



The Motorcycle Industry in Europe

Position Paper

Green Paper on Urban Transport 'Towards a new culture for urban mobility'



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ACEM, the Motorcycle Industry in Europe, is the professional body representing the interests and combined skills of 11 powered two-wheeler manufacturers producing a total of 22 motorcycle, scooter and moped brands. The members of ACEM account for 90% of the production and up to 95% of the European powered two-wheeler market, representing a turnover of 10 billion Euros and employing over 200.000 people in the European Union. ACEM also comprises of 14 National Industry associations, active in the EU Member States.¹

1. The issue: a new urban mobility culture, is there a European added-value?

The European Commission adopted in September 2007 a Green Paper on urban transport (COM(2007) 551). As a stakeholder, ACEM has contributed to the process leading to this document, and wishes to continue providing its views answering the questions it judges relevant to the Motorcycle Industry in the current public consultation phase, as well as raising further important points.

ACEM is committed to playing a role in the creation of a new urban mobility culture in Europe based on information, integration and innovation². ACEM believes that, within respect of subsidiarity and recognising that there should be no 'one size fits all' approach, there are areas where **Europe can bring cities an added-value**. These should focus mainly on gathering of data, exchange of best practices, incentives and financing for research, and providing frameworks where appropriate.

Thinking today about the city of tomorrow, such European action should support cities in the adoption of an integrated approach to urban mobility, including Powered Two-Wheelers in the 'urban transport toolbox'.

2. Urban quality of life and prosperity

Urban quality of life and Europe's prosperity rely on efficient and sustainable mobility in cities. Efficient Work and Social mobility is central to ensuring the personal development of individuals and the urban community. This leads to the fact that many daily transportation patterns will be multi purpose and involve different journeys.



An efficient integrated urban transport toolbox should support and encourage the development on an equal footing of different private and public transport modes, addressing the different needs of citizens, and connect them through a co-modality policy, to benefit from the advantages of each mode.

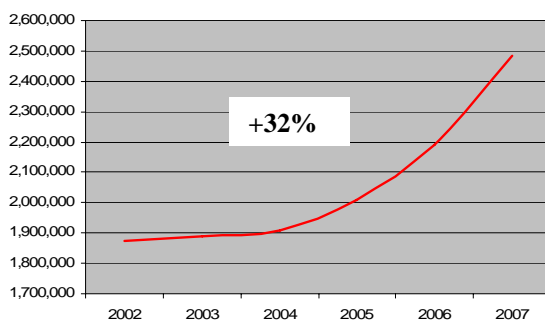
¹ For the complete list of members, see <http://www.acem.eu>

² For material related to the ACEM Conference "URBAN MOBILITY: the Powered Two-Wheeler contribution to better quality of life in cities", see <http://www.acem.eu/cms/2007conference.php>

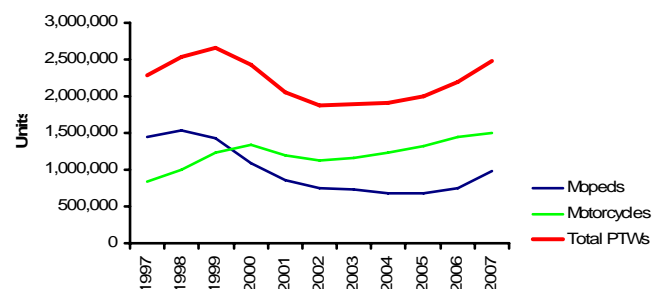
3. Daily urban mobility and Powered Two-Wheelers

The growing amount of congested traffic on urban roads requires policy-makers to consider all mobility tools available – Powered Two-Wheelers (PTWs) are effective solutions to problems caused by urban congestion, providing citizens and businesses with improved mobility and accessibility in cities. The current fleet of PTWs in Europe amounts to approximately 30.000.000 vehicles and between 2.000.000 and 2.500.000 new PTWs are sold per year. Over the last few years, EU market trends clearly show that PTWs answer the mobility needs of an increasingly higher share of the European population.

EU PTW Market 2002-2007



EU PTW main segments 1997 -2007



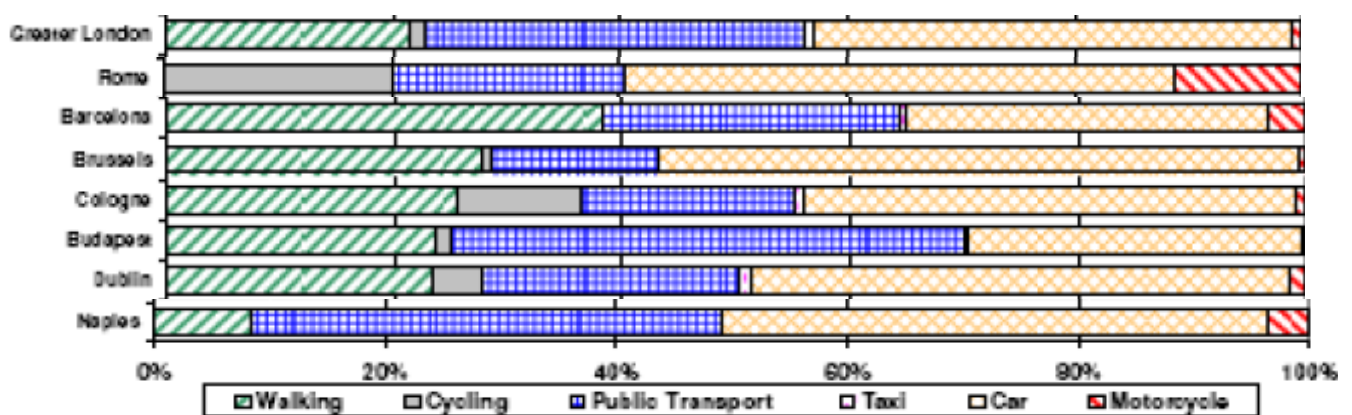
Mopeds and scooter-style motorcycles account for the majority of the PTW market and are generally preferred by users in urban and peri-urban individual mobility. Citizens increasingly use PTWs in daily urban mobility because of their convenience and intrinsic advantages in terms of door to door mobility, flexibility, parking, costs and fuel consumption. For authorities and the urban community, these advantages of PTWs translate into very low congestion contribution and limited idling in traffic, reduced space occupation, reduced parking pressure, higher fuel-efficiency and lower CO2 production.



Average space occupation and vehicle mass
Indicative typical urban and peri-urban daily journey length

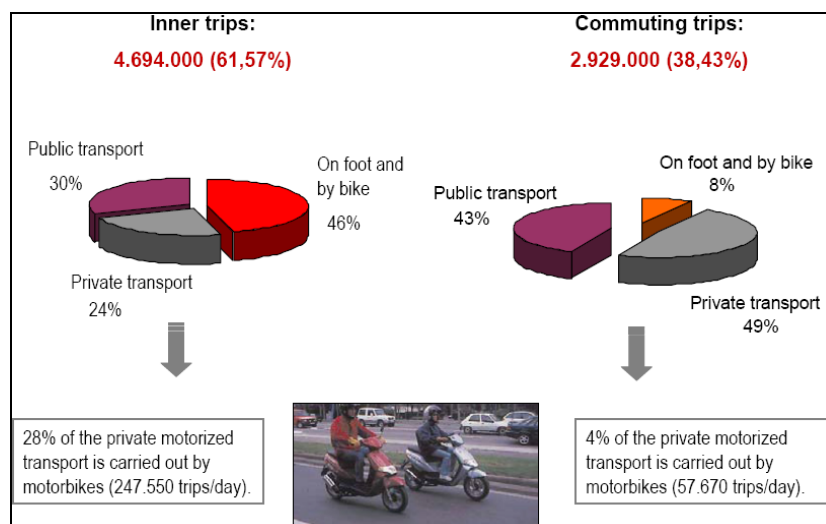
A majority of urban trips are individual trips. Cars are by design 'multi-purpose vehicles' allowing one or more people to travel over long distances; however, they are often over-dimensioned in an urban environment, exceeding the needs of many city trips. PTWs are 'single purpose vehicles' tailored to the urban and peri-urban environment, allowing up to two people to travel and following a 'less is more' philosophy: they are constructed to cover specific daily travelling ranges, and each component is calibrated accordingly.

For certain journeys, PTWs can be an alternative to individual car-based private mobility or a complement to public transport, successfully integrating the urban transport toolbox available to citizens, businesses and authorities. This is confirmed by the growing participation of PTWs to the urban modal split in many European cities.



Modal split in some EU cities

Source: Urban Transport Benchmarking Initiative, Study year 2003
except Budapest (1994), Rome (1999), Dublin, Cologne, Naples and Barcelona (2002)

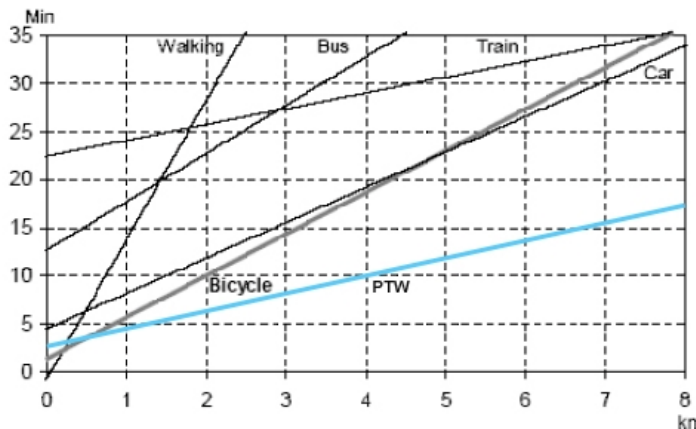


PTW share of urban mobility in Barcelona,
a city having developed a PTW-dedicated mobility and safety plan
Source: Barcelona City Council, Safety and Mobility Department

The EU added-value:

Supporting the sharing of information about PTWs at local level and promoting best practices in the optimisation of urban mobility through the integration of PTWs in sustainable urban transport plans

4. PTWs in free-flowing towns and cities



Comparative table of journey times
in the urban environment, time reckoned from door to door
Source: EC, 2000, with additional PTW line
added by ACEM based on ADEME Study data, 2007



Reduced parking pressure

Information: Due to their limited dimensions, PTWs do not suffer from, nor create, congestion. They reduce journey and parking times for the user. The ADEME study (2007) comparing PTW and car trips in the city of Paris concluded that with a PTW “pure” travel time is divided by two and car drivers need an additional 16 minutes on average in search for a parking place. For these advantages, PTW are also often chosen by businesses for their small logistics and public services such as local police. Further, PTW parking infrastructures demand less space and limited investment from local authorities, are easier to integrate in the structure of European cities, and create less impediment for pedestrians and cyclists.

EC Q1: Should a “labelling” scheme be envisaged to recognise the efforts of pioneering cities to combat congestion and improve living conditions?

- This question should be the last one of the consultation and cover all aspects of urban mobility. A “labelling” scheme should be supported, for cities taking positive actions towards the improvement of sustainable mobility in all its aspects (mobility; environment; safety). The label should be awarded to cities maximising the use of the ‘transport toolbox’, including all modes and the “labelling” scheme should include an evaluation of ‘PTW integration measures’.

EC Q2: What measures could be taken to promote walking and cycling (and PTWs) as real alternatives to car (with relevance to reducing congestion and its effects- pollution, CO₂,...)?

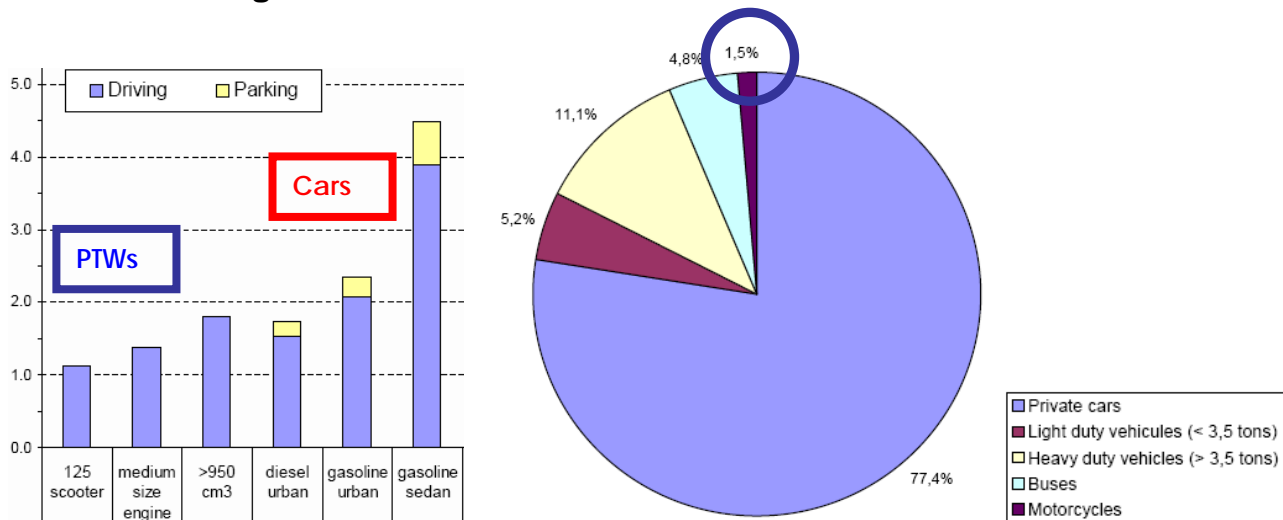
- Urban mobility policy should clearly recognise the PTW as a real alternative to the car in private transport, for some type of journeys. This is all too often forgotten, therefore Q2 has been amended accordingly.
- The need for personal mobility has been traditionally satisfied by cars- ‘individual car usage’ at peak hours is the major source of urban congestion and of related emissions and pollution (1970: 81 cars/km ; 2003: 241 cars/km).
- The Green Paper “Citizens’ Networks” (1996) already mentioned the contribution of PTWs and provided figures supporting their relative advantages, in terms of reduced travelling times and fuel consumption, due to their limited dimensions and weight.

- The PTW alternative must be clearly integrated amongst the 'softer' transport modes, as this enables to optimise the PTW contribution to urban mobility, and address PTW needs in terms of mobility and safety.

EC Q3: What could be done to promote a modal shift towards sustainable transport modes in cities?

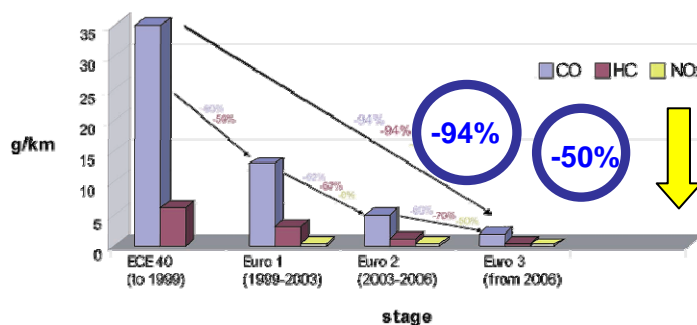
- The concept of sustainability should cover urban transport in a holistic way: the objective must be to improve mobility, reduce congestion and its effects in terms of environment and safety.
- Policies need to be flexible in order to match future developments, in particular when it comes to the development of new technologies (safety or clean propulsion) or new vehicle concepts.
- Sustainable journey types should be supported and encouraged by making full use of the urban transport toolbox, safeguarding the principle of free movement of citizens and goods and ensuring prosperity.

5. PTWs in greener towns and cities



Comparative fuel consumption PTW-car in litres over a 31km journey in Paris, from the suburbs to the center, in peak hour
Source: ADEME Study, 2007

Distribution of CO2 emissions from road transport in Milan, 2001
Source: Report on Urban transport in Europe, Suez Tractebel, 2007



Reductions of PTW emissions Euro 0 to Euro 3 (1999- present)
Source: ACEM



New propulsion technologies
Source: ACEM

Information: Due to their mobility and parking advantages, resulting in shorter commuting times, their limited weight and their higher energy-efficiency, PTWs compare positively regarding CO₂ in real life use. Even in cities where their share of the modal split is relatively high, PTWs only account for a very small fraction of overall CO₂ from road transport. Regarding polluting emissions, PTWs have achieved major progress over the last decade, and ACEM is committed to continue supporting the emissions reduction process to ensure further improved environmental performance in the future.

EC Q4: How could the use of clean and energy efficient technologies in urban transport be further increased?

- Fiscal incentives should be set up by local authorities to encourage the renewal of the “old” vehicle fleet, and PTWs should be included in these incentives schemes. This is best brought about by revising existing national taxations systems so that the heaviest polluting vehicles pay most (polluter pays principle). Scrapping incentive schemes such as recently done in Italy can also serve the same purpose but should be sustained in time to give industry planning certainty.
- Emissions-based taxation can encourage the citizen towards cleaner and more energy-efficient vehicles, and PTWs should be integrated in these taxation schemes. Consistent with EU targets in greenhouse gases reduction, and in order to avoid a disharmonised situation across Europe, the EC should encourage Member States willing to adopt such emissions-based taxation to follow a harmonised approach.
- Investment in PTW clean technology for the urban environment should be supported, because of the PTW ‘free-flowing’ advantages. Research and innovation in the field of application to PTWs of new propulsion technologies (hybrid, electric, hydrogen...) should continue to be supported at EU level.
- Barriers to creating markets should be removed, by supporting the development of alternative energy fuelling stations (electric, hydrogen,...).

EC Q5: How could joint green procurement be promoted?

- Green procurement could find applications in PTW fleet purchases for local police and other public services, such as post offices. Harmonised evaluation criteria should be put in place at EU level to ensure a uniform approach to green procurement.

EC Q6: Should criteria or guidance be set out for the definition of Green Zones and their restriction measures? What is the best way to ensure their compatibility with free circulation? Is there an issue of cross border enforcement of local rules governing Green Zones?

- Binding criteria or at least guidance at EU level are important to ensure that these measures do not impinge on freedom of movement and that in the future similar criteria are applied throughout Europe.
- Continued mobility at minimum environmental impact can be guaranteed by restricting access to Green Zones to vehicles meeting at least the latest EU emissions stage. Authorities should consider additional incentives to promote the uptake of vehicles with new propulsion technologies (hybrid, electric, hydrogen...) offering ultra low or zero local emissions (e.g. preferential parking, access to refuelling/recharging infrastructure,...)
- Green Zones should still enable access through the provision of appropriate vehicle parking in their vicinity, for all vehicles including PTWs

EC Q7: How could eco-driving be further promoted?

- Awareness campaigns should be devised to encourage eco-driving.

- Eco-driving should become part of driver-rider education, including school education for young moped users.

6. PTWs and Smarter urban transport

Information: The development of ITS urban applications in the future must ensure the integration of PTWs. The different mobility and dynamic characteristics of PTWs should be included, in order to ensure compatibility of these systems with all vehicles.

EC Q8: Should better information services for travellers be developed and promoted?

- The EU could play a role in supporting the development of web-based applications allowing the calculation of routes and the estimation of travelling times, parking availability, CO2 production, by different private and public modes, to encourage best use of the transport toolbox. Information could also be relayed by other means to ensure that all users have access to this service.
- New cooperative system applications could provide the information network to support this development

EC Q9: Are further actions needed to ensure standardisation of interfaces and interoperability of ITS applications in towns and cities? Which applications should take priority when action is taken?

- The EU should play a role in ensuring standardisation of interfaces and interoperability of ITS applications in towns and cities.

EC Q10: Regarding ITS, how could the exchange of information and best practices between all involved parties be improved?

- Setting up of dedicated platforms involving all stakeholders (Authorities, Industry, Users).

7. PTWs and Accessible urban transport



Bus lanes also open to PTWs and bicycles
Source: ACEM



Dedicated PTW parking
Source: ACEM

Information: Due to their limited dimensions, PTWs do not suffer from, nor create, congestion and highly benefit from dedicated urban mobility management schemes, also in terms of road safety.

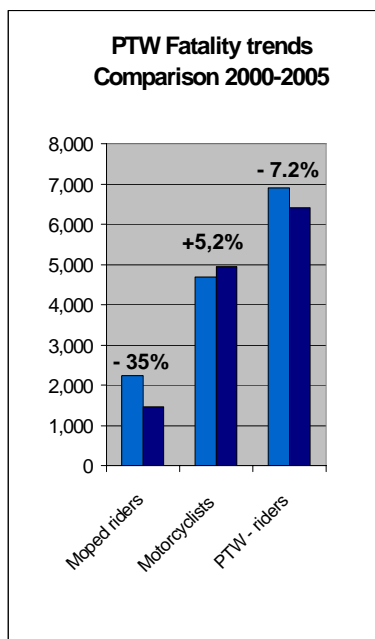
EC Q12: Should the development of dedicated lanes for collective transport be encouraged?

- Where possible, public transport should be separated from private transport (dedicated lanes; underground)
- Public transport dedicated lanes should be open to PTWs, such as currently done in some cities in the UK and Spain (no related contribution to congestion and improved safety for PTW users).

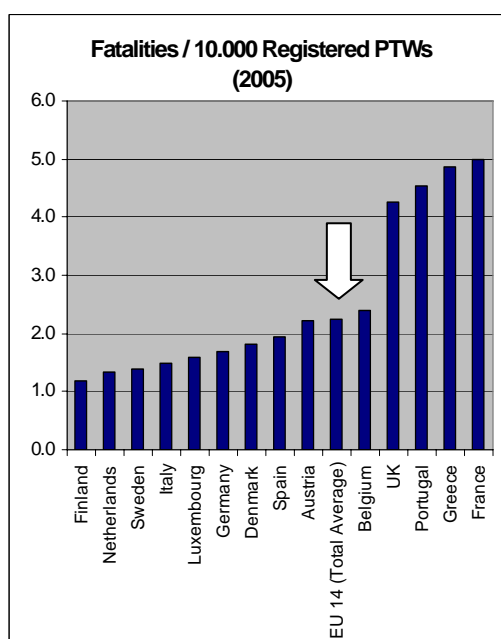
EC Q15: How can better coordination between urban and interurban transport and land use planning be achieved? What type of organisational structure could be appropriate?

- From a practical point of view, co-modality should be promoted by the availability of parking spaces at train stations and bus terminals. For PTWs, parking can easily be set up together with bicycles, and lockers provided to store safety equipment (helmet,...)

8. PTWs and Safe and secure urban transport



PTW road safety trends 2000-2005 show improvements
Source: ACEM, CARE data



PTW road safety performance vary depending on the country
Source: ACEM, CARE data

Information: Due to their characteristics, PTWs are part of the “softer” transport modes such as walking and cycling, with which they share similar needs in terms of road safety because of the higher vulnerability of their users compared to other motorised vehicles. The European Council of Ministers of Transport has confirmed that PTW users are to be considered as vulnerable road users. Therefore, the role of policymakers is central to improving their safety. Local authorities should have an integrated approach to their mobility and safety needs and requirements.

EC Q16: What further actions should be undertaken to help cities and towns meet their road safety and personal security challenges in urban transport?

- The EU should further support the collection of urban road safety data.
- The EU should promote best practices for urban safety awareness campaigns.
- The EU should promote best practices on appropriate road infrastructure design and infrastructure
- The EU should promote the use of targeted enforcement to address the urban environment
- All of the above should also have a PTW angle, and the EU should promote the adoption by local authorities of dedicated 'motorcycle strategies', looking at PTW mobility and safety in an integrated way: lack of consideration can lead to sustained vulnerability for users. Policy integration has shown to bring road safety improvements (for instance London, where an increase of +20% in PTW mileage corresponded to a reduction of -13% in PTW fatalities).

EC Q17: How can operators and citizens be better informed on the potential of advanced infrastructure management and vehicle technologies for safety?

- Promotion of best practices should support an improved awareness about advanced infrastructure management and vehicle technologies for safety

EC Q18: Should automatic radar devices adapted to the urban environment be developed and should their use be promoted?

- Automated enforcement can make a contribution to improving road safety, in particular in urban densely populated areas shared by different types of users
- In order to ensure 'free-flowing traffic' it would be interesting to consider the possible positive contribution of flexible speed limits, allowing both higher and lower speeds as appropriate (dependent on type of infrastructure, time of the day...).

9. PTWs in a new urban mobility culture

EC Q20: Should all stakeholders work together in developing a new mobility culture in Europe? Based on the model of the European Road Safety Observatory, could a European Observatory on Urban Mobility be a useful initiative to support this cooperation?

- ACEM views the setting up on a European Observatory on Urban Mobility as one of the key outcomes of the process to ensure that information and best practices are accessible to cities across Europe. The Observatory should be open to all stakeholders and seek to pull together further data and knowledge about urban mobility. It should be accessible to all stakeholders, also in an active way enabling data to be supplied, and should also address PTWs.

10. PTWs and Financing

EC Q21: How could existing financial instruments such as structural and cohesion funds be better used in a coherent way to support integrated and sustainable urban transport?

- Structural and cohesion funds already contain the theme of transport, both in terms of aid to the analysis of the future needs and of support for the realisation of transport infrastructure. Their focus is normally on the development of trans-European network and the link to such network of local transport infrastructure. European urban areas are the knots of such network, and can also be considered as its weak points, where the gain in efficiency thanks to seamless cross-borders links is wasted in the mire of

inefficient hubs where the links converge. EU structural funds can support the local authorities to define the appropriate solutions for an efficient local transport ensuring free-flowing cities for freight and citizens.

EC Q22: How could economic instruments, in particular market-based instruments, support clean and energy efficient urban transport?

- Fiscal incentives should be set up by local authorities to encourage the renewal of the “old” vehicle fleet, and PTWs should be included in these incentives schemes (as recently done in Italy)
- Emissions-based taxation can encourage the citizen towards cleaner and more energy-efficient vehicles, and PTWs should be integrated in these taxation schemes. Consistent with EU targets in greenhouse gases reduction, and in order to avoid a disharmonised situation across Europe, the EC should encourage Member States willing to adopt such emissions-based taxation to follow a harmonised approach.

EC Q24: Should towns and cities be encouraged to use urban charging? Is there a need for a general framework and/or guidance for urban charging? Should the revenues be earmarked to improve collective urban transport? Should external costs be internalised?

- Urban charging decisions should be left to an appraisal at local level, dependent on the local characteristics of mobility, and should serve to redistribute total costings rather than increase total costings.
- Information and guidance could however be useful to ensure that measures eventually taken at local level do not impinge on the freedom of movement.
- Revenues should be earmarked to improve all urban transport, public and private, and in particular improvement of the infrastructure.

EC Q25: What added value could, in the longer term, targeted European support for financing clean and energy efficient urban transport, bring?

- European support for financing a clean and energy efficient urban transport toolbox, built on a mix of private and public transport, would enable striving towards more sustainable urban mobility and prosperity. European support for research and innovation can bring benefits by allowing industry to pool together resources and create further synergies in Research and Development, towards new (PTW) urban mobility concepts fitting this vision.

The EU added-value:

- Supporting the sharing of **information** about PTWs at local level and promoting best practices in the optimisation of urban mobility through the **integration** of PTWs in sustainable urban transport plans.
- Supporting a “labelling” scheme for cities maximising the use of the ‘transport toolbox’, including all modes ‘PTW **integration** measures’.
- Supporting the PTW alternative **integration** amongst the ‘softer’ transport modes.
- Supporting fiscal incentives encouraging the renewal of the PTW vehicle fleet.
- Supporting a harmonised approach for emissions-based taxation at Member State level and PTW **integration** in these taxation schemes.
- Supporting investment in PTW clean technology for the urban environment and research and **innovation** in the field of application to PTWs of new propulsion technologies (hybrid, electric, hydrogen...).
- Supporting the removal of barriers to creating markets, and the development of alternative energy fuelling stations (electric, hydrogen,...).
- Promoting green procurement and allow its application also to PTW fleet purchases for local police and other public services.
- Promoting criteria or guidance at EU level for the definition of Green Zones.
- Promoting eco-driving.
- Supporting, through dedicated platforms bringing together stakeholders, the development of future urban ITS applications, interoperable and standardised, compatible with all vehicles, and web-based urban mobility **information** tools.
- Promoting the **integration** of PTWs in urban infrastructure, also from a co-modality oriented approach.
- Supporting the collection of urban road safety data, promoting best practices for awareness campaigns and on appropriate road infrastructure design and infrastructure, as well as targeted urban enforcement (including a PTW angle through ‘motorcycle strategies’)
- Setting up a European Observatory on Urban Mobility, open to all stakeholders, to ensure that **information** and best practices are accessible to cities.
- Providing **information** and guidance to cities to ensure that local decisions on urban charging do not impinge on freedom of movement and that revenue is earmarked to improve all urban transport, public and private.
- Providing support for research and **innovation**, allowing industry to pool together resources and create further synergies in Research and Development, towards new (PTW) urban mobility concepts.