



**EUROPEAN CONFERENCE OF MINISTERS OF TRANSPORT
COUNCIL OF MINISTERS**

Council of Ministers

**REPORT ON FUTURE DIRECTIONS FOR ECMT:
FROM VISION TO DECISIONS**

This document was examined by the Council of Ministers during the Brussels session.

Ministers formally approved the five Recommendations in the Report and the general approach set out.

The Council of Ministers also adopted a Declaration on the Future of ECMT [CEMT/CM(2003)12/FINAL].

JT00144076

THE REPORT

1. This is the Final Report from the Review Group, presenting our findings to the Ministerial Council at Brussels on the occasion of the ECMT's 50th anniversary. In this Report we summarise earlier findings and decisions reached by the Ministerial Council at Bucharest last year; we take the analysis forward; and we invite Ministers to take final decisions about the future of the organisation including its relationships with the OECD, the European Commission and UNECE in the context of a long term vision that we propose.
2. Since the Ministerial Council at Bucharest in May 2002, the Review Group has met with Associate Members, with Ambassador Engering (NL) who has chaired the OECD's parallel review of relations with the ECMT and other bodies, with OECD senior staff, and with representatives of the European Commission and UNECE.
3. The structure of our report is as follows:

Part 1 summarises the decisions reached by Ministers at Bucharest in May 2002 on the basis of our Report last year; **Annex A** records the recommendations underlying those decisions.

Part 2 develops a vision of the future of the ECMT based on Ministers' decisions at Bucharest, and proposes long term aims and aspirations to guide the final stage of decisions.

Part 3 records decisions taken in principle last year about relationships with the EU and UNECE. It proposes an exchange of letters as in the drafts at **Annex B**.

Part 4 and **Annex C** examine the major area on which decisions are needed this year: options for integration of transport activities in the OECD family; we explore three options and their implications for (a) organisation, staffing and budget and (b) political oversight and direction; and we recommend a way forward.

Part 5 advises on other areas in which decisions are now required: on a timetable for considering changes to the Protocol and on criteria for membership.

PART 1: PREVIOUS DECISIONS

4. This is the first major Review the ECMT has conducted of its aims and organisation for the future. As it celebrates its 50th anniversary, Ministers must look ahead many years – at least another twenty – and formulate a vision of the organisation they wish to see serve them in the future.
5. At Bucharest, Ministers agreed that the ECMT has served them well to date: conducting studies of Transport Policy, formulating Resolutions and Recommendations, bringing Ministers together, and monitoring the impact of policies across the region. However, they wanted it to adapt. The challenges of Transport Policy are evolving, not only in the European continent but in all developed countries and in the global market. They agreed that the ECMT's concern with land based transport, for instance, should extend to the inter-linkages with sea and air. Already the ECMT considers the environmental and social dimensions of transport policy, as well as the economic. It should be capable of addressing new concerns, such as logistics and multimodal transport, and some aspects of transport and terrorism. (See Recommendation 1, accepted at Bucharest, in Annex A)
6. Ministers also confirmed last year that they were not looking for major changes in the geographical coverage of the Membership, whether Full or Associate. In other words they were not looking for extensions into Asia or Africa. However, they wanted closer relationships with the Associate Members – that is, the non-European Countries, also Members of the OECD. We return to this in Part 4 which proposes integration of the land-based transport functions of the OECD and raises options for deeper integration, including the OECD's maritime functions. The Council also wanted to strengthen links with other regional bodies of transport Ministers. As a result, the Secretariat has established closer ties with the Ministerial Co-ordinating Committee of the CIS and made initial contacts with APEC and ILIA (the organisation for transport Ministers in Latin America (see Recommendation 2 in Annex A, agreed last year). Ministers also asked the Review Group (in discussion of Recommendation 2 at Bucharest) to consider possible criteria for ECMT Membership. We return to this in Part 5 below.
7. The third Recommendation last year concerned the form of Ministerial Councils. Ministers valued the exchanges these Councils provided and agreed that different Presidencies should experiment with innovations in the form of debate. They also wished to continue to adopt Resolutions, Recommendations and other texts where these are politically significant or useful. (See last year's Recommendations 3 and 4 recorded at Annex A). Ministers also agreed that more effort in future should also be made to monitor and follow up the implementation of decisions and Resolutions of the Council.
8. International Organisations such as the EU, UNECE and OECD are evolving and will continue to develop their own policy responsibilities and international roles. At Bucharest, Ministers agreed that the ECMT of the future should collaborate more closely with the EU and with UNECE (see Part 3, below). Also, it should explore three main options for different degrees of integrating transport activities in the OECD family – not just at the level of secretariats but encouraging closer exchanges among experts and at Ministerial level. (See Recommendation 5 in Annex A, which was the basis for these views at the Bucharest Council)

PART 2: AIMS AND ASPIRATIONS

9. On the basis of these Ministerial discussions at Bucharest, and our own work since then, the Review Group would suggest that Ministers might envisage a future for the organisation along the following lines.

10. First, the ECMT should build on its successful programmes and high reputation of the past. It provides a forum for policy research and political discussion, looking at transport issues directly and in a wider economic, environmental and social context. Its strengths lie particularly in the quality of its economic analysis, drawing on a slim but professional staff, and on the work of national experts, on consultants, and on consultations with NGOs. There remain many transport problems on a pan-European level where the organisation has an important role to help ensure the full integration of all countries in the European transport system. Increasingly however problems and issues are shared by all Members and Associates (urban transport, accessibility, environment, financing, research, safety) and some even require a more global response.
11. Second, therefore, the task now is to reflect upon the challenges of the 21st century for Transport Policy, looking at the new trade flows across Europe and between Europe and other regions; the relationship between modes of transport as much as within modes; the impacts of new commercial practices on the logistics chain; developments in transport finance including private sector investment and charging systems for the use of infrastructure; changes in the nature of transport related to crime and terrorism; increasing concerns for social issues such as equal access to mobility for the disabled, the elderly and others.
12. Third, the Organisation should continue to bring together Transport Ministers from Europe and Associated Members alike and to build bridges between the diverse groups among its Members. With enlargement of the European Union to twenty five, then twenty seven or more countries, this bridge-building between the EU and other European countries becomes increasingly significant. The ECMT therefore should also work in close collaboration with European Union institutions such as the Commission and with the UN Economic Commission for Europe. Moreover, with the globalisation of economies and transport flows, and the similarity of many transport issues across the developed world, there are new synergies to be found between Europe and other developed regions, and thus between ECMT Members and its Associate Members
13. Fourth, the annual Council can continue to offer Ministers a forum for personal contacts and exchanges. The value of the annual meeting is enhanced when there is strong Ministerial representation from both the European Members and the non-European Associate Members. The annual Councils should accommodate discussion of *both* a core programme of topics of interest to Full Members and Associate Members alike, *and* discussion of any topics which might be of specific interest to Europe and perhaps limited interest to non-European Associates.
14. Ministers agreed last year that they would offer closer working relationships with the EU and with UNECE. Both the European Commission and UNECE have responded warmly. There are two aims here: the limited aim to reduce the overlaps between the ECMT and these two organisations; and the positive goal to look for ways in which the ECMT can add extra value – playing to its strengths of building bridges between EU countries and others, of conducting forward studies, and of exploring issues at national and sub-national levels.
15. The Review Group believes that Ministers will want a way forward in relations with the OECD that fulfils two aspirations:
 - A new strength in depth and economies of scale, so that the study and debate of Transport Policy can be taken forward with sustained vigour and relevance in a more global manner; and
 - Preservation of the distinct identity of the European region that has served the ECMT well; equally, recognition that other OECD members may have particular interests of their own.

In our assessment in Annex C, we examine how well each of the options fulfils these two aspirations. The first of these options, which we recommend, brings together the surface transport interests of the ECMT and the OECD in a Joint Research Unit, reporting to Full and Associate Ministers in ECMT. Two other options would also integrate the OECD's maritime transport with the work of the ECMT – bringing global perspective directly into the organisation, not just inter-modal linkages.

PART 3: THE EU AND UNECE

16. At Bucharest, Ministers recognised the case for closer relations with both the European Commission and UNECE. We also believe that the ECMT should develop its relationships with other EU institutions, especially the Parliament and the Council of Ministers. The forthcoming enlargement of the European Union will have a significant impact in the ECMT and we should recognise this and respond to the challenge.
17. We had proposed an agreement with the European Commission that the two bodies would consult annually on future work plans (a development from informal consultations which have recently been re-established). Ministers from EU countries might from time to time consider that a particular topic could be taken forward through studies in the ECMT, benefiting from its experience in policy studies and from its close association with countries beyond the EU and their experience. Or the Commission might feel that there are topics on which early work by the ECMT could contribute usefully to forward planning in the Commission. As a policy and political bridge between countries in the Union and countries outside, the ECMT brings a wider geographical perspective and can sometimes help prepare the way for agreements of co-operation between the EU and other regions or countries. It can continue to help extend the EU *acquis* to countries outside. As a policy review body, it can also introduce longer term or new ideas into the transport policy debate. The ECMT can also deal in more depth with issues at sub-national and local level, without the constraint of subsidiarity. On the other hand, as we advised last year, the ECMT might find it sensible to hold back from detailed policy development when the European Commission is close to producing proposals, or when it seems clear that EU members of the ECMT are unable to reach agreement on a Resolution in the ECMT while significant aspects remain under active negotiation between them in the EU Council of Ministers.
18. However, these limitations aside, there is great potential for mutual benefit from a degree of joint planning of work programmes and from exchanges of views and information. Moreover, because we propose below some steps towards integration with the OECD, in future the ECMT contribution should be enhanced by the additional input from the OECD research staff and OECD experts, bringing a wider variety of experience. The ECMT will make all its material available to the Commission and welcomes participation, inputs and contributions from the Commissioner and Commission staff.
19. There would be advantage also in the ECMT developing its relationships with other institutions of the EU, such as the Council (in practice the current and incoming Presidencies) and the European Parliament (such as the Chairman of the Transport Committee and rapporteurs). The Secretariat has already taken steps in this direction.
20. Ministers also agreed last year to seek a closer relationship with the UN Economic Commission for Europe. The two organisations have a similar Membership at present and complementary roles in the European scene, with UNECE concentrating on the application of policy in technical and legal agreements. There could be added value for Member States if each organisation had the right to submit requests to the other for consideration. We envisage agreement with UNECE, building on present relationships with their Inland Transport Committee, allowing greater collaboration on topics; UNECE could recommend topics to ECMT for Ministerial debate or ECMT could propose topics to UNECE for

detailed negotiation of formal agreements. We also urge regular meetings between the ECMT and UNECE Secretariats to examine work programmes and see whether synergies could be created through joint work, meetings or events. In this regard, we welcome a proposal from the Secretariat of UNECE for interinstitutional working parties on particular topics like Rail and Combined Transport with the ECMT.

21. Representatives of both these bodies have welcomed the ECMT's approach and have agreed upon a new framework for relations with the ECMT. We attach at Annex B draft letters to these two bodies, who are ready to reply in corresponding terms. **The Review Group recommends (Recommendation 1)** that Ministers authorise the exchange.

PART 4: INTEGRATION WITH TRANSPORT ACTIVITIES IN THE OECD

22. It is fortunate that the OECD has been conducting a parallel review of its own relations with other International Organisations. The findings of the OECD's review are consistent with the advice we present here. Together with the OECD, we have examined three distinct steps along the scale of options from partial to full integration of transport activities. They are a development of the three options for change that we identified for Ministers last year at Bucharest (options 2-4 in last year's report).

23. We now define these three options as:

- **A Joint Research Unit;** there would be two main features: pooling research resources, and a single report line to transport Ministers in an enlarged ECMT Council.
- **A Joint Transport Secretariat;** this includes the Joint Research Unit, but goes further by adding the OECD's maritime function; it therefore offers full integration of all support structures, principally the secretariat but also working groups and budget; unlike full integration, however, it retains the separate governing bodies.
- **Full Integration:** full integration of the governing bodies in respect of all transport interests as well as support structures; in essence this might entail the creation of a new body, the International Conference Ministers of Transport (ICMT), combining the Membership of ECMT and all other OECD countries.

Annex C describes these options.

24. **The Review Group recommends (Recommendation 2)** that Ministers agree now to establish a Joint Research Unit with the OECD, taking land based transport policy and reporting to Ministers of Transport. At all levels (at the Ministerial Council, the Committee of Deputies and the Research Steering Committee) the ECMT would widen its Membership to give all OECD Members full and equal rights in relation to direction of the shared research programme. A parallel review within the OECD is making a similar proposal. Assuming that is accepted, the integrated committee structures could begin later this year and the organisational changes could be brought in by 1 January 2004. An early start is desirable for its own sake and, equally, to allow experience of the joint arrangements to be acquired.
25. We also believe that Member States will want an arrangement with the OECD that does not increase their contributions – which for some means the combination of their ECMT subscription and that part of their OECD subscription which relates to Road Transport Research and Maritime Transport. Non-

European Members of the OECD might take a similar view of their subscriptions to OECD, unless they concluded that a forum in which they had more influence offers them an extended range of benefits.

26. We further recommend (Recommendation 3) that, for the longer term, the ECMT should discuss with the Associate Members and OECD the possibilities of deeper integration. In their different ways, the options for a Joint Secretariat or Full Integration would establish a single focal point for transport within the OECD family of organisations, reporting to Transport and Shipping Ministers of the countries of ECMT and OECD. This would bring not only land based transport interests together in a single organisation but also add the OECD's maritime interests. We know that a number of OECD Members strongly favour this and see the Joint Research Unit as a step on the way to full integration. There are potential advantages: of new policy strengths (e.g. looking at the logistics chain from lorry, train and barge to ship) and economies of scale. Some Members of the ECMT Review Group strongly share this preference. On the other hand, others have considerable reservations: for example about the risk of losing a sufficient European dimension to the ECMT's discussions, or about the practicability of bringing Maritime Transport, with its global dimension, into the same organisation. Despite these differences within the Group, we are agreed in our recommendation to Ministers that there should be continued exploration of this option, with the OECD and consulting separate Shipping Ministries, and would propose to report to the Ministerial Council (enlarged as under Recommendation 2 above) in 2005 at Moscow. In parallel, an evaluation shall be undertaken of the workings of the Joint Research Centre, looking particularly at the economies of scale achieved and adherence to the principle of budget neutrality. The results of this evaluation will also be presented to the Council in 2005.

PART 5: CHANGES TO THE PROTOCOL

- 27.** The Review Group has also considered changes to the ECMT's Protocol. There are two aspects, one specific and one more general.
- 28.** Specifically, Ministers asked the Group to examine the criteria for ECMT Membership. In particular we were asked to explore whether transport rather than political conditions could be used as the basis for determining Membership. At present, the Protocol provides that any European government may become a Member if its application is unanimously approved by the Council. There are no criteria for Membership other than the imputed criterion of being a European country, and unanimous approval.
- 29.** The Group considers that there is a possible alternative approach. This would comprise *two* elements:
- Applicants would show that they satisfied two criteria of Membership, BOTH:
 - a. Geographical: they are recognisably a part of Europe; AND
 - b. Transport: they share a common interest with Members of the ECMT in questions of Transport Policy for the European continent (partly measured by the willingness they show in their application to implement the main thrust of ECMT's key Resolutions).
 - Applications should be approved by existing Members; this would be done unanimously BOTH:
 - a. for Full Membership, AND
 - b. for Observer status.

Associate Membership would be a different concept. As now, it would be open to all non-European Members of the OECD, and we would specifically welcome Mexico, the one OECD Member not currently sharing this status.

30. The Group recommends (Recommendation 4) that Ministers adopt this new approach to membership understanding that it does not require any modifications to the Protocol.

31. Finally, the Group has considered a general revision of the Protocol. Views are deeply divided in the Group on the merits of amendment to the Protocol. In principle, the Protocol could be amended to reflect the following features:

- The policy scope of the Organisation;
- The purposes of the Organisation;
- Relations with other International Organisations;
- Categories of Membership and criteria for Membership;
- The adoption of Recommendations, Resolutions and Conclusions by the Council;
- Financial responsibilities;
- Rules of procedure.

Ministers will note that the amendments to be made would vary considerably according to which option is adopted for integration of transport activities with the OECD.

32. Lawyers advised that it was not essential *in law* to amend the Protocol, which is flexible enough even to permit Full Integration with the OECD. On the other hand, Ministers have recognised that the current Protocol does not transparently describe the present role, functions and Membership of the ECMT. It would fall even further short of describing the ECMT of the future – particularly if we move in due course to Full Integration in the OECD family. Some members of the Group believe that there is a strong case therefore for revision of the Protocol on grounds of *enhanced transparency*. They consider this should be done sooner rather than later. Other members fear that the task of negotiating a new Protocol would be extremely difficult and time consuming. They have a strong preference for no action. In between are those who would consider whether the Protocol would benefit from revision after decisions on the second stage of review at Moscow in 2005.

The Group reached agreement on a middle course of action which it considers to be both principled and practical. **We therefore recommend (Recommendation 5):** that a final decision on whether or not to amend the Protocol should be taken *after* the Council in Moscow in 2005 and in the light of discussion there. In anticipation of that, the second stage of the review should consider (as it moves towards recommendations to Ministers in 2005) what might be the main lines of amendment so that drafting may be put in hand urgently after the Moscow Council *if* Ministers then decide in favour of revision.

CONCLUSION

33. We hope that Ministers will find this Report an adequate basis for final decisions in Brussels in the 2003 Council. Specifically, we invite Ministers to consider their long-term vision for future developments of the ECMT, the aspirations we suggest above, and the particular Recommendations 1-5 above.

ANNEX A

**RECOMMENDATIONS ACCEPTED BY THE MINISTERIAL COUNCIL
AT BUCHAREST IN MAY 2002**

- Recommendation 1: the ECMT's deliberations should not concentrate narrowly on Inland Transport but where it is helpful should include the inter-connection of Inland Transport with Air and Sea Transport. Accepted as proposed.
- Recommendation 2: Ministers should confirm that they are not looking for major changes in the geographical coverage of Membership, whether Full or Associate, and that the Conference should remain 'European'. However, closer relationships with its Associates should be explored. Links with other regional bodies of Transport Ministers should be strengthened. And the Review Group should consider possible criteria for ECMT Membership. Accepted as proposed.
- Recommendation 3: Different Presidencies should experiment with innovations in the form of the Ministerial meetings and at the end of each annual Council the outgoing and incoming Presidencies should confer on the experience of handling business. Ministers are asked to indicate what their expectations are of the annual Councils and what, if any, innovations they would like introduced. In addition, the Chairs of the expert Working Groups, and the Secretary General, should regularly consider the scope for consulting relevant inter-governmental bodies and NGOs. Accepted as proposed.
- Recommendation 4: Ministers could continue to adopt Resolutions, Recommendations and other forms of agreed text where these are politically significant or useful. Where Resolutions and Recommendations have been adopted, the Secretariat should monitor and encourage their implementation and the Secretariat should try to discover the reasons for non-implementation or partial implementation. Accepted as amended.
- Recommendation 5: had been that Ministers should make a broad strategic choice at Bucharest between a vision of limited change or one of planned change through an inter-institutional framework. The Chairman's summary of the debate recorded that all Ministers recognised the need to explore closer relations with the EU and UNECE; on the OECD there had been different messages but the Review Group was asked to explore all the integration options advanced.

ANNEX B

DRAFT LETTER TO THE EUROPEAN COMMISSION

Dear Madame the Commissioner,

As you may know, ECMT has been conducting an in-depth review of its role and future direction. An important theme has been the relations with the European Union and in particular the Commission. The ECMT Council wants to maintain and if possible strengthen the good relations between our two bodies. To this end it has been agreed that it would be useful to formalise arrangements for co-operation in an exchange of letters and I am writing therefore to seek your agreement for the practical suggestions that follow.

The review of ECMT has confirmed that its Council sees ECMT as a valuable forum for transport policy discussion and orientation with roles which can complement and assist the Commission in its work. These roles include its function as a bridge to the European Union for non-member countries, as a think tank on forward looking transport policy issues and as a forum where examination of local and regional issues can be pursued.

The review has shown that there is excellent co-operation between ECMT and the European Commission on almost all areas of common work and I take the opportunity to thank the Commission for its constructive participation in this review. The involvement and co-operation of European Commission staff and experts in many ECMT activities is appreciated and the increasing openness of the Commission to invite ECMT participation in different networks, studies and steering groups is acknowledged.

I confirm that ECMT is pleased to continue to provide the Commission with full access to all ECMT meetings including to the Council of Ministers and Committee of Deputies and to all documentation emanating from the organisation. We are pleased to offer the Commission the opportunity provided by the forum to brief ECMT Members on their activities and plans.

The ECMT Council welcomes the regular contacts between the Director General of Energy and Transport and the Secretary General of ECMT and agrees that these should be the platform for further improvements in information exchange and strengthened co-operation. Such meetings on an annual basis, or more often if needed, to discuss work plans and possible co-operative projects should help to ensure close co-operation and avoid duplication. The ECMT, in drawing up its programme of work, will be pleased to take up suggestions by the Commission for issues that might be tackled in the organisation.

In addition to the good contacts at staff level on individual topics, the nomination of a central contact point in the Commission for ECMT matters is a useful initiative to help co-ordination and we would welcome its continuation.

The ECMT and the Commission share many common objectives including the aim to develop an efficient pan-European transport policy and system. The ECMT Council looks forward to the Commission and the ECMT Secretariat working closely together to attain this and other shared objectives.

I would like to thank the Commission again for its constructive involvement in the review and I look forward to your reactions to this letter.

DRAFT LETTER TO UNECE

Dear

As you know, the ECMT has been conducting an in-depth review of the future direction of the organisation. This review has covered all aspects of ECMT's work and role. A central theme, expressed in the decision of the Council at its session in Bucharest in 2002, is the aim to continue, and strengthen where possible, the excellent cooperation between ECMT and UNECE.

The ECMT Council of Ministers agreed that it would be useful to formalise the arrangements for such cooperation in an exchange of letters and I am writing therefore to seek confirmation of your agreement to these suggestions.

Relations and cooperation between ECMT and UNECE have been, and remain founded on a distinction in roles whereby ECMT concentrates essentially on policy development and political discussion and UNECE focuses mainly on technical and regulatory implementation. That these two approaches are complementary is not in doubt and my purpose in writing is to seek agreement on ways to reinforce them and create additional synergies where possible.

To achieve this aim, our organisations have agreed that we should introduce the possibility to submit formal requests to each other, for example from UNECE to ECMT for policy advice or guidance, or from ECMT to UNECE to make concrete regulatory proposals on particular topics.

Such requests from the side of UNECE would be contained in the annual report from the UNECE to the ECMT Council. From the side of ECMT, such requests should be presented to the Inland Transport Committee at its annual session. This, of course, would not exclude specific requests at other times.

The regular meetings between the Director of the UNECE Transport Division and the Secretary General of the ECMT would provide additional opportunities to create new synergies, such as coordinating meetings or setting up joint structures in areas of work where both ECMT and UNECE are active. We welcome a proposal from the Secretariat of UNECE for interinstitutional working parties on particular topics like Rail and Combined Transport with the ECMT.

The participation of UNECE officials in ECMT work is appreciated and I reiterate the open invitation to UNECE to be represented in all ECMT Meetings and Working Groups including the Council of Ministers and Committee of Deputies. UNECE has also full access to all published ECMT documentation and working papers. Reciprocally, I also appreciate the standing open invitation to ECMT officials to participate in all UNECE meetings.

On behalf of ECMT, I would like to express our thanks for UNECE's constructive approach during the review. I look forward to hearing from you and to obtaining regular reports on progress in implementation.

ANNEX C

THREE OPTIONS FOR INTEGRATION OF TRANSPORT ACTIVITIES IN THE OECD FAMILY

This annex describes the three options that the Review Group has explored with the OECD. They are:

- A joint Research Unit;
- A joint Transport Secretariat;
- Full integration.

A Joint Research Unit

1. Of the three options, this would offer the smallest step towards integration. Nonetheless, there would be a valuable rationalisation and a new opportunity. There would be two main features: pooling research resources, and a single report line to transport Ministers in an enlarged ECMT Council.
2. The organisational form would be this:
 - A Joint ECMT/OECD Transport Research Unit – comprising RTR (from OECD) and the ECMT's Research Staff (about 10 people in total) and reporting to the Secretary General of the ECMT.
 - The combined budget would be the sum of the separate research programmes at present (about €1 million each). There would be no increases in expenditure or in members' combined contributions. ECMT's Deputies would approve the annual budget and monitor expenditure, and should therefore be expanded to give all OECD Members an equal role in those discussions.
3. Political direction would be arranged as follows:
 - Ultimately the Joint Unit would report to Ministers in the ECMT Council joined by the Associate Members; all OECD Members should be given Associate or Full Membership, as appropriate; at present only Mexico does not have this.
 - Representatives of all Associate Members would have the right to join the meetings of ECMT Deputies.
 - The first level of supervision however would be by a Transport Research Committee formed by combining the current Research Committees of the ECMT and the OECD (ECMT Economic Research Committee and RTR/OECD Steering Committee).

4. This option, naturally, is dependent on the willingness of Associate Members to see supervision of the Research Programme, and discussion of its findings, through the broadened ECMT Council and its supporting Committees. However, they would have the right to participate as equal Members on matters of budget and programme and as participants in Ministerial and expert discussions of Research Findings and Policy Reports.
5. The proposal would be neutral in its budget implications. But how would this option serve the two aspirations we have described above? We can observe:
 - By conserving the ECMT as a separate body, this option would clearly meet the aspiration of preserving the identity of the European region. Ministerial Councils would continue to hold policy debates and adopt Resolutions and Recommendations. When debating matters of common interest they would act together with Associate Members; in separate sessions, European Ministers could adopt conclusions relating exclusively to the European region.
 - By integrating the Research Programmes, and enabling Working Groups to draw on the wider experience of experts from all OECD Countries as well as those of the ECMT, it would bring valuable strength in depth and economies of scale. But it would offer less than options for deeper integration.

Joint Transport Secretariat

6. The second option includes the Joint Research Unit, but it goes further by adding the OECD's maritime function. It therefore offers Full Integration of all support structures, principally the secretariat but also Working Groups and budget. Unlike Full Integration, however, it retains the separate governing bodies. In principle it would be possible to extend the debate to consideration of aviation interests also. We do not do so here: principally because our remit has been to investigate integration with the OECD (whose transport interests include shipping but not aviation), but partly also because shipping has a more important role in the logistical chain of freight movement.
7. The Organisation would have these features:
 - All the transport staff of ECMT and OECD would combine in a Joint ECMT/OECD Transport Secretariat – including the 4 maritime posts in the OECD. The Unit would comprise all 20 staff from the ECMT, the 6 Research Staff from the OECD and the OECD's 4 Maritime Transport Staff. The budget would be the sum of the ECMT, RTR and the Maritime budget with no increase in Members' combined contributions.
 - A core programme of work on land transport matters of common interest (for example on Railway Policy, Road Safety, the promotion of Combined Transport). This would comprise the larger part of the ECMT's programme and all the OECD's RTR programme. The ECMT would decide how much of its resources to dedicate to a European programme on matters of interest only to Europe (such as networks and the international quota). OECD would fund a maritime transport programme.
 - Joint ECMT/OECD expert Groups to develop advice for Ministers on Surface Transport and Inter-modal Transport; and other joint activities such as Round Tables and Seminars.

8. Political direction would be provided as follows:

- Research and policy discussion on Surface Transport and Inter-modal Transport would be overseen (as in the first option) by the ECMT Council with all OECD Members present; below that, there would be Deputies and other supporting committees, also with all OECD Members involved.
- Maritime work however would be supervised (as now) by the OECD's Maritime Transport Committee. Further discussion of Maritime Policy would continue as at present in the OECD Council, not in ECMT or Deputies.

9. How far would this option achieve the two aspirations we have set? Like this:

- Fully integrating the support services would bring much greater strength, from the greater flexibility and economies of scale in bringing together the staff and budgets for Surface Transport and Maritime Transport; there would be new opportunities for ECMT and OECD Countries to explore questions of mutual interest in Maritime Transport .
- The separate identity of the ECMT would guarantee the second aspiration of holding on to the identity of the European region. When debating matters of common interest (the core programme) ECMT and Associate Members would act together; in separate sessions, European Ministers could adopt conclusions relating to the European region.

10. The proposal would be neutral in its budget implications. However, there could be diseconomies and administrative complications in a single unit reporting to two governing bodies, on land-based and on maritime matters. Terms of reference and rules of operation would need careful delineation.

Full Integration

11. Such problems would be avoided completely by Full Integration of the governing bodies in respect of all transport interests as well as support structures. In essence this might entail the creation of a new body, the International Conference Ministers of Transport (ICMT), combining the Membership of ECMT and all other OECD countries.

12. We can envisage an Organisation along these lines:

- A single Secretariat, as in the preceding option. Combined staffing would number about 30 posts.
- A combined budget, as in the preceding option, with no increases in combined subscriptions.
- A core programme of policy studies and research of common interest to all the Membership, plus separate programmes of work relating to Europe-specific interests (such as networks and haulage quotas) and Maritime Transport – also as in the preceding option.

13. And political direction might be as follows:

- A single Ministerial Council of the new ICMT, with a membership of all ECMT and OECD Members.
- Ministers would meet in Core Sessions devoted to items of common interest to all Member Countries, and arising from the core programme, specific European Sessions related to the European programme, and Maritime Sessions on the basis of the maritime programme. Such an arrangement should be convenient to those Countries who have separate Maritime Ministries.
- A supporting structure of expert committees and Working Groups, headed by a senior committee such as the ECMT's Deputies, but expanded to include all OECD Members, and specific sub-committees for the separate European and maritime programmes.
- Over time the percentage of total budget spent on core, European or maritime activities might vary from the initial position. This would be decided ultimately by the Ministerial Conference advised by the committee of senior experts. Procedural rules could include safeguards for the interests of European and other Members – for example by requiring consensus before any significant variation.

14. How would this option measure against the two key aspirations? We may observe:

- Full Integration would, by definition, offer the greatest strength in depth and opportunities for economy of scale.

15. The key question for the ECMT's Ministers is whether this option would preserve the European identity. The Review Group considers that it would be essential to preserve a separate work programme for specifically European interests, plus a separate European session at the annual conference devoted to Ministerial discussion of continental networks, haulage quotas, etc. Non-European members of the OECD may have corresponding concerns about their identity and interests in the new Organisation, and about funding.