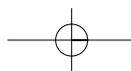
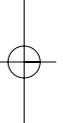
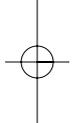
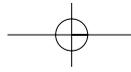


# 7



STARTUP, MONITORING AND REVIEW OF THE PEIT





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

Approval of the PEIT does not bring the Ministry of Public Works and Transport planning process to an end, but rather marks a point of departure: as a Strategic Plan, it fixes criteria and guidelines, requires the drafting of rules, plans and programs at various levels in the implementation of the Plan, and establishes indicators by which to attain the PEIT's objectives.

Likewise, as a medium- to long-term plan, for its on-going monitoring it requires a formula for action and to deal with decision-making procedures within the Ministry's directive centres and public corporations, regulated structuring of coordination with other territorial Administrations in matters within shared jurisdictions and, finally, provision for review of the PEIT at the end of the first four years of its effective term.

The following is a description of the mechanisms for the development and monitoring of the PEIT, in a framework of participation and transparency, which are the references for coordinated planning.

### 7.1. PEIT IMPLEMENTATION PLANS

Subsequent implementation of the PEIT is structured into a set of sector, intermodal or territorial coordination plans with 4 to 8 year horizons, which are dealt with in Chapter 6. These plans will be brought into play by the various Directive Centres and Public Corporations attached to the Ministry of Public Works and Transport, according to objectives and guidelines fixed in the PEIT, and each must adjust to the demands of the applicable provisions, including their Strategic Environmental Assessment pursuant to Directive 2001/42/CE. Once the PEIT is approved, the following sector plans will be drafted:

- The Roads Sector Plan, coordinated by the Directorate-General of Roads.
- The Road Transport Sector Plan, coordinated by the Directorate-General of Road Transport.
- The Rail Transport Sector Plan, coordinated by the Directorate-General of Rail, with the collaboration of ADIF, *RENFE Operadora* and FEVE.
- The Sea Transport and Ports Sector Plan, coordinated by the Public Corporation *Puertos del Estado* and the Directorate-General of Merchant Marine.
- The Air Transport Sector Plan, coordinated by the Directorate-General of Civil Aviation and AENA.
- The Goods Transport System Intermodal Plan, coordinated by the Directorate-General of Territorial Planning and Coordination.
- The Passenger Transport System Intermodal Plan, coordinated by the Directorate-General of Territorial Planning and Coordination.
- The National Plan for the Deployment of Intelligent Transport Systems (ITS), coordinated by the Transport Prospecting and Studies Centre in the General Secretariat of Transport.
- The Strategy for the Promotion of Healthy Modes (bicycle and walking), coordinated by the Directorate-General of Territorial Planning and Coordination.
- The Transport Innovation Program, coordinated by the Directorate-General of Territorial Planning and Coordination and the CEDEX.
- The R&D+i Program, coordinated by the CEDEX.

On the other hand, the effectiveness in time of the guidelines and criteria established in the PEIT demands the adoption of a series of "shock" programs for the urgent resolution of certain deficiencies in the transport system in very specific areas, referred to in Chapter 6 above.

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### 7.2. THE PEIT IMPLEMENTATION REGULATIONS

The PEIT proposes passage of a series of legal provisions, of varied rank, as already explained earlier in this document:

- The Transport Financing and the Charging Systems Framework Act.
- The Urban and Metropolitan Transport Financing Act.
- The Airports and Air Navigation Act.
- Review of the legislative framework for sea transport: Act No. 48/2003, Act No. 27/1992, and Royal Decree No. 1446/1992.
- Amendment of the Land Transport Act.
- Implementation of the Rail Sector Act, Act No. 39/2003, in regulations.

These provisions will be drafted during the current parliament.

### 7.3. GUIDELINES FOR URBAN AND METROPOLITAN ACTION

The greatest volumes of population journeys and of economic activity are concentrated in urban and metropolitan areas, where traffic congestion is greatest, and where a very significant proportion of pollutant and greenhouse gas emissions are produced. On the other hand, the Autonomous and Local Administrations hold most of the infrastructure and transport faculties in urban areas.

To contribute to the sustainable mobility objectives fixed in the PEIT and to set the criteria for the intervention of the State Administration and its contributions to city transport, the Directorate-General of Territorial Planning and Coordination will design guidelines for Action in Urban and Metropolitan Areas, for coordination with other ministerial departments and the competent Administrations.

Within the context of those guidelines, the Ministry of Public Works and Transport will propose that Autonomous Communities and Local Authorities draw up specific Sustainable Mobility Plans for each urban or metropolitan area, which require inter-administration support and coordination, to tackle transport problems from an integrated standpoint and in line with the objectives fixed in the PEIT.

Likewise, in collaboration with the IDAE (the Energy Diversification and Saving Institute), as part of the Spanish Energy Efficiency Strategy and in coordination with the other regional Administrations involved, pilot programs are to be implemented for sustainable urban mobility, innovative measures in both motorised and non-motorised transport, intermodality, enhanced transport management systems, and integrated urban actions.

### 7.4. COORDINATING TOOLS

#### 7.4.1. The Framework document for coordinating the transport system with each Autonomous Community

In terms of the existing distribution of competences on infrastructures and transport, it is considered of the greatest importance in meeting PEIT objectives that framework

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agreements should be concluded between the Ministry of Public Works and Transport and the Autonomous Communities, to coordinate actions and programs, according to principles of joint responsibility and collaboration among Administrations. Such framework agreements may lead to the signing of specific sector arrangements between the two Administrations or, if applicable, with the Local Administrations affected.

In matters which have to be dealt with among the contents of each framework agreement, emphasis must be on action in urban and metropolitan areas, in line with considerations previously defined, an analysis of the functionality of the route networks and their allocation in terms of jurisdiction, the logistic nodes and modal integration, the transport system's general operation and, where applicable, urban integration and connections with State ports of general interest. Other questions of interest for coordination are the involvement of Autonomous Communities and Local Administrations in airport management, and coordination of the framework for the provision of public road transport services for passengers.

Given the specificity and individuality of each of their territories, there must be express reference to the creation of these framework agreements with the Autonomous Communities in the Balearic and Canary Islands and the Autonomous Cities of Ceuta and Melilla. The general criterion for the conclusion of these agreements will be that of an intermodal and integrated approach to infrastructures and services.

### **7.4.2. The bases for agreements with operators (passengers and goods)**

These bases, specified as part of the Intermodal Plans for passengers and goods, must leave room for the conclusion of voluntary agreements with the passenger and goods transport operators which stimulate intermodality: among others, timetable coordination, integrated charges, service quality, and simplified procedures.

### **7.4.3. The Mobility Forum**

The Ministry of Public Works and Transport does have tools for the channelling of dialogue with representatives from a variety of sectors, but they are not suitable for dealing with the transport system as a whole. On the other hand, existing instruments target the professional sectors directly involved. The importance the PEIT assigns to matters such as transport quality or user behaviour makes it advisable to create an advisory and consultative body, of a more horizontal and integrating nature.

At this Forum, whose main role will be to analyse and offer input to transport policy planning and policy initiatives, there will be a proportional representation of business sectors (infrastructures, transport facilities and services), the trade unions, technicians and professionals, and the social players (consumers, social and environment NGOs, etc.) with an interest in public action on infrastructures and transport.

## **7.5. THE INTEGRATION OF ENVIRONMENTAL CRITERIA INTO PLANS, PROGRAMS AND ACTIVITIES FOR THE PEIT'S IMPLEMENTATION**

### **7.5.1. Environmental Report: Recommendations**

In the terms of the 16 July 2004 Resolution of the Council of Ministers, the Strategic Infrastructures and Transport Plan is to be the subject of an Environmental Sustainability Report.

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This Resolution was passed as part of the process to be followed in the coordination between the Ministry of the Environment and the Ministry of Public Works and Transport, pursuant to the criteria in the Community Directive No. 2001/42/CE on the assessment of the environmental impact of certain plans and programs.

As a final part of the assessment process followed, the related Environmental Report has been drawn up, jointly by the Ministry of Public Works and Transport as the plan's promoter and the Ministry of the Environment as the environmental authority, and forming part of the PEIT file and documentation. The Report concludes by specifying the following Recommendations, for incorporation into the Plan's provisions and for its implementation:

- To modify the content of the so-called "PEIT 2020 scenario" to incorporate mechanisms making it possible from the outset (phase I) to consolidate progress in the environmental objectives.
- To incorporate environmental integration measures for existing infrastructures as part of the conservation and upgrading programs provided for in the PEIT, beginning their application from Phase I (2005-2008).
- To develop more advanced methodologies for the socio-economic and environmental assessment of action, mainly in the area of infrastructures, which are valid for all transport modes, for their application as part of the "compatibility studies" included in the PEIT.
- In coordination with sector plans for the PEIT's implementation and so that the results can be integrated into their Environmental Assessment procedures, to carry out a comprehensive study of the effects on the Natura 2000 Network and Marine Biodiversity. The study must take account of the overall effects of occupancy and fragmentation arising from action on land transport infrastructures, and identify the limits on the occupation and fragmentation of those spaces.
- In prior studies of actions which may involve considerable effects on these spaces, to incorporate the related criteria of compatibility with those limits.
- In collaboration with other Ministerial Departments which have authorities in such matters, to draw up an Urban Mobility Strategy, including a study for the drafting, if appropriate, of any necessary basic legislation on mobility.
- To launch the PEIT monitoring system, so that the necessary adjustments can be incorporated at later stages of its implementation, in order to approach the environmental objectives, and dealing with the following as priorities:
  - The drafting of the necessary studies for the exact determination of the impact of actions in infrastructures and transport on such matters as emissions, noise, and water and soil pollution, and on the appropriate measures to limit these impacts, to fix suitable guidelines for the inclusion of such measures in the corresponding planning phases.
  - The incorporation of the environmental aspects referred to in this Report (socio-economic effects, external costs, effects on fauna, fragmentation and occupation of the territory, especially of the Natura 2000 Network, emissions), with a view to establishing quantified objectives and specific time horizons for the control of the associated impacts, and the development of suitable technical tools to monitor and predict these effects.
  - Within two years, to complete an analysis by sector of the interaction of the PEIT with energy and fuel, economic, industrial, commercial, social, planning, tax and other policies, to define recommendations for coordination with those sectors.

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- For the Ministry of Public Works and Transport to participate actively in the framework of the policy to combat climate change, with measures related to greenhouse gas emissions, so guaranteeing the PEIT's contribution to the National Allocation Plan. In particular, the plans implementing the PEIT must fix greenhouse gas emission targets which are in line with Spain's commitments in this field. In coordination with other Government initiatives, such as the Spanish Energy Efficiency Strategy, and other Ministerial Departments, to participate in defining and applying the necessary measures.
- Within two years, to design appropriate control procedures and systems for the progressive integration of environmental objectives into the Ministry of Public Works and Transport management, fulfilling PEIT provisions on strengthening the institutional decision-making system.
- To define the makeup and functions of the Transport Forum, and its role in monitoring the PEIT.
- In connection with R&D+i activities provided for in the PEIT, the priority lines must include progress forward in energy efficiency and the use of waste and recycled materials in infrastructure construction. There must be a furtherance of coordination between R&D+i programs fomented by the Ministry of Public Works and Transport and those within the jurisdictions of other Departments (Industry, Energy, Environment, Territory, etc.) to promote the sustainability of the transport system.

### **7.5.2. Environmental management of infrastructures and transport**

The environment management system is probably one area of particular urgency, the set of procedures which in practice incorporate environmental objectives into the cycle of planning, design, construction and operation of infrastructures, and developing the regulatory framework for transport.

The need to respond to the requirements of Directive 2001/42/CE on Strategic Environment Assessment, and comply with the Plan's environmental objectives means that specific guidelines should be drawn up for all the Ministry of Public Works and Transport bodies and directive centres. To those ends, it may be particularly useful to follow formalised mechanisms such as Standard ISO 14001 on the Environmental Management System to facilitate the effective implementation of the system, cooperation among Directive Centres and revision of results. Review and improvement of the environmental management system affects at least the following questions:

- The extent of the notion of "environment": the environment's role in the Directive Centre's management and direction, the resources assigned to deal with environmental matters, and how these matters are incorporated into the organisation.
- How environmental questions are taken into account in documents on transport policy or strategy in each centre's area of jurisdiction.
- What are the environmental impacts facing each directive centre's activity, and what are the procedures for identifying them.
- How legal obligations in the environment field are identified and taken into account.
- What monitoring is done on action, including the correction and enhancement mechanisms to be put in place.
- How the rest of the Ministry of Public Works and Transport, the Administrations and the public in general are informed of environmental questions.

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### 7.5.3. "Cascade evaluation" of actions

The backbone to the integration of environmental aspects lies in an approach which creates a direct link between Plan-Programs-Projects, based on cascade assessment.

The phases at which decisions are reached under Transport Sector Programs create a "list of projects" which must be assessed in environmental terms to define their priority and feasibility from a sustainable standpoint. On the other hand, priorities fixed in implementing actions may modify Plans and Programs and affect their level of sustainability. This procedure, of on-going comparison of programs and actions, is known as cascade evaluation.

A fundamental requisite for such cascade evaluation is a fluid and effective coordination of all those responsible for projects, the Plan and Sector Programs, and subsequently, when it comes to project-by-project analysis.

### 7.5.4. Coordination tools

The following is provided for in moving forward in the objectives proposed to integrate environmental criteria into Ministry of Public Works and Transport action under the PEIT:

- a) Creation of an Environmental Monitoring Commission in the Ministry, which may draw on outside experts to analyse and assess specific questions, with the basic role of evaluating and detecting possible environmental conflicts in a phase, at the earliest possible time as an activity matures.
- b) In cooperation with the Ministry of the Environment, the creation of a suitable monitoring mechanism similar to that put in place by the European Union following approval in 1999 of its Integration Strategy, in the form of a Mobility Observatory to monitor the transport sector's sustainability objectives.

In the short term, included among priority action to be implemented in the framework of these monitoring and coordination instruments, the need must be highlighted to overcome specific gaps in information which may have come to light as the PEIT was being written, and to improve the data available about some key questions to the environmental integration of action on infrastructures and transport. This will be achieved through the rapid startup of the associated tasks and studies, considering the following fields among others: effects on biodiversity and the fragmentation of natural spaces; the impact in terms of noise, waste and soil and water pollution; and an assessment of social and environmental factors external to transport.

## 7.6. INTERNAL MONITORING OF THE PEIT

The implementation of the PEIT guidelines by the Ministry of Public Works and Transport Directive Centres demands an upgrading of existing structures and procedures, to facilitate the effective integration of these guidelines into the daily practice of these Centres.

With this aim, in 2005 an evaluation must be made of each Directive Centre's management systems, considering the extent to which the existing structure is in line with the strategy the PEIT seeks to develop, and proposing recommendations to better it.

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In any event, it will be important to strengthen the cooperation formalised to one degree or another among the Directive Centres, and the exchange of information on management experience, to set up periodic review systems, the introduction of pilot projects as the channel for innovating management, and the launch of procedures to monitor and evaluate those projects.

### **7.6.1. The Monitoring Commission**

As an initial measure, a Monitoring Commission is set up for the PEIT, inside the Ministry of Public Works and Transport, to be coordinated by the Directorate-General of Territorial Planning and Coordination, comprising representatives from all the Ministry's Directive Centres and Public Corporations, and with the following aims:

- a) To act as the coordinating body implementing and monitoring the PEIT.
- b) To strengthen the managing personnel's identification with PEIT objectives.
- c) To adjust the documentation and technical recommendations to the PEIT objectives.
- d) To consolidate a technical team specialised in the implications of sustainable development in transport policy and intermodality criteria.

At the same time, an internal "project coordinator" will be created for particular or concomitant activities requiring special coordination within the Ministry of Public Works and Transport because of their territorial effects (action in an environmentally fragile area or corridor), they touch various Directive Centres (multimodal actions) or come within complex urban environments.

Every two years, the Directorate-General of Territorial Planning and Coordination will, with the backing of the PEIT Monitoring Commission, draw up a report on the monitoring of the Plan.

### **7.6.2. Systematised evaluation of proposals**

Identification of action while the PEIT was being drafted was implemented in a process of cooperation among the competent Directive Centres and the Directorate-General of Territorial Planning and Coordination. This exercise must be continued and enhanced in future, to perfect existing tools for analysing actions.

As a point of departure, there must be a homogeneous framework for prior assessment of all the modes of transport, referring both to infrastructures and to other types of actions. This methodology must include guidelines for the evaluation of external factors, and the effects of any action on the environment and on territorial development.

Such prior evaluation does not substitute for the cost-benefit analysis each Directive Centre usually performs on its projects. It merely adds a preliminary assessment, strategic in nature, about the action's compatibility with PEIT objectives, its expected benefits and the possible existence of conflicts when implemented.

Inevitably, in the future, proposals will arise from various agents for new actions. These should not be discarded merely because they are not in the PEIT. However, such proposals should not be studied without some sort of prior analysis whereby those promoting them

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are able demonstrate a project's desirability and its contribution to attaining the PEIT objectives, and for the Ministry of Public Works and Transport to reach a well-informed decision on the matter. Such a decision may include not just infrastructure actions but also other solutions such as transfer of title, operational changes, etc.

There are three elements necessary to this procedure: firstly, the minimum information to be demanded from the promoters about their proposal, so that it can be evaluated, then an Advance Compatibility Study, already mentioned, by the promoters, by the Directorate-General of Territorial Planning and Coordination or by the Directive Centre, depending on the content, and finally a Compatibility Report from the Directorate-General of Territorial Planning and Coordination which, following the model of analysis used for PEIT actions, will consider its compatibility with the PEIT via three fundamental elements:

- The socio-economic benefits and costs.
- Environmental compatibility.
- The expected territorial effects.

The data prepared by these means will provide backup to those responsible for making decisions about going ahead with the studies, through the Directive Centre concerned and with a suitable degree of priority, or to decline the proposal.

### 7.7. THE INFORMATION SYSTEM BACKING DECISION-MAKING

The Directorate-General of Territorial Planning and Coordination will progressively build up a Geographical Information System (GIS) to gather the basic geo-referenced statistical information for monitoring the PEIT, and the relevant data backing up decision-making on new actions.

Short-term, the following must be done:

- a) The preparation of a national mobility survey of persons, according to Eurostat criteria in the field, five-yearly, thus beginning with the Movilia 2005 survey.
- b) Revision of the goods transport data available.
- c) In collaboration with the CEDEX, the construction of a model for passenger and goods transport demand, using the guidelines applied in many countries around us in Europe. The national transport demand model will be public, and open to all agents concerned.

### 7.8. REVISION AND ADAPTATION OF THE PEIT

The PEIT's design as a medium- and long-term strategic planning instrument does not mean it is closed and rigid, but rather a proposed framework which is conditioned on the one hand by the precision which must arise from the planning through which it is implemented and, on the other, by the dynamic affecting the territory, society, economy, mobility, intermodality or the sustainability criteria.

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It may in this sense be found either that new actions will have to be considered which are not dealt with in the PEIT, or that those already established should be brought forward or delayed, or even eliminated should that be suggested by trends over time in any of the factors conditioning transport and its infrastructures.

Therefore, while the PEIT is designed to a 2020 time horizon, it is felt that it should be reviewed initially at the end of the first four-year term following its approval, that is to a 2008-09 horizon, following monitoring and assessment of action during that first phase, with the aim of tuning its objectives, guidelines and actions according to the targets defined, trends in the economy and the financing framework, and new European directives and Spanish regulations.

