

Follow-Up Zurich Process:

Conclusions by the Ministers of Transport

2014 Leipzig Conclusions

I. Introduction

Following numerous severe accidents in Alpine tunnels in the years 1999-2001, the Transport Ministers of Germany, France, Italy, Austria and Switzerland met at the initiative of Switzerland in Zurich on 30 November 2001 to approve the joint "Declaration of Zurich" concerning the improvement of road safety, particularly in tunnels in the Alpine area. Since the approval of the Declaration, the Ministers have so far met in six follow-up meetings to review the progress achieved in implementing the Declaration and to adjust the priorities accordingly. The first five meetings were held in Regensburg (CH) on 11 May 2004, in Sedrun (CH) on 14 November 2005, in Lyon (F) on 20 October 2006, where Slovenia became a member, in Vienna (A) on 7 May 2009 and in Leipzig (D) on 2 May 2012, where Liechtenstein became a member. The sixth meeting took place in Berchtesgaden (D) on 20 June 2013 which served as a mid-term review of the German Presidency and was used as an opportunity to take stock of the progress made in the various working groups. The participants all expressed their satisfaction with the results achieved up to that date. They highlighted the importance of the Zurich Process as a key platform for the development and organisation of safe and sustainable transport in the Alpine region, also taking account of the objectives of the Transport Protocol of the Alpine Convention.

The Ministers of Transport convened for the seventh meeting in Leipzig on 21 May 2014 to mark the end of the German Presidency, to take stock of the intensive work carried out during the German Presidency and to set the future course under the Slovenian Presidency.

II. State of the activities

Based upon the mandates of the conclusions of Leipzig 2012¹ the work carried out under the German Presidency between 2012 and 2014 was dealt with in four working groups and one ad hoc group. The working groups dealt with (A) heavy goods traffic management systems in the Alpine area, (B) incident management in the Alpine area, (C) environmental indicators and impacts in the Alpine area (EnvALP) and (D) data collection (above all the co-ordination of the quinquennial Cross-Alpine Freight Traffic (CAFT) surveys). The ad hoc Group (E) dealt with questions related to the safety in railway tunnels in the Alpine area.

The recent and current activities of the four working groups and the one ad hoc group are summarised as follows:

A. Heavy goods traffic management systems in the Alpine area

Over the past two years, the Working Group on Traffic Management, chaired by Austria, met altogether four times (once in Zurich and three times in Vienna). It has successfully fulfilled its short-term mandates laid down in the conclusions of Leipzig 2012. To conclude the intensive cooperation, two reports have been drafted.

The first report addresses the evolvement of the Toll+ system. It consists of three pillars and puts particular focus on the following elements:

Firstly, a comparative synopsis of the elements of Toll+ on the basis of the three studies on heavy goods traffic management instruments (ALBATRAS, EFFINALP and LEGALP)² carried out under the former Swiss presidency of the Zurich process was elaborated with the aim to develop an overview of the concept of Toll+.

¹http://www.zurich-process.org/fileadmin/data/webcontent/Webcontent/Sonstige_Dateien/Conclusions_of_Leipzig_adopted_by_Ministers_02_05_2012.pdf

²ALBATRAS: “**A**lignment of the heavy traffic management instruments ACE, AETS and TOLL+ on a comparable scientific, technical and operational level taking into account the different thresholds in order to analyze transport flow impacts on Alpine routes and **B**asic **T**Raffic **S**tudy upon different thresholds and their impact on transport flows on alpine routes”

EFFINALP: “Analysis of economic **E**FFects of establishing Traffic management **I**Nstruments in **A**LPine corridors”

LEGALP: “**L**EGal consistency of ACE, AETS and Toll+ in **A**LPine corridors with (1)European Union law,

Secondly, existing and planned measures of the member states for charging heavy goods vehicles (HGVs) were summarised and discussed, in order to get a comprehensive picture of the current situation in this transport policy field.

Thirdly, with a view to the further development of the Toll+ concept, a document was elaborated aiming at the identification of needs, aspects and elements for further in-depth analysis regarding an optimal design and a practical implementation of this concept in order to maximise its benefits and prevent unwanted effects. This part of the report deals with questions related to the practical implementation of the instrument, the socio-economic technical and legal compliance with national and European legislation and realities, the spatial application of the system, its costs and the use of revenues, the diversion of traffic, possible flanking measures for local/regional particularities or hardship cases, the harmonisation of the various systems with particular emphasis on the Eurovignette Directive and the Swiss performance related heavy vehicle fee (HVF), required rail infrastructure capacities and services as well as the need for a possible first draft time schedule.

This document supplied with further adjustments can arise in the on-going work. It could be considered as the basis for any potential future tender specifications aiming at issuing another study concerning a possible implementation of Toll+.

The second report of the working group addresses combined, multi-modal transport and rail transport services. It focuses on legal, financial and organisational measures to promote combined transport, existing and planned projects for the development or the improvement of infrastructure and/or new systems/concepts/techniques, information on offers for combined transport services including terminals for accompanied (ACT) and unaccompanied (UCT) transport, technical aspects such as limits regarding train length, loading gauge and train weight on the different Alpine crossings and references to volumes transported. The report also contains information concerning the connections and relations in ACT and UCT as well as on operators and undertakings offering the different services. The document prepared by the working group

(2)Agreement between the European Community and the Swiss Confederation on the Carriage of Goods and Passengers by Rail and Road, (3)other EU-Agreements and international multilateral and bilateral treaties and agreements on trade and transport, (4)national Law of Austria, Italy, Germany, Slovenia, France and Switzerland and possible adjustments in case of discrepancies".

provides a brief overview of all this information. It will be published on the website of the Zurich Process and thus contribute to more transparency in the area.

B. Incident management in the Alpine area

In accordance with the 2012 Leipzig mandate, the working group concluded its work on the information website under Swiss chairmanship.

Already at the beginning of the German Presidency, the Swiss chair had organised a meeting and workshop with the national contact points in Emmenbrücke (near Lucerne) where the key contents of the information website were presented and questions regarding further cooperation were discussed. In January 2013, a first test run was successfully carried out with the aim of identifying any need for optimisation.

The information website www.acrossthealps.eu was successfully launched in February 2013 and has been fully functional ever since. It offers a clearly structured and transparent system providing information on the key Alpine transit corridors.

At the end of November 2013, the working group met again in Rosenheim (D). The meeting was aimed at coordinating further tasks of the then established Monitoring Group with a new status as an ad hoc group to the Zurich Process. A possible inclusion of rail transport and a possible adaptation of the definition of an “incident” from a minimum duration of 48 to 24 hours were discussed, but not found to be practicable.

It was agreed that the Monitoring Group would:

- meet at least once a year, chaired by Switzerland;
- exchange the experience gained with the information website and use this exchange to bring about improvements;
- carry out test runs twice a year;
- report regularly or at least once a year to the Steering Committee on the results achieved and the state of play;
- re-evaluate, after an appropriate time period, the performance of the system (e. g. further optimisation of the webpage).

These agreed decisions intend to ensure an effective functioning of the system and, above all, a continuous evolvement, if deemed necessary. By meeting regularly, the

Monitoring Group provides a platform for exchanging various experiences. This supports the evolvement of incident management.

In consequence of the successful activities undertaken by the Monitoring Group, the relevant mandates of 2012 have fully been realized.

C. EnvALP, environmental indicators, environmental impact

Based on the 2012 Leipzig Conclusions, the EnvALP Working Group successfully took up its work under Swiss chairmanship. In fact the analyses and results gained up to 2012 yielded in the installation of a working group which would focus on environmental issues in addition to other issues related to the Zurich Process.

The EnvALP Working Group met four times and started working in the field of trans-alpine freight transport and its interactions with the Alpine environment. It focused – based on the Leipzig 2012 conclusions – on the following tasks:

- provision of an overview of existing national and international environmental monitoring systems for air pollution and noise in the Alpine area;
- provision of an overview of the legal situation with respect to the environment (threshold values for air pollution, noise and other environmental nuisances, special regulations within the Alpine area, implementation and enforcement of environmental regulations, etc.).

The following two documents were developed. Firstly the group prepared an overview of existing national and international environmental monitoring systems for air pollution and noise and the environmental situation in the Alpine region (Synthesis report on environmental monitoring systems in the Alpine Area). According to this overview, most Alpine countries already have a comprehensive system to monitor air pollution. Most countries also have databases on transport related air pollution and CO₂ emissions, albeit mostly at a national level. Conclusions are drawn on potential environmental impacts in this field and their connection with freight transport volumes.

Secondly, an overview of the legal bases in the individual countries as regards transport related environmental concerns was established (Synthesis report on the

environmental legislation in the Alpine Area). Among others, this overview contains legal threshold values for air pollution, noise emissions, noise exposure and other pollutants and - if existing - special provisions in the Alpine region. The transport related legal provisions are presented in detail. Conclusions are drawn on the existing solutions in the different Alpine countries.

D. Data Collection / Mobility in the Alpine area

As foreseen in the 2012 Leipzig mandate, the 2009 CAFT survey, which was coordinated under Italian chairmanship, was successfully concluded. The CAFT survey aims among others at determining the origin and destination of goods transiting the Alps by asking the drivers. The survey was carried out by Austria and Switzerland in 2009 and by France and Slovenia in 2010. Italy provided information on the number of light and heavy goods vehicles crossing the most important Alpine passes. Based on the information provided by the delegations, the information on the 2009 CAFT survey has been updated on the website (www.zuerich-prozess.org). This way, the manifold results of the survey are available to the public.

Since substantial work of data collection in transalpine freight transport (road+rail) is already done by other bodies (e.g. the Alpine Traffic Observatory set up under the EU-Swiss Land Transport Agreement), and with a view to avoid overlaps in the work done throughout the different bodies dealing with transalpine transport data, a ministerial decision may be necessary.

In accordance with the mandate to constantly update the website, all works are now covered on the website of Zurich Process. The website provides a complete and up-to-date overview of the achievements of the Zurich Process. The plan is to make better use of the webpage in the future and to regularly publish documents and results.

E. Safety in rail tunnels in the Alpine area

In accordance with the 2012 Leipzig mandates, the members of the working group addressed numerous matters connected to the safety in rail tunnels under French chairmanship.

The Swiss approach of a Wayside Train Monitoring system, including sensors capable of detecting dangerous gases escaping from wagons and onboard fires and thereby preventing trains from entering long tunnels was introduced and discussed at the working group meeting as a method for improving the safety in tunnels. Exchanges have pointed to the interest of such a network and of case-by-case analyses by the network managers. Moreover, questions related to the cross-border transmission of information and of alerts provided by existing sensors were also discussed.

In addition, the working group addressed the particularities of each Alpine country in terms of operational concepts and emergency response plans. The first step was the development of a questionnaire, providing in particular information on rescue vehicles in operation, annual exercises, actual incidents as well as the deployment of personnel for inspections, alerts and rescue operations. The information provided by the individual countries was to serve as the basis for an informal exchange at the working group's meeting in Paris. Two priority items have been pointed out: development and implementation of preventive measures such as sensor networks should be further supported, and smoke management in old tunnels should be particularly studied, in order to allow a safe evacuation of passengers in case of a fire in the tunnel.

The ad hoc group also dealt with the issue of keeping the propagation of smoke in old tunnels under control. The French *Centre d'Etudes des Tunnels* (CETU) took the Fréjus tunnel between France and Italy as an example and carried out a study with a calculation of the dimensions of the required ventilation system components based on different hypotheses. In addition, it evaluated the resources required to achieve the desired goals of the ventilation system from a technical and financial point of view. They don't, however, allow concluding that the deployment of such equipment in all major non-SRT TSI compliant tunnels³ would be absolutely required, but revealed the opportunity to launch cost-benefit analyses for each relevant tunnel, closely involving network managers.

The Ministers appreciate the progress achieved. They thank the experts for the good quality of the work in the four Working Groups and in the ad hoc Group.

³ Tunnels not complying with the technical specifications for interoperability of the EU relating to the safety in railway tunnels

III. Mandates

Based on the progress achieved during the German Presidency, the Ministers, considering the high value of a coordinated approach and respecting the fundamental differences between the economies of the Alpine countries and the importance of the Alpine routes, entrust the Steering Committee with the following mandates:

A. Heavy goods traffic management systems in the Alpine area

- In the short- term perspective during the presidency period starting in 2014:

The findings concerning the Toll + traffic management system, which were obtained during the German presidency, could be explored in order to understand how the system can work and could be converted into performance specifications. The report on the evolution of the toll+ concept referred to in chapter II.A, in particular the third pillar of this report identifying elements for further in-depth analysis and implementation questions shall be used as the basis for these performance specifications.

- The work elaborated in the field of combined/multimodal transport is to be continued. The aim is to make existing and planned rail services more transparent. To do so, all achieved approaches are to be evaluated based on the targets mentioned.
- Concerning medium and long-term measures the mandates of the 2012 Leipzig Conclusions remain valid, taking into account the principles of proportionality and suitability.

B. Incident management in the Alpine area

- The existing Monitoring Group is to serve as a platform for exchanging experience with the operation of the information website.
- Based on this experience, conclusions are to be drawn and the necessary steps for optimising the performance of the website are to be taken, if deemed necessary.

C. EnvALP, environmental indicators - environmental impact

- The working group will proceed with finalizing its work by examining existing publications in connection with the environment and the issues addressed by the Zurich process. The relevant elements of the 2012 Leipzig Conclusions remain valid.
- The work done within the framework of the Alpine Convention as well as other relevant initiatives such as iMonitraf! have to be taken into consideration.
- As a first step, the work focuses on the impact of the burden resulting from air pollution of heavy goods transport. To this end, the instruments identified in ALBATRAS shall be evaluated with a view to their environmental effects in terms of air pollution.
- Having completed this work and with the endorsement of the Steering Committee work shall encompass the analysis of impacts of different measures and instruments to address the main burdens resulting from heavy goods transport and comparing them with effects from other pollutant sources.
- In a supplementary step, proposals concerning considerations on additional pollutants should be elaborated on the basis of the work already done.

D. Data Collection / Mobility in the Alpine area

- The website of the Follow-up Zurich Process will be structured in a user-friendly way (CAFT surveys, reports, other documents). It will be regularly updated.
- The CAFT survey should be well coordinated in the future between Austria, Slovenia, Switzerland and France. The surveys should be carried out again in the same year and cover the same period. The methodologies applied should guarantee comparable results for all four countries.
- In the light of the fruitful work e.g. of the Observatory of transalpine freight traffic CH-EU with regard to data collection and processing, the steering committee may consider to terminate the activities of this working group.

E. Safety in railway tunnels in the Alpine area

- Information about safety in railway tunnels and good practice examples for intervention and rescue, in particular in cross-border tunnels, will continue to be exchanged on a regular basis. The reflection launched by the European Railway Agency (ERA) on a methodology for common risk acceptance criteria will be closely monitored;
- The ad hoc group will further scrutinise the topics which it has discussed during the German Presidency, including inter alia:
 - The exchange of information on the effective surveillance of dangerous goods transport by rail in the Alpine region: paying special attention to real time cross border transmission
 - The further examination of the analysis made by the infrastructure managers about the network of sensors, especially the feasibility concerning longer tunnels in the Alpine area
 - The further examination of the analysis to be made by the infrastructure managers about a ventilation system in older tunnels in the Alpine area with regard to costs and benefits on a case-by-case basis in order to evaluate the opportunity of retrofitting.

F. General and cross-cutting issues

As part of the Steering Committee's ordinary meetings general exchanges of information on current/on-going issues - such as foreseeable special situations in road and/or rail transport or the development of infrastructure projects of particular interest - can be held when appropriate.

IV. New Presidency

The Ministers of Transport thanked the German Presidency for the excellent work accomplished since May 2012. They decided unanimously to entrust Slovenia with the Presidency for the period 2014-2016. After that, the Presidency is to be passed on first to Italy, then to Liechtenstein, followed by Switzerland.