</tr>
<tr>
<td>Adopting a policy on effective charging for transport</td>
<td>Harmonisation of fuel taxation for commercial users. Alignment of the principles for charging for infrastructure use. Proposal for a framework directive for a infrastructure charging system concerning all transport modes.</td>
</tr>
<tr>
<td>Putting research and technology at the service of clean, efficient transport</td>
<td></td>
</tr>
<tr>
<td>Developing medium and long-term environmental objectives for a sustainable transport system</td>
<td>A communication to define a sustainable transport system in operational and, where possible, quantified terms.</td>
</tr>
</tbody>
</table>

175 2340th Council meeting – Transports/telecommunications, April 2001.
176 COM(2001)370, p 16-21
177 COM(2001)370, p 16-21
Table C. Freight transport measures identified in the sixth environment action program.

<table>
<thead>
<tr>
<th>Key areas for environmental priorities</th>
<th>Measures in the transport sector[^178]</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate change[^179]</td>
<td>Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics</td>
</tr>
<tr>
<td></td>
<td>In the context of the EU target of an 8% reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system</td>
</tr>
<tr>
<td></td>
<td>Identifying and undertaking further specific action, including any appropriate legislation, to reduce greenhouse gas emissions from motor vehicles including N2O</td>
</tr>
<tr>
<td></td>
<td>Promoting the development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share</td>
</tr>
<tr>
<td></td>
<td>Promoting measures to reflect the full environmental costs in the price of transport</td>
</tr>
<tr>
<td></td>
<td>Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts</td>
</tr>
<tr>
<td>Environment and health and quality of life[^180]</td>
<td>Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment</td>
</tr>
<tr>
<td>Natural resources and wastes[^181]</td>
<td>Aiming at ensuring that the consumption of resources and their associated impacts do not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use</td>
</tr>
</tbody>
</table>

Table D. Freight transport measures identified in the ‘Sustainable development strategy’.

<table>
<thead>
<tr>
<th>Priority aims;</th>
<th>Measures and policies to give effect to the strategy[^182]:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foster sustainable mobility[^183]</td>
<td>Encouraging the switch to more efficient and cleaner forms of transport</td>
</tr>
<tr>
<td></td>
<td>Reduction of greenhouse gas emissions to meet the Kyoto commitments</td>
</tr>
<tr>
<td></td>
<td>Bring about a significant decoupling of transport growth and GDP growth</td>
</tr>
<tr>
<td></td>
<td>Measures on modal shift, including measures aiming at revitalising the European railways such as interoperability and intermodality, pricing and Trans-European Networks (TENs)</td>
</tr>
<tr>
<td></td>
<td>Examining the proposal for a Regulation on the programme for the promotion of combined transport, including short sea shipping</td>
</tr>
<tr>
<td></td>
<td>Reducing the environmental impact of transport, [...] as well as by reducing gaseous and noise emissions</td>
</tr>
<tr>
<td></td>
<td>Promoting development of environmentally-friendly alternative fuels</td>
</tr>
<tr>
<td>Pursue actions to strengthening decoupling between economic growth and pressure on the natural resources and the environment, especially in key areas such as transport[^184]</td>
<td>Getting prices right with a view to internalising environmental and social costs</td>
</tr>
<tr>
<td>Use of environmentally-friendly technologies in key areas as transports</td>
<td></td>
</tr>
<tr>
<td>Headline objectives[^185]:</td>
<td></td>
</tr>
<tr>
<td>Improve the transport system and land-use management[^186]</td>
<td>Decouple transport growth significantly from growth in Gross Domestic Product in order to reduce congestion and other negative side-effects of transport</td>
</tr>
</tbody>
</table>

Bring about a modal shift from road to rail and water transport [...] so that the share of road transport in 2010 is no greater than in 1998.

### Table E. The identified freight transport measures from all four sides of policy-making, the ‘Cardiff process’, the ‘white paper’ the ‘6th EAP’ and the ‘SDS’, put together in one list.

<table>
<thead>
<tr>
<th>CARDIFF</th>
<th>WP</th>
<th>6th EAP</th>
<th>SDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Measures affecting the transport sector</td>
<td>Principal measures concerning freight transport</td>
<td>Proposed or coming actions:</td>
<td>Measures in the transport sector</td>
</tr>
<tr>
<td>Emissions of greenhouse gas emissions, especially CO2</td>
<td>Revitalising the railways</td>
<td>Rail transport is strategic sector on which the success of the efforts to shift the balance will depend, especially in the case of goods</td>
<td>Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics</td>
</tr>
<tr>
<td>Reduction of particulates and other harmful substances</td>
<td>Improving quality in the road transport sector*</td>
<td>a package of measures will be proposed which should restore the credibility of railways, in terms of regularity and punctuality, particularly for freight transport</td>
<td>In the context of the EU target of an 8% reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system</td>
</tr>
<tr>
<td>Optimising the use of each mode of transport with a view to make a modal split</td>
<td>Promoting transport by sea and inland waterway**</td>
<td>a network of railway lines should be dedicated exclusively for goods services</td>
<td>Identifying and undertaking further specific action, including any appropriate legislation, to reduce greenhouse gas emissions form motor vehicles including N2O</td>
</tr>
<tr>
<td>Increased use of environmentally less harmful means of transport</td>
<td>Turning intermodality into reality***</td>
<td>Legislation will be proposed, allowing harmonisation of certain clauses in contracts in order to protect carriers from consignors and enable them to revise their tariffs in the event of a sharp rise in fuel prices</td>
<td>Promoting the development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share</td>
</tr>
<tr>
<td>New clean, quiet and energy efficient technology, and technical innovations</td>
<td>Adopting a policy on effective charging for transport****</td>
<td>Harmonisation of inspection procedures to end practices preventing fair competition</td>
<td>Promoting measures to reflect the full environmental costs in the price of transport</td>
</tr>
<tr>
<td>Alternative fuels from renewable sources</td>
<td>Putting research and technology at the service of clean, efficient transport</td>
<td>Sea motorways to revive short-sea shipping</td>
<td>Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Regulated competition, - a fair and efficient pricing regime</strong></th>
<th>Developing medium and long-term environmental objectives for a sustainable transport system</th>
<th>A proposal for standardising of loading units (containers and swap bodies) will be submitted by the end of 2003</th>
<th>Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment</th>
<th>Reducing the environmental impact of transport, [...] as well as by reducing gaseous and noise emissions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Break the link between economic growth and transport growth</strong></td>
<td>Breaking the link between economic growth and transport growth</td>
<td>Technical harmonisation and interoperability</td>
<td>Aiming at ensuring that the consumption of resources and their associated impacts to not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use</td>
<td>Promoting development of environmentally-friendly alternative fuels</td>
</tr>
<tr>
<td><strong>Decrease congestion</strong></td>
<td>Reduction of greenhouse gases should be achieved through using alternative fuels and improving the energy efficiency of all modes of transport</td>
<td>Marco Polo, Community support programme for intermodality</td>
<td>Getting prices right with a view to internalising environmental and social costs</td>
<td></td>
</tr>
<tr>
<td><strong>Reduction of noise</strong></td>
<td>Harmonisation of fuel taxation for commercial users</td>
<td>Use of environmentally-friendly technologies in key areas as transports</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Changed behaviour - less demand on transports</strong></td>
<td>Alignment of the principles for charging for infrastructure use. Environmental costs should be internalised.</td>
<td>Headline objectives:</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Proposal for a framework directive for a infrastructure charging system concerning all transport modes</strong></td>
<td>Decouple transport growth significantly from growth in Gross Domestic Product in order to reduce congestion and other negative side-effects of transport</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>A communication to define a sustainable transport system in operational and, where possible, quantified terms</strong></td>
<td>Bring about a modal shift from road to rail and water transport [...] so that the share of road transport in 2010 is no greater than in 1998</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Table F. The identified freight transport measures from all four sides of policy-making, the ‘Cardiff process’, the ‘white paper’ the ‘6th EAP’ and the ‘SDS’, with the similar measures put horizontal and phrased with a simplified political intention. The table can be read from the right, and it is then possible to see how the simplified political intention has been expressed in each side of policy-making.

<table>
<thead>
<tr>
<th>Cardiff Process</th>
<th>White Paper</th>
<th>6th Environment action programme, EAP</th>
<th>Sustainable development strategy, SDS</th>
<th>POLITICAL INTENTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emissions of greenhouse gases, especially CO2</td>
<td>Reduction of greenhouse gases should be achieved through using alternative fuels and improving the energy efficiency of all modes of transport</td>
<td>In the context of the EU target of an 8% reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system</td>
<td>Identifying and undertaking further specific action, including any appropriate legislation, to reduce greenhouse gas emissions from motor vehicles including N2O</td>
<td>REDUCTION OF GREENHOUSE GAS EMISSIONS</td>
</tr>
<tr>
<td>Optimizing the use of each mode of transport with a view to make a modal split</td>
<td>Turning intermodality into reality***</td>
<td>Encouraging a switch to more efficient and cleaner forms of transport</td>
<td>Measures on modal shift, including measures aiming at revitalising the European railways such as interoperability and intermodality, pricing and Trans-European Networks (TENs)</td>
<td>MODAL SPLIT/SUPPORT INTERMODALITY</td>
</tr>
<tr>
<td></td>
<td>Promoting transport by sea and inland waterway**</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Marco Polo, Community support programme for intermodality</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Revitalising the railways</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Increased use of environmentally less harmful means of transport</td>
<td>Rail transport is strategic sector on which the success of the efforts to shift the balance will depend, especially in the case of goods</td>
<td>Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics</td>
<td>Encouraging the switch to more efficient and cleaner forms of transport</td>
<td>ENVIRONMENTALLY LESS HARMFUL/MORE EFFECTIVE TRANSPORT MODES, LIKE RAIL, SEA AND INLAND</td>
</tr>
</tbody>
</table>
A package of measures will be proposed which should restore the credibility of railways, in terms of regularity and punctuality, particularly for freight transport. A network of railway lines should be dedicated exclusively for goods services. A proposal for standardising of loading units (containers and swap bodies) will be submitted by the end of 2003.

<table>
<thead>
<tr>
<th>Reduction of particulates and other harmful substances</th>
<th>Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment</th>
<th>REDUCTION OF PARTICULATES AND OTHER HARMFUL SUBSTANCES</th>
</tr>
</thead>
<tbody>
<tr>
<td>New clean, quiet and energy efficient technology, and technical innovations</td>
<td>Switch to more efficient and cleaner forms of transport including better organisation and logistics</td>
<td>NEW, CLEAN AND EFFICIENT TECHNOLOGY AND TECHNICAL HARMONISATION AND INTER-OPEARABILITY</td>
</tr>
<tr>
<td>Alternative fuels from renewable sources</td>
<td>Development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share</td>
<td>ALTERNATIVE FUELS FROM RENEWABLE RESOURCES</td>
</tr>
<tr>
<td>Regulated competition - a fair and efficient pricing regime</td>
<td>Promoting measures to reflect the full environmental costs in the price of transport</td>
<td>REGULATED AND FAIR COMPETITION, MEASURES INTERNALISE THE FULL ENVIRONMENTAL COST IN THE PRICE OF TRANSPORT/CHARGING OF INFRASTRUCTURE USE</td>
</tr>
</tbody>
</table>

Promoting measures to reflect the full environmental costs in the price of transport. Getting prices right with a view to internalising environmental and social costs.

Proposal for a framework directive for a infrastructure charging system concerning all transport modes.
<table>
<thead>
<tr>
<th>Harmonisation of fuel taxation for commercial users</th>
<th>Inspection procedures to end practices preventing fair competition</th>
<th>Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts</th>
<th>Bring about a significant decoupling of transport growth and GDP growth</th>
<th>DECUPLE TRANSPORT GROWTH AND GDP GROWTH/ECONOMIC GROWTH</th>
</tr>
</thead>
<tbody>
<tr>
<td>Break the link between economic growth and transport growth</td>
<td>Breaking the link between economic growth and transport growth</td>
<td>Aiming at ensuring that the consumption of resources and their associated impacts to not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use</td>
<td>Decouple transport growth significantly from growth in Gross Domestic Product in order to reduce congestion and other negative side-effects of transport</td>
<td></td>
</tr>
<tr>
<td>Developing medium and long-term environmental objectives for a sustainable transport system</td>
<td>A communication to define a sustainable transport system in operational and, where possible, quantified terms</td>
<td>Reducing the environmental impact of transport, [...] as well as by reducing gaseous and noise emissions</td>
<td>DEFINE A SUSTAINABLE TRANSPORT SYSTEM</td>
<td></td>
</tr>
</tbody>
</table>

**Table G.** The table represents the political intentions affecting road freight transport sector that I have identified in the ‘Cardiff process’, the ‘white paper’, the ‘SDS’ and the ‘6th EAP’. ✓ symbolises that the intention is represented in the document/policy.

<table>
<thead>
<tr>
<th>POLITICAL INTENTIONS</th>
<th>‘Cardiff process’</th>
<th>‘White paper’</th>
<th>‘SDS’</th>
<th>‘6th EAP’</th>
</tr>
</thead>
<tbody>
<tr>
<td>Define a sustainable transport system</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Reduction of greenhouse gas emissions</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Alternative fuels from renewable resources</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>New technology and technical harmonisation and interoperability</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Reduction of particulates and other harmful substances</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Environmentally less harmful/more effective transport modes, like rail, sea and inland waterways</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Modal split/support intermodality</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Regulated and fair competition, measures internalise the full environmental cost in the price of transport/charging of infrastructure use</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>Decouple transport growth and GDP growth/economic growth</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>
Appendix 4

Background material for the interviews with informants at Schenker AG. This written material was sent to the informants by e-mail before the interviews.

Introduction

The Transport sector has been identified as one of the more unsustainable businesses within the EU. When environmental performance has increased in many areas, especially in industry, it is still decreasing in the transport sector due in particular to large emissions of greenhouse gases. The Community has got a common transport policy, and over the last five years four different policies affecting transport politics have been put forward by the EU institutions. These policies are the ‘Cardiff process’, the ‘White paper- European transport policy for 2010’ (white paper), the ‘sixth Environment Action Programme’ (the 6th EAP) and the ‘Sustainable Development Strategy’ (SDS). The policies show a strong commitment for a sustainable transport system and are suggesting measures on how to reach it. I have analysed these policies, identifying measures affecting road transport, and then compared the policies. The result has been that all policies are showing very similar political intentions. These intentions form the basis for my interview, and my questions will be about how these political intentions are affecting Schenker AG. Here follows a short description of each of the policies. A diagram with the intentions is placed last in the document.

Policies

The Cardiff process

The ‘Cardiff process’ is a strategy to integrate environmental considerations into all sectoral policies. The European Council 1997 introduced the ‘Cardiff process’ on EU-level. All relevant formations of the Council of the European Union were invited to develop integration strategies, identify priority actions and ensure that these are explicitly reflected in decisions on new proposals. The aim was to stimulate the integration of environmental considerations into Community policies, and put the integration process and sustainability thinking in focus as is requested by Article 6187 of the Treaty of the European Community. The Council formation Transport188 (now transport and energy) was invited to start the process and have come the furthest.

The priority policies of the ‘Cardiff process’ concerning transports are chosen since they respond in a balanced way to the demand for mobility, efficiency and respect of the environment, and will help to meet the Kyoto commitments189.

The Commission (DG Environment) is ensuring that environmental integration is fulfilled:

- Concerning transport the Council have identified priority actions;
- Emissions of greenhouse gas emissions, especially CO2
- Reduction of particulates and other harmful substances
- Optimizing the use of each mode of transport with a view to make a modal split
- Increased use of environmentally less harmful means of transport
- New clean, quiet and energy efficient technology, and technical innovations
- Alternative fuels from renewable sources
- Regulated competition, - a fair and efficient pricing regime
- Break the link between economic growth and transport growth
- Decrease congestion
- Reduction of noise

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187 This article requires that environmental protection be integrated into the definition and implementation of the Community policies and activities referred to in the Article 3, with a view to promoting sustainable development. The transport sector is included in Article 3.
188 Energy and Agriculture were also asked, and later on six more formations have been asked to start the integration process
189 A general reduction in emissions of greenhouse gases with 8%
• Changed behaviour, -less demand on transports

**White paper - European transport policy for 2010: time to decide**

The White paper is a proposal from the Commission promoting about 60 measures for the Community transport policy until 2010.

A white paper is a document from the Commission proposing actions in a specific area; it can become a action programme for the Union is the Council receives it favourable. The Council have expressed their support for this White paper. Several of the proposals suggested in the White paper have already been put forward and the Council have welcomed further initiatives to be taken by the Commission.

The measures in the White paper are designed to shift the balance between modes of transport by revitalising the railways, promoting maritime and inland waterway transport and linking up the different modes of transport. The White paper aims at breaking the link between transport growth and economic growth in order to reduce the pressure on the environment and prevent congestion while maintaining the EU’s economic competitiveness.

**Table 3. Freight transport measures identified in the white paper ‘European transport policy for 2010: time to decide’.**

<table>
<thead>
<tr>
<th>Principal measures concerning freight transport</th>
<th>Proposed or coming actions:</th>
</tr>
</thead>
</table>
| Revitalising the railways\(^{190}\) | Rail transport is strategic sector on which the success of the efforts to shift the balance will depend, especially in the case of goods
| | a package of measures will be proposed which should restore the credibility of railways, in terms of regularity and punctuality, particularly for freight transport
| | a network of railway lines should be dedicated exclusively for goods services
| Improving quality in the road transport sector\(^{191}\) | Legislation will be proposed, allowing harmonisation of certain clauses in contracts in order to protect carriers from consignors and enable them to revise their tariffs in the event of a sharp rise in fuel prices
| | Harmonisation of inspection procedures to end practices preventing fair competition
| Promoting transport by sea and inland waterway\(^{192}\) | Sea motorways to revive short-sea shipping
| | A proposal for standardising of loading units (containers and swap bodies) will be submitted by the end of 2003
| Turning intermodality into reality\(^{193}\) | Technical harmonisation and interoperability
| | Marco Polo, Community support programme for intermodality
| Adopting a policy on effective charging for transport\(^{194}\) | Harmonisation of fuel taxation for commercial users
| | Alignment of the principles for charging for infrastructure use. Environmental costs should be internalised.
| | Proposal for a framework directive for a infrastructure charging system concerning all transport modes
| Putting research and technology at the service of clean, efficient transport\(^{195}\) | 
| Developing medium and long-term environmental objectives for a sustainable transport system\(^{196}\) | A communication to define a sustainable transport system in operational and, where possible, quantified terms
| The White paper is based on breaking the link between economic growth and transport growth\(^{197}\) | 
| Reduction of greenhouse gases should be achieved through using alternative fuels and improving the energy efficiency of modes of transport\(^{198}\) | 

\(^{193}\) COM(2001)370, p 18
\(^{195}\) COM(2001)370, p 20
\(^{196}\) COM(2001)370, p 21
The sixth Environmental Action Programme (6th EAP)

The ‘6th EAP’ is a framework programme that constitutes the goals for the Union’s environmental policy; i.e. the guideline for environmental priorities till 2012. It is a formally binding Community act adopted by the European Parliament and the Council jointly. Action programmes can assist in the development of law since the intended action often imply drafting of legal rules.

According to the ‘6th EAP’ meeting the challenge of today’s environmental problems means looking beyond a strictly legislative approach. The objectives in the programme respond to key environmental priorities and overall aims to be met by the Community focusing in particular on climate change, nature and biodiversity, environment and health and quality of life and natural resources and wastes. For each of these areas key objectives and certain targets are indicated and a number of actions are identified with a view to achieving the mentioned targets. These objectives and targets constitute performance levels or achievement to be aimed at. Measures concerning transport;

Climate change\textsuperscript{199}

- Encouraging a switch to more efficient and cleaner forms of transport including better organisation and logistics
- In the context of the EU target of an 8% reduction in greenhouse gas emissions, inviting the Commission to submit by the end of 2002 a communication on quantified environmental objectives for a sustainable transport system
- Identifying and undertaking further specific action, including any appropriate legislation, to reduce greenhouse gas emissions from motor vehicles including N2O
- Promoting the development and use of alternative fuels and of low-fuel-consuming vehicles with the aim of substantially and continually increasing their share
- Promoting measures to reflect the full environmental costs in the price of transport
- Decoupling economic growth and the demand for transport with the aim of reducing environmental impacts

Environment and health and quality of life\textsuperscript{200}

- Achieving levels of air quality that do not give rise to significant negative impacts on and risks to human health and the environment

Natural resources and wastes\textsuperscript{201}

- Aiming at ensuring that the consumption of resources and their associated impacts to not exceed the carrying capacity of the environment and breaking the linkages between economic growth and resource use

Sustainable Development Strategy (SDS)

The Sustainable Development Strategy, or ‘SDS’, is a strategy to put environmental considerations on equal terms with economic and social issues in policy-making and decision-making. This is a whole new approach to policy-making that makes environmental, social and economic considerations mutually reinforcing.

The ‘SDS’ was agreed by the European Council in Gothenburg 2001 to add an environmental dimension to the Union’s political commitment of economic and social renewal (also called the Lisbon strategy\textsuperscript{202}). The European Council has the task of providing the Union with necessary impetus for its development and to define general guidelines thereof, so this statement is a vision for the future. But the Council has adopted some of the conclusions. This gives the strategy quit a strong commitment in the EU institutions.

\textsuperscript{201} Official Journal of the European Communities 10.9.2002, OJ L242. Article 8:1
\textsuperscript{202} The Lisbon strategy was originally an initiative for integrating social and economic aspects of development to reach a Europe based on innovation and knowledge. The goal is “to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable growth with more and better jobs and greater social cohesion”.  

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Concerning transports, the Council has agreed on measures to “foster” a sustainable mobility:

- Encouraging the switch to more efficient and cleaner forms of transport
- Reduction of greenhouse gas emissions to meet the Kyoto commitments
- Bring about a significant decoupling of transport growth and GDP growth
- Measures on modal shift, including measures aiming at revitalising the European railways such as interoperability and intermodality, pricing and Trans-European Networks (TENs)
- Examining the proposal for a Regulation on the programme for the promotion of combined transport, including short sea shipping
- Reducing the environmental impact of transport, […] as well as by reducing gaseous and noise emissions
- Promoting development of environmentally-friendly alternative fuels

Pursue actions to strengthening decoupling between economic growth and pressure on the natural resources and the environment, especially in key areas such as transport:

- Getting prices right with a view to internalising environmental and social costs
- Use of environmentally-friendly technologies in key areas as transports

Improve the transport system and land-use management:

- Decouple transport growth significantly from growth in Gross Domestic Product in order to reduce congestion and other negative side-effects of transport
- Bring about a modal shift from road to rail and water transport […] so that the share of road transport in 2010 is no greater than in 1998

### Table A1

The table represent the political intentions affecting road freight transport sector that I have identified in the ‘Cardiff process’, the ‘white paper’, the ‘SDS’ and the ‘6th EAP’. √ symbolises that the intention is represented in the document/policy.

<table>
<thead>
<tr>
<th>Political intentions</th>
<th>Cardiff process</th>
<th>White paper</th>
<th>SDS</th>
<th>6th EAP</th>
</tr>
</thead>
<tbody>
<tr>
<td>1*. Define a sustainable transport system</td>
<td>√</td>
<td>√</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Reduction of greenhouse gas emissions</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>2. Alternative fuels from renewable resources</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. New technology and technical harmonisation and interoperability</td>
<td></td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>2. Reduction of particulates and other harmful substances</td>
<td></td>
<td></td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>3. Environmentally less harmful/more effective transport modes, like rail, sea and inland waterways</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>3. Modal split/support intermodality</td>
<td>√</td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>4. Regulated and fair competition, measures internalise the full environmental cost in the price of transport/charging of infrastructure use</td>
<td></td>
<td>√</td>
<td></td>
<td>√</td>
</tr>
<tr>
<td>4. Decouple transport growth and GDP growth/economic growth</td>
<td></td>
<td></td>
<td>√</td>
<td>√</td>
</tr>
</tbody>
</table>

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204 2399th Council meeting, Environment, December 2001, p 21.