

Recommendations of the Working Group Smart for the Eurasian countries related to the development of legislation in the area of passenger transportation

1. To determine **assurance of the human's constitutional right to travel freely** both inside and outside of the country as a main purpose of the general policy in the area of passenger transportation. Ways to achieve this purpose: focus on **prioritised development of public transport, integrated mobility and integrated transport systems**. Legislation, being a tool of state policy implementation, shall be reoriented to achieve this purpose and new task solutions.

2. **Agreed accession of the EAEC Member States to the UN ECE international agreements (conventions)**, including **the Interbus Agreement**, shall become the basis of the integrating process in order to bring the national legislation systems in consistent form. Such a method is successfully employed during the European integration and is fairly considered to be the most "delicate" tool of legislation harmonisation. The unified approaches to the passenger transportation market regulation, the unified technical standards and elimination of transborder barriers give impetus to social development and population mobility growth.

3. **Transfer from industrial regulation of passenger transportation to making of legislation that is oriented to the integrated solution of mobility problems**. Unification of the terms and mechanisms of industrial regulation is time consuming with no possibility to succeed, it is more reasonable to be oriented to the main purpose and the relevant European documents. The main terms and their definitions (public transport, route network, integrated mobility, integrated transport system, transport service organisation) should be formalised in legislation, as well as ensuring their legal regulation.

4. **Improvement of civil legislation** will make it possible to regulate the contractual regime in the area of passenger transportation. First of all, it affects such "juridical construction" as **public transport** when contractual terms and conditions are determined by the government agencies and are connected with their budget possibilities. **Organisational contracts** should be developed as well, since many population transport service tasks (multimodal transportations, unified fare payment systems, partnership with railroad stations, etc) may not be practically implemented without them.

5. **Creation of "umbrella" organisational structures (transport agencies)** that are responsible to local authorities. Their activity should be legitimate and aimed at coordination of all mobility aspects: integrated development of the truck road network, traffic and parking management, formation of the route network and passenger transportation organisation, creation of conditions for bicycle traffic and pedestrian flow.

6. **Minimal social standards in the transport area should be formalised in legislation** and gradually developed. Standard time consumption for people's regular travel to work, educational institution or in order to receive basic services shall form the basis of these standards, at the same time the implementation of the standards will be assessed by the percentage of the population that lives in a standard level zone of transport accessibility.

7. **Introduction of public transport service contracts** and improvement of contractual relations between local authorities and carriers. It is important for implementation of social standards and assurance of consistent public transport financing. In order to solve this task it is reasonable to learn and rationally employ the experience of the European countries which is related to the application of EU Regulation 1370/09.

8. **Use of new mobility management tools.** Clear guides in transport policy shall allow local authorities to more actively master such tools such as mobility plans (transport plans connected with town planning and town development), as well as joining the common European movement for consistent mobility.

9. **Smart Move global promotion campaign assistance** and other international initiatives aimed at public transport support. The Government and people need objective information on public transport advantages, development of which is a tool for solution of many tasks of state importance including people's quality of life improvement, elimination of social stratification and spatial segregation, as well as mass recreation and tourism activation.

10. **Use of the IRU potential** for organisation of multilateral dialogue related to public transport development problems, assurance of expert support when preparing new legislative acts, as well as implementation of projects in the area of consistent city (regional) mobility.

Improvement of legislation in the area of taxi operation control

Taxi is a separate type of road transport that makes population mobility possible and is a part of the collective public transport system. It should be noted that the structure of the taxi market is not homogeneous and consists not only of passenger transportation services, but those related to acceptance and transfer of taxi orders performed by means of various communication tools by dispatch centres and mobile applications.

Nowadays, taxi service industry development is strongly associated with the necessity of modern information technologies ensuring communication between a driver and passenger, as well as automation of serving a taxi which is the closest to the passenger by means of using geonetworking. Availability of various types of communications, use of Web applications, and high vehicle-to-population ratio, make professional taxi service market vulnerable to providers of communication systems between customers and owners of common motor cars. The Government's failure to take special measures of regulation will lead to replacement of professional taxi services with systems of passenger transportation by means of common motor cars using mobile applications that are not covered by transport legislation. At the present time it already leads to reduction of safety and service quality for passengers, and taxi service business bears the losses and becomes inefficient.

As a result, the Smart Move Working Group suggests the following:

1. National legislation that regulates taxi operation shall determine the taxi as a type of public transport and make demands on not only the technical state, equipment to be installed on taxi vehicles, professional competence and experience of taxi drivers but on dispatcher centres and mobile taxi applications as well. However, business that renders taxi services should be considered not as companies that render information services related to "sale of orders" but as full participants of transport operation.
2. The national legislation on taxi shall envisage:
 - express prohibitions and serious fines for organisation of communication systems between passengers and drivers without participation of entrepreneurs that have special licences to render passenger transportation services by means of taxi;
 - Creation of local electronic state registers of taxi business participants and "trusted web services" that are created on principles of public and private partnership that allows to provide for users the safe and quality taxi services.

- financial guarantees as criteria of access to taxi service market by dispatcher centres and mobile taxi applications in the form of life and health insurance of passengers or professional liability insurance.
3. In order to manage guarantee system and form intelligent transport systems the governmental authorities should create information systems of control and organisation of population transport service by means of taxi that ensure obtainment and processing of information on each taxi order.
 4. National taxi legislation should envision the possibility of establishing peculiarities of taxi market organisation by local laws.
 5. The national legislation on taxi should envision taxi business development programmes, as well as statutorily establish the following preferences and reduced payment considering taxi to be a collective public transport:
 - To grant permit for the use of bus priority or dedicated lanes by taxis.
 - To promote, including through facilitation of tax burden, the use of alternative fuels and the acquisition of greener vehicles by taxi operators, as well as to make taxis eligible for fuel discounts.
 - To adopt regulations facilitating taxi access to the terminal infrastructures of other modes of transport.
 - To provide easily accessible and secure taxi stops for both drivers and passengers. To create a large number of taxi ranks with information signage and transportation rates recommended by local authorities. To give the right for taxis to stop (short-time parking) when serving passengers with disabilities in areas where parking is normally not allowed. To grant permits for the use of bus stops during non-working hours of bus services as taxi ranks.
 - To grant priority right to conclude contracts on transport service of the governmental authorities to organisations that render taxi services.

Recommendations for development of bus tourism and intercity bus transportations

For many years international and intercity bus transportations have been treated as “ancillary” at the sectoral level with regard to dominating railroad and air transportation. Not much attention is paid to the development of bus tourism as well.

The relevant issues are not properly taken into consideration when developing national transportation strategies. There are gaps in legislative regulation. There is no well-targeted work related to the development of necessary infrastructure, improvement of investment attractiveness and bus transportation image.

As the result, the CIS countries significantly lag behind the EU countries in this transport segment.

However, bus transportation is the most “public-oriented” type of transport.

Competitiveness is more developed in this area, thus, prices of passenger transportations are the lowest. Buses do not depend on expensive transport infrastructure facilities (airports, railroad stations), and can as quickly as possible reorient and respond transport demands of population.

This transportation sector is characterised by the most significant volume of private investments and the lowest level of funds taken from the federal and regional budgets. It is not by accident that bus transportations are the more dynamically developing segment in transport industry.

Safety and passenger service quality, as well as price affordability for population shall be prioritised in the development of bus transportations.

Working Group Smart Move suggest following measures:

- 1. To ensure possibility of buying a roll stock of a good quality by a carrier for reasonable price.**
 - To abolish custom duties for tourist and intercity buses.
 - To abolish “car recycling tax” where applicable.
 - To grant an import permit for second-hand intercity and tourist buses with big bus capacity that meet the requirements of the third emission standard paying the uniform custom duty at the level of not more than EUR 10,000 per bus.
 - To allow bus manufacturers from the Customs Union countries to produce intercity and tourist buses with engines that meet the requirements of the third emission standard.
 - To support the bus overhaul repair programme that is aimed at small business and use of local manufacturing resources.

- 2. To reduce administrative and financial pressure on carriers and exclude purely bureaucratic and inefficient measures.**
 - To de-bureaucratise child transportation and remove excessive restrictions on them where applicable.
 - To reduce a carrier’s compulsory civil liability insurance rate. To annually amend the rate taking into consideration statistic data related to amount of damage paid by insurance companies to injured passengers and premium amount received from carriers. Proportion shall be in compliance with weighted average value in the European countries.

- 3. To stimulate use of public passenger road transport instead of personal usage.**
 - To join the global campaign Smart Move aimed at increasing the volume of passenger transport use by means of decreasing personal transport use.
 - To acknowledge all bus transportation including tourist and chartered ones as a part of public transport system. To allow bus drivers (vehicles of category D) to run lanes for shuttle passenger transport. In this case driving regulations should be amended as it was done for taxis.
Such measures will make it possible to increase attractiveness of this type of passenger transportation as opposed to personal transport. One bus can replace 30-35 motor vehicles. This measure will make it possible to reduce the level of traffic jams, improve city ecology and reducing pollution levels.
 - To assist with introducing new information technologies in transport.
 - To develop transport infrastructure that is aimed at bus transportation.

- To envision places where it will be possible to let passengers on/off buses (not only shuttle buses) close to big hubs, railroad and tube or metro stations.
- To envision spots where it will be possible to park tourist buses close to places of interest, moreover, the price of this service shall be reasonable.
- To assist with the creation and development of integrated service stations for intercity buses on federal highways with sufficient parking space, sufficient number of public conveniences for passengers (including disabled passengers), with possibility of emptying and filling bus restrooms, with food service areas and points of sale.

4. To solve issues regarding transportation safety.

- To stake on training and promotion instead of inefficient bureaucratic procedures.
- To develop thorough methodical recommendations, textbooks, video tutorials that make it possible to improve training the quality of transport companies' specialists and bus drivers. The uniform methodical centre for these purposes could be the IRU Academy that is internationally recognised centre of programme development and training for employees in the transport industry.
- To provide the maximal availability of training material and recommendations for employees in the transport industry. At the same time materials from web sites of the Ministry of Transport, GIBDD, and transport unions shall be used.
- Working Group Smart Move that consists of experts and representatives of relevant ministries shall order an analysis of car accidents that includes buses in the CIS countries, and develop recommendations related to bus transportation safety improvements.

6. To assist in development of bus transportation and tourism between the ECE countries.

- To grant permits for chartered transportations from one EEU country to another without the necessity to obtain international licence by the carrier.
- To allow carriers to perform transportations to the territory of another EEU country and do not deem such transportations as cabotage.

7. To join the international Interbus Agreement.

The Interbus Agreement will provide the possibility of liberalisation of occasional passenger transportations by means of road transport and unification of the applied requirements, and documents during their performance for the European countries that are not the part of the EU.

Recommendations on improvement of road passenger transport and its organisation conditions

In 2050, more than a half of the population of developing countries will live in urban areas. A significant increase in the number of people using city and intercity public transport systems, including light rail, city and national buses, must be an important task of sustainable development during 2015-2030.

An analysis of passenger transport in the CIS revealed that transport companies are not fully prepared to operate under market conditions due to ineffective government control and poor performance and lack of competitive transport companies. Increase in the vehicle-to-

population ratio entailed deterioration of demand for passenger transport services and multiplied cities environmental and transport loads. The existing passenger transport fares do not reflect the actual costs of transport operations, and sometimes do not cover transport companies' expenditures; no financing opportunities that would allow renovation or rehabilitation of the fleet are available to carriers. Unfortunately, there is also no regional transport policy that would ensure efficient passenger transport.

In practice, passengers do not always have an opportunity to choose an optimal route in terms of time, travel cost and configuration or to use a unified travel ticket irrespective of the region where it was purchased. Travel customers and transport companies do not always have opportunities to quickly perform reciprocal payments for transport services provided. Existing transport social standards of several states are obsolete and require specification in accordance with regulations accepted in the CIS and the EEU and best practices of the European Union.

The above-mentioned problems stop the possibility of increasing population mobility through developing CIS road passenger transport, whereas such mobility is a significant parameter of economic and social efficiency assessment worldwide. Studying the causes of these problems and assessing their change dynamics provide an opportunity to recommend some approaches to establishing modern strategies and long-term development plans for road passenger transport.

The Smart Move Working Group recommends the following:

1. To develop strategies and long-term plans for passenger transport, aimed at satisfying a maximum of people's needs, including the disabled. When developing such strategic documents, it is recommended to distinguish three aspects: infrastructural, social and commercial, with a clear definition of the process participants' — the state's, the business community's, and the population's positions and aims.
2. To use an integrated approach to stable mobility in regional policies concerning the infrastructural aspect. For that purpose, to establish authorities for coordination of services' actions planning and implementing local architectural and transport policies, to regularly carry out public review of general layouts to ensure people's mobility, to define the rights and responsibilities of the parties involved in the road network parameters (traffic capacity, roadway quality, repair timing, etc.) and other infrastructure facilities: transport stops, terminals and stations, especially multimodal ones.
3. To explore the question of providing passenger transport priority by means of special lanes assignment, streets for passenger transport only, permitting to move on tram lines when going in the same direction, where possible or necessary, providing priority in intersection crossings by integrating automated systems of road traffic control and passenger transport controls.
4. To provide complementarity of all kinds of city and regional transport. For that purpose, to develop multimodal passenger transport which suppose the passenger uses two or more kinds of transport. This requires resolution of legal regulation issues concerning such multimodal transport, developing a network of modern multimodal passenger terminals, establishing integrated schedules of city and other kinds of passenger transport, arranging an efficient and easily accessible on-line system of advising passengers on schedules, possible routes, time and cost of travel. .
5. To clarify clients' needs and expectations and to develop coordinated approaches to work with various consumers of services and distinguishing of economic and technical parameters of services providing, it is recommended to perform passenger transport client segmentation in accordance with important categories: paying capacity and social security, attitude to comfort, velocity and travelling accuracy, capability of accessing transport services, customer profitability degree and growth prospects.

6. On the basis of the client segmentation, it is recommended to develop and keep the standards of transport service up to date for all social groups, to establish responsibility limits of the state and the business community for arranging and performing transport of passengers with low paying capacity and poor social security, and to determine the source of financing such transport.

7. It is recommended to develop a unified system of quality evaluation of passenger transport services on the basis of availability, comfort, velocity, and other parameters. Indices of the service quality evaluation system may be used for establishing mutual rights, duties and responsibilities of parties entering into agreements (contracts) on passenger transport arrangement.

8. Based on best practices of transport companies, it is necessary to develop educational programs to upgrade qualifications and proficiency of passenger transport employees, including heads of transport companies, service engineers, economists, accountants, vehicle drivers and others, and to arrange regular trainings for them, including trainings concerning transport of the disabled.

9. To develop an economical mechanism of financing socially important passenger transport that is based on a differentiated approach to segments of financially supported social groups and on stimulating the business community's participation in socially important projects based on profitability of such participation.

10. To finance renovation and rehabilitation of the fleet and to develop transport infrastructure, either through public-private partnerships or other patterns, it is recommended to form specialised funds for development of passenger transport and infrastructure at the regional level. Fuel excise is one of the possible sources.

11. To introduce a unified travel ticket system with a no-touch smart card technology for all kinds of passenger transport, including shared taxi buses. The unified travel ticket system may provide fare payments differentiated by actual distance, time of travel, number of stops, capability of preformed transport work recording for each carrier with differentiation by the time of day, types of transport, routes, passenger social groups and other factors. Based on monitoring of the passenger traffic, optimisation of the route network and schedule will become possible. A passenger traffic control system will facilitate the increase in carriers' revenue clarity and growth of tax returns to relevant budgets.

12. To optimise the network of travel ticket sale outlets with regard to providing opportunity for refilling unified travel tickets by means of bank self-service machines and other forms of payment.

Implementation of the above recommendations is impossible with no efficiently arranged passenger transport control system. Therefore, it is recommended to establish regional centres of passenger transport control whose competence may include issues of planning and coordination of carriers' actions within the service area, improvement of the route network, schedule coordination across transport modes, transport safety management and passengers service quality, etc. The work of the centres must be supported by information system, advising clients and road users as regards to passenger transport operation. For that purpose, to establish integrating national and international information portals giving clients easy access to routes, schedules, services databases and other necessary information, and allowing unified travel tickets balance checking, remote booking and selling of integrated tickets for all kinds of transport; and feedback for continuous improvement of passenger transport services.
