

# Action Plans

for the

## Observing Participants

(Georgia, the Republic of Moldova, and Ukraine)

Permanent Secretariat of  
the Transport Community

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## Table of contents:

<b>List of Abbreviations .....</b>	<b>4</b>
<b>I. Introduction .....</b>	<b>6</b>
<b>II. Methodological aspects .....</b>	<b>7</b>
<b>III. The Rail Action Plan .....</b>	<b>9</b>
<b>III.1. Content .....</b>	<b>10</b>
<b>III.2. Market Access .....</b>	<b>11</b>
<b>III.3. Passenger rights .....</b>	<b>14</b>
<b>III.4. Train Driver Licencing .....</b>	<b>14</b>
<b>III.5. Interoperability .....</b>	<b>16</b>
<b>III.6. Railway Safety .....</b>	<b>18</b>
<b>III.7. Modernisation of rail network infrastructure .....</b>	<b>19</b>
<b>III.8. Cooperation within the region .....</b>	<b>20</b>
<b>III.9. Sustainable and Multimodal Measures .....</b>	<b>21</b>
<b>III.10 Concluding Remarks .....</b>	<b>22</b>
<b>IV. The Road Action Plan .....</b>	<b>23</b>
<b>IV.1. Content .....</b>	<b>24</b>
<b>IV.2. Establishing a functioning and efficient road maintenance system .....</b>	<b>24</b>
<b>IV.3. ITS Deployment on Core/Comprehensive Road Network .....</b>	<b>26</b>
<b>IV.4 Transposition and implementation of the road market and social acquis..</b>	<b>28</b>
<b>IV.5 Enhancing Road transport climate resilience and use of alternative fuels</b>	<b>30</b>
<b>IV.6. Enhancing cooperation and experience exchange .....</b>	<b>32</b>
<b>IV.7 Concluding Remarks .....</b>	<b>33</b>
<b>V. Road Safety Action Plan .....</b>	<b>34</b>
<b>V.1 Content .....</b>	<b>35</b>
<b>V.2 Strengthening the road safety management .....</b>	<b>35</b>
<b>V.3 Promoting safer infrastructure .....</b>	<b>39</b>
<b>V.4 Promoting the protection of road users .....</b>	<b>40</b>

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<b>V.5 Promoting the use of safer vehicles .....</b>	<b>42</b>
<b>V.6 Enhancing cooperation and experience exchange .....</b>	<b>44</b>
<b>V.7 Concluding Remarks.....</b>	<b>45</b>
<b>VI. Waterborne Transport and Multimodality Action Plan .....</b>	<b>46</b>
<b>VI.1 Content.....</b>	<b>47</b>
<b>VI.2 Promoting green and smart waterborne transport .....</b>	<b>47</b>
<b>VI.3 Promoting a safe and secure waterborne transport.....</b>	<b>51</b>
<b>VI.4 Improving navigability, port infrastructure and multimodal systems .....</b>	<b>54</b>
<b>VI.5 Increasing the attractiveness of working in the waterborne sector.....</b>	<b>55</b>
<b>IV.6 Concluding Remarks .....</b>	<b>58</b>

## List of Abbreviations

<b>Annex I</b>	Annex I to the Transport Community Treaty
<b>ABS</b>	Anti-Lock Braking System(s)
<b>CADaS</b>	Common Accident Data Set
<b>CARE database</b>	Community database on road accidents resulting in death or injury
<b>CEMA</b>	Centre for Excellence in Maritime Affairs
<b>DEBO</b>	Designated Body
<b>EC</b>	European Commission
<b>EaP</b>	Eastern Partnership
<b>e-Call</b>	Emergency Call
<b>EEC</b>	European Economic Community
<b>eFTI</b>	Electronic Freight Transport Information
<b>E-Mobility</b>	Electro Mobility
<b>ERA</b>	European Union Agency for Railways
<b>EU</b>	European Union
<b>EU DEL(s)</b>	European Union Delegation(s)
<b>EU Member State(s)</b>	European Union Member State(s)
<b>EVR</b>	European Vehicle Register
<b>IFIs</b>	International Financing Institutions
<b>ISPS</b>	International Ship and Port Facility Security
<b>ITS</b>	Intelligent Transport Systems
<b>LNG</b>	Liquefied Natural Gas
<b>KPIs</b>	Key Performance Indicators
<b>LB</b>	Licensing Body
<b>MAIS</b>	Maximum Abbreviated Injury Scale
<b>MoU</b>	Memorandum of Understanding
<b>NAP</b>	National Access Point
<b>NIB</b>	National Investigation Body
<b>NSA</b>	National Safety Authority
<b>OP(s)</b>	Observing Participants
<b>PIU</b>	Project Implementation Units
<b>PCS</b>	Port Community System
<b>RAMS</b>	Road Asset Management System
<b>RB</b>	Regulatory Body
<b>RIAMS</b>	Railway Infrastructure Asset Management System
<b>RINF</b>	European Registers of Infrastructure
<b>RIS</b>	River Information Services
<b>RRB</b>	Railway Regulatory Body
<b>RSI</b>	Road Safety Inspection
<b>RTTI</b>	Real-Time Traffic Information Services
<b>SLA</b>	Service Level Agreement
<b>SOLAS</b>	International Convention for the Safety of Life at Sea
<b>STCW</b>	International Convention on Standards of Training, Certification and Watchkeeping for Seafarers
<b>TA</b>	Technical Assistance

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<b>TAIEX</b>	Technical Assistance and Information Exchange instrument of the European Commission
<b>TCT</b>	Transport Community
<b>TCT Secretariat</b>	Transport Community Permanent Secretariat
<b>TEN-T</b>	Trans-European Transport Networks
<b>TSI(s)</b>	Technical Specification(s) of Interoperability
<b>UN</b>	United Nations
<b>UNGA</b>	United Nations General Assembly
<b>VTMIS</b>	Vessel Traffic Monitoring and Information System
<b>WBRSO</b>	Western Balkans Road Safety Observatory

## I. Introduction

The 6<sup>th</sup> Ministerial Council of the Transport Community (TCT) held on 15 November 2022 endorsed a Joint Statement summoning the systematic involvement of Ukraine, the Republic of Moldova and Georgia as observing participants in the work of the Transport Community. This statement also asserted that closer cooperation may, in a second step, eventually lead to potential full membership in the Transport Community. Therefore, it holds substantial importance in their ongoing efforts to align with the European Union's (EU) standards and regulations.

The Transport Community's engagement with the observing participants commenced promptly and developed gradually throughout 2023, supported through dedicated EU grant funding. Key highlights from last year included the draft action plans for rail, road, road safety, waterborne transport, and transport facilitation. These plans were developed in close collaboration with technical representatives from the observing participants and were presented at the Ministerial Council meeting in Skopje on 12 December 2023.

However, the 2023 draft Action Plans were not deemed final, in due consideration of the following:

- The documents were developed using a bottom-up approach within the Transport Community's Technical Committees framework. Feedback from observing participants, whenever available, was sought and considered in full. However, the Action Plans have not been adopted or otherwise endorsed at a central level, and the observing participants have no formal commitment regarding their implementation and the associated timeframe.
- Deadlines for specific actions were not defined. Such deadlines must be fully aligned with each observing participant's internal priorities and planning outlined under various other strategic documents, such as Stabilisation and Association Agreements or national and sectoral strategies.
- Throughout 2024, the Transport Community has been developing the next generation of action plans for the Western Balkans region. As one of the key objectives of TCT engagement with the observing participants is to ensure parity with the Western Balkans regional partners, a corresponding update of the 2023 Action Plans became necessary, to ensure full alignment with the Transport Community's latest sectoral priorities.

The participation of Georgia, the Republic of Moldova and Ukraine in the Transport Community during 2024 and 2025 is supported by a new EU grant (ref. no. NDICI-GEO-NEAR/2023/452-688). Under the new cooperation framework, engagement with the observing participants is set to expand significantly, covering dedicated technical assistance and capacity-building programmes. In light of the new level of engagement, a dedicated Project Implementation Unit (PIU) was established within the TCT Secretariat to work exclusively with the observing participants. Updated versions of the rail, road, road safety and waterborne transport action plans have been agreed at a technical level in early September 2024. It should also be mentioned that TCT's overall engagement in transport facilitation for the observing participants has undergone reassessment and restructuring, in close coordination with the European

Commission's initiatives. On this occasion, the corresponding Action Plan was discontinued to avoid overlapping with the EC's Solidarity Lanes initiative.

The Action Plans for the observing participants are meant to serve as a roadmap, outlining the main steps and milestones with associated timeframes for achieving the key policy scopes of the Transport Community Treaty. The identified measures and actions will guide observing participants in aligning with EU standards and practice, bringing them closer to the Transport Community and supporting their EU accession process.

The Transport Community Permanent Secretariat is set to play a vital role in supporting observing participants in their efforts to implement measures outlined in each Action Plan. This support will include providing dedicated technical assistance in key areas where it is most needed and coordinating potential assistance from other key stakeholders. Additionally, the TCT Secretariat will also ensure the Action Plans' monitoring and progress tracking, based on a specific scoring mechanism and indicators to be defined for each particular measure.

## **II. Methodological aspects**

The Action Plans updating exercise started with the preparation by TCT of consolidated draft versions, in due consideration of the following:

- The draft editions presented to the Ministerial Council in late 2023;
- The updated list of measures discussed within the Technical Committees within the frames of preparing the Next Generation Action Plans for the Western Balkans regional partner.

The horizontal draft versions were further tailored to each observing participant's specific needs and priorities. While for the scope of the present report, consolidated Action Plans were prepared mirroring the approach taken for the Western Balkans region, further monitoring and reporting will be done individually, as each observing participant faces unique challenges, which are consequently reflected in their priority lists.

The measures identified within the Action Plans for the observing participants have been defined based on the following documents:

1. Transport Community Treaty <sup>[1]</sup>
2. Joint Statement – 15th November 2022, Brussels <sup>[2]</sup>

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<sup>[1]</sup> <https://www.transport-community.org/wp-content/uploads/2022/10/treaty-en.pdf>

<sup>[2]</sup> <https://transport.ec.europa.eu/system/files/2022-11/Joint-statement-on-strengthening-cooperation-between-TCT-and-Moldova-Ukraine-Georgia-2022.pdf>

3. Association Agreement between the European Union and its Member States, of the one part, and Ukraine, of the other part <sup>[3]</sup>
4. Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and the Republic of Moldova, of the other part <sup>[4]</sup>
5. Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and Georgia of the other part <sup>[5]</sup>
6. Regulation (EU) 2024/1679 of the European Parliament and of the Council of 13th June 2024 on Union guidelines for the development of the trans-European transport network, amending Regulations (EU) 2021/1153 and (EU) No 913/2010 and repealing Regulation (EU) No 1315/2013<sup>[6]</sup>
7. Commission Delegated Regulation (EU) 2019/254 of 9th November 2018 on the adaptation of Annex III to Regulation (EU) No 1315/2013 of the European Parliament and the Council on Union guidelines for the development of the trans-European transport network <sup>[7]</sup>
8. Indicative TEN-T Investment Action Plan <sup>[8]</sup>
9. Economic and Investment Plan for the Eastern Partnership <sup>[9]</sup>

As a matter of principle, the Action Plans cover the 2025 - 2027 timeframe, which aligns with the approach taken for the Next Generation Action Plans prepared for the Western Balkans regional partners. However, specific actions ranked lower in terms of priority span over longer periods, which is in line with the internal planning of each observing participant.

While the Action Plans for Georgia and the Republic of Moldova effectively integrate the Transport Community's priorities with each observing participant's specific needs and constraints, engagement with Ukrainian members of the Technical Committees could not be fully ensured due to the particular circumstances the country is faced with. Considering also that Ukraine is currently in course of revising and updating its transport strategy, further consultations on the Action Plans are anticipated during 2025, to ensure that priorities and related deadlines are well aligned across all relevant strategic documents.

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<sup>[3]</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0529\(01\)](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0529(01))

<sup>[4]</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0830\(01\)](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0830(01))

<sup>[5]</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0830\(02\)](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:22014A0830(02))

<sup>[6]</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L\\_202401679](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:L_202401679)

<sup>[7]</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R0254>

<sup>[8]</sup> [https://neighbourhood-enlargement.ec.europa.eu/system/files/2019-01/ten-t\\_iap\\_web-dec13.pdf](https://neighbourhood-enlargement.ec.europa.eu/system/files/2019-01/ten-t_iap_web-dec13.pdf)

<sup>[9]</sup>

[https://www.eeas.europa.eu/sites/default/files/swd\\_2021\\_186\\_f1\\_joint\\_staff\\_working\\_paper\\_en\\_v2\\_p1\\_1356457\\_0.pdf](https://www.eeas.europa.eu/sites/default/files/swd_2021_186_f1_joint_staff_working_paper_en_v2_p1_1356457_0.pdf)



# **Rail Action Plan**



The development of railways in accordance with the EU legislation is essential for several strategic, economic, and environmental reasons. Rail Transport plays a vital role in ensuring an integrated, competitive, safe, and sustainable transport system. It benefits economies by enhancing connectivity, reducing environmental impact, and aligning with broader EU policies on regional and climate development. For non-EU countries, such as Ukraine, Moldova, and Georgia, aligning with the relevant acquis strengthens their ties with the Union and advances their EU accession or association goals.

In due regard to the rail transport competitive advantages and the EU integration aspirations of the observing participants, the Rail Action Plan 2025-2027 focuses on establishing a roadmap for rail market opening, the development of a sustainable and efficient Trans-European Transport Network (TEN-T) rail network and enhancing interoperability and safety elements.

The lack of competitiveness hinders sustainable transport and the provision of better services for passengers and freight across non-EU countries. To address this, observing participants should prioritise overcoming challenges related to market opening, fully implementing EU interoperability legislation, and enhancing overall governance in the railway sector. Furthermore, the lack of asset maintenance and chronic underinvestment pose additional obstacles. Addressing this fundamental matter will require, among others, reforming the relevant institutional framework by establishing contractual relationships between infrastructure managers and relevant authorities.

The Rail Action Plan consists of eight pillars, described in more detail below. Each pillar is built around key measures related to or deriving from the transposition and implementation of the relevant EU acquis, as outlined in Annex I of the Transport Community Treaty.

The implementation of the actions outlined in the Rail Action Plan will be supported through the Grant Contract implemented by the TCT Secretariat, as well as through other funding instruments and assistance mechanisms provided by various key stakeholders, such as the European Union Agency for Railways (ERA).

### III.1. Content

The Rail Action Plan for the Observing participants consists of eight pillars:

- ✓ Market access
- ✓ Passenger rights
- ✓ Train drivers licencing
- ✓ Interoperability
- ✓ Railway safety
- ✓ Modernisation of the rail infrastructure
- ✓ Cooperation within the region
- ✓ Sustainable and multimodal measures

## III.2. Market Access

Establishing an open rail market is a top priority for all observing participants. Achieving market opening at the domestic level requires a combination of legislative, institutional, and administrative measures aimed at:

- Ensuring compliance with the relevant EU acquis eliminating potential market opening breaches at a domestic level;
- Establishing a functional institutional framework aligned with EU legislation, including a regulatory body, licensing body, national safety authority, national investigation body and designated body;
- Ensuring management, functional and financial independence of infrastructure managers for competitive rail market;
- Publishing network statements for railway infrastructure, service facilities descriptions for ports and terminals;
- Implementing contracts to compensate Public Service Obligations on passenger transport as per the relevant EU regulations;
- Establishing multi-annual contracts between relevant authorities and infrastructure managers, to ensure stability, enhance predictability, and manage assets effectively.

Action	Observing Participants concerned, and deadlines		Link to the relevant document
	Transposition/ Preparation	Implementation	
<b>Removing potential breaches of TCT provisions regarding the opening of the railway market at a domestic level</b>	Moldova – 2026	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Directive 2012/34/EU on establishing a single European railway area.</i>
	Georgia – completed	Georgia – 2027	
	Ukraine – to be determined	Ukraine – to be determined	
<b>Establish functioning institutions (NSA, NIB, RRB, DEBO, LB)</b>	Moldova – 2024	Moldova – 2025	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area, Interoperability Regulatory Area and Train Driver Licensing Regulatory Area</i>  <i>Directive 2012/34/EU on establishing a single European railway area</i>
	Georgia – completed	Georgia – 2027	
	Ukraine – to be determined	Ukraine – to be determined	

			<p><i>Directive (EU) 2016/797 on the interoperability of the rail system within the European Union</i></p> <p><i>Directive (EU) 2016/798 on railway safety</i></p>
<p><b>Ensure managerial and financial independence of the infrastructure manager</b></p>	<p>Moldova – 2026</p> <p>Georgia – 2026</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2026</p> <p>Georgia – 2027</p> <p>Ukraine – to be determined</p>	<p><i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i></p> <p><i>Directive 2012/34/EU on establishing a single European railway area,</i></p> <p><i>Directive (EU) 2016/2370 as regards the opening of the market for domestic passenger transport services by rail and the governance of the railway infrastructure</i></p>
<p><b>Publish Network Statement for Railway Infrastructure</b></p>	<p>Moldova – 2025</p> <p>Georgia – 2026</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2026</p> <p>Georgia – 2027</p> <p>Ukraine – to be determined</p>	<p><i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i></p> <p><i>Directive 2012/34/EU on establishing a single European railway area</i></p>
<p><b>Publish Service Facilities Description (sea and river ports, terminals)</b></p>	<p>Moldova – 2025</p> <p>Georgia – 2026</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2026</p> <p>Georgia – 2027</p> <p>Ukraine – to be determined</p>	<p><i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i></p> <p><i>Directive 2012/34/EU on establishing a single European railway area</i></p> <p><i>Commission Implementing Regulation (EU) 2017/2177 on access to</i></p>

			<i>service facilities and rail-related services</i>
<b>Award a Contract to compensate Public Service Obligations on passenger transport and award procedure as per EU Acquis concerning the opening of the market for domestic passenger transport services by rail</b>	Moldova – 2024  Georgia – completed  Ukraine – to be determined	Moldova – 2025  Georgia – 2024  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Regulation (EC) No 1370/2007 on public passenger transport services by rail and by road</i>  <i>Regulation (EU) 2016/2338 concerning the opening of the market for domestic passenger transport services by rail.</i>
<b>Ensure award of multi-annual contracts between the relevant authority and the infrastructure manager</b>	Moldova – 2024  Georgia – 2027  Ukraine – to be determined	Moldova – 2026  Georgia – continuous  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Directive 2012/34/EU on establishing a single European railway area.</i>

The **expected outcome** of implementing these measures is creating a fully open and competitive rail market within the observing participants. By ensuring compliance with the EU acquis, the risk of market opening breaches at the domestic level will be eliminated. Establishing a functional institutional framework for the NSA, NIB, LB, RRB, and DEBO ensures their independent operation, along with adequate resources and staffing. Granting management and financial independence to infrastructure managers will lead to more efficient internal control and operations. Publishing the network statement and service facility description will improve transparency and access to railway infrastructure. Implementing contracts to address Public Service Obligations will ensure fair compensation and service provision under the EU regulations. Finally, introducing of multi-annual contracts between authorities and infrastructure managers is meant to ensure stability, enhance predictability, and support effective asset management, contributing to a more reliable and well-functioning rail system.

## III.3. Passenger rights

Transposing and implementing Regulation 2021/782 on rail passengers' rights and obligations will improve the rights of passengers travelling by rail in Georgia, the Republic of Moldova and Ukraine. It seeks to establish minimum standards for services offered to passengers and ensure fair treatment in areas such as non-discrimination and accessibility, passenger rights in case of delays, cancellation, missed connections, passenger information, liability of rail companies and complaints handling and enforcement.

Action	Observing Participants concerned, and deadlines		Link to the relevant document
	Transposition/ Preparation	Implementation	
<b>Approximation and implementation of Regulation 2021/782 on rail passengers' rights and obligations</b>	Moldova – completed	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Passengers' rights Regulatory Area</i>  <i>Regulation (EU) 2021/782 on rail passengers' rights and obligations</i>
	Georgia – 2024	Georgia – 2026	
	Ukraine – to be determined	Ukraine – to be determined	

The **expected outcomes** include strengthening the legal protection of rail passengers, improving service quality, and promoting the use of rail transport.

## III.4. Train Driver Licencing

Train driver licenses are critical for ensuring safe and efficient rail operations. They represent a combination of technical proficiency, regulatory compliance, and commitment to maintaining high safety standards in railway transport. By maintaining high standards for train driver licensing, rail operators can prevent accidents, reduce the risk of operational failures, and enhance passenger and freight safety. In addition, standardised licensing practices across Europe contribute to interoperability and mutual recognition of qualifications, which is essential for a cohesive and integrated rail network.

Implementation of the relevant EU acquis is playing an instrumental role in this regard. By adopting EU-acquired standards, the observing participants can achieve interoperability, allowing for seamless cross-border rail services and fostering greater efficiency in international rail transport. Furthermore, compliance with EU licensing directives helps build trust in the rail system, supporting both passenger confidence and freight reliability. The main focus will be on the further implementation of EU Directive 2007/59, Regulation (EU) 2019/554 and Regulation (EU) No 36/2010.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Transpose and implement EU Acquis on the certification of train drivers operating locomotives and trains on the railway system</b>	<p>Moldova – completed</p> <p>Georgia – 2027</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2025</p> <p>Georgia – continuous</p> <p>Ukraine – to be determined</p>	<p><i>Annex I.2 Rules applicable to Rail transport in the Train Driver Licensing Regulatory Area</i></p> <p><i>Directive 2007/59/EC on the certification of train drivers operating locomotives and trains on the railway system in the Community</i></p>
<b>Transpose and implement EU Acquis on models for train driving licences, registers, complementary certificates, certified copies of complementary certificates, examination centres and application forms for train driving licenses</b>	<p>Moldova – 2025</p> <p>Georgia – 2024</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2025</p> <p>Georgia – 2025</p> <p>Ukraine – to be determined</p>	<p><i>Annex I.2 Rules applicable to Rail transport in the Train Driver Licensing Regulatory Area</i></p> <p><i>Directive 2007/59/EC on the certification of train drivers operating locomotives and trains on the railway system in the Community,</i></p> <p><i>Regulation (EU) 36/2010 on Community models for train driving licences, complementary certificates, certified copies of complementary certificates and application forms for train driving licences,</i></p> <p><i>Commission Decision 2010/17/EC on the adoption of basic parameters for registers of train driving licences and complementary certificates</i></p>

			<i>Commission Decision 2011/765/EU on criteria for the recognition of training centres involved in the training of train drivers, on criteria for the recognition of examiners of train drivers and on criteria for the organisation of examinations</i>
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The **expected outcome** consists of establishing a harmonised and robust certification system across the railway networks of the observing participants. This will ensure that train drivers meet uniform safety and competency standards, enhancing the reliability and safety of rail operations.

## III.5. Interoperability

Integration with the EU railway market requires aligning national legislation with the regulations and standards defined by the relevant acquis. This includes ensuring the interoperability of railway systems, facilitating cross-border operations, and enhancing connectivity with the EU and neighbouring countries (where/if applicable).

To enhance railway operations and integration, it is essential to transpose and implement the interoperability Directive 2008/57/EC and its updated version, Directive (EU) 2016/797, (the 4th Railway Package). Additionally, all EU Technical Specifications for Interoperability (TSIs) must be adopted and enforced. Establishing an electronic register of vehicles within the European Vehicle Register (EVR) and implementing an electronic register and management system for railway infrastructure, in line with the European Registers of Infrastructure (RINF), are also needed.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Transpose and implement the EU Acquis related to Interoperability from the 4th Railway Package</b>	Moldova – 2024  Georgia – 2025  Ukraine – to be determined	Moldova – 2025  Georgia – 2027  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Interoperability Regulatory Area Directive (EU) 2016/797 on the interoperability of the rail system within the European Union</i>



<b>Transpose and implement all EU Technical Specifications for Interoperability (TSI)</b>	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	Moldova – 2026 Georgia – 2027 Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Interoperability Regulatory Area</i> <i>Directive (EU) 2016/797 on the interoperability of the rail system within the European Union</i>
<b>Prepare a detailed plan for the review and cleaning up of national rail technical and safety rules in line with the EU rail Acquis</b>	Moldova – 2025 Georgia – 2027 Ukraine – to be determined	Moldova – continuous Georgia – continuous Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Interoperability and Railway Safety Regulatory Area</i> <i>Directive (EU) 2016/797 on the interoperability of the rail system within the European Union</i> - <i>Directive (EU) 2016/798 on railway safety</i>
<b>Establish an electronic register of vehicles within the European Vehicle Register (EVR)</b>	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	Moldova – 2027 Georgia – 2027 Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Interoperability Regulatory Area</i>  - <i>Directive (EU) 2016/797 on the interoperability of the rail system within the European Union</i>  - <i>Implementing Decision (EU) 2018/1614 laying down specifications for the vehicle registers</i>
<b>Establish an electronic register of railway infrastructure, taking into account the existence of the European Registers of Infrastructure (RINF)</b>	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	Moldova – 2027 Georgia – 2027 Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Interoperability Regulatory Area, closely related to:</i>  - <i>Commission Implementing Regulation (EU) 2019/777 on the common specifications for the register of railway infrastructure</i>

The **expected outcome** ensures interoperability between the observing participants' railway systems and the EU's. Establishing an electronic register of vehicles within the European Vehicle Register (EVR) and an electronic register of railway infrastructure, in line with the European Registers of Infrastructure (RINF), will further enhance data management, transparency, and operational coordination across the rail network.

### III.6. Railway Safety

Railway safety is crucial for protecting passengers, freight, and railway personnel, ensuring the smooth and efficient operation of rail services. Prioritising railway safety is, therefore, essential for fostering a secure and efficient travel environment and sustaining long-term economic and social benefits.

The listed measures aim to establish mutual recognition of operating licenses, train driver licenses, safety certificates, and vehicle authorisations at the level of the observing participants, alongside the implementation of a Safety Management System. Additionally, certified maintenance workshops and streamlined national rules will contribute to standardised and efficient railway operations.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>The legislative, regulatory or other activities to achieve mutual recognition of operating licenses, train driver licenses, safety certificates, and vehicle authorisation</b>	Moldova – 2026  Georgia – 2026  Ukraine – to be determined	Moldova – continuous  Georgia – 2027  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area</i>  <i>Directive (EU) 2016/798 on railway safety.</i>
<b>Safety Management System implemented</b>	Moldova – 2025  Georgia – 2024  Ukraine – to be determined	Moldova – 2026  Georgia – 2025  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area</i>  <i>Directive (EU) 2016/798 on railway safety.</i>
<b>Entity in charge of vehicle maintenance, certified maintenance workshops</b>	Moldova – 2026  Georgia – 2024  Ukraine – to be determined	Moldova – continuous  Georgia – 2026  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area</i>  <i>Commission implementing Regulation (EU) 2019/779 laying down detailed provisions on a system of certification of entities in charge of maintenance of vehicles</i>

**Expected outcomes** include mutual recognition of the key rail documents issued by observing participants, enhanced safety management systems, and improved regulatory compliance and safety performance across all aspects of railway operations.

### III.7. Modernisation of rail network infrastructure

Modern, robust, and well-maintained infrastructure is essential for realising the full benefits of a well-functioning railway market. Such infrastructure ensures reliable and efficient rail operations, supports high safety standards, and accommodates demand. Investing in infrastructure not only enhances the overall quality and competitiveness of the railway market but also promotes economic growth and regional integration.

The listed actions involve establishing a Rail Infrastructure Asset Management System (RIAMS), identifying priority projects of common interest for the upgrading, reconstruction, or construction of specific railway sections on the TEN-T, and enhancing safety at level crossings.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Railway Infrastructure Asset Management System (RIAMS) established</b>	Moldova – 2027  Georgia – 2027  Ukraine – to be determined	Moldova – continuous  Georgia – continuous  Ukraine – to be determined	<i>Annex I.2 Rules applicable to Rail transport</i>
<b>Identification of priority projects of common interests for the upgrading/reconstruction/ construction of specific railway sections on the TEN-T</b>	Moldova – 2025  Georgia – completed  Ukraine – to be determined	Moldova – continuous  Georgia – completed  Ukraine – to be determined	<i>Annex I.1 – TEN-T development Regulatory Area and Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Regulation (EU) 1679/2024 on Union guidelines for the development of the trans-European transport network</i> <i>Directive 2012/34/EU on establishing a single European railway area</i>

<b>Level-crossings Safety Improvement</b>	Moldova – 2025	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area</i>  <i>Directive (EU) 2016/798 on railway safety</i>
	Georgia – 2024	Georgia – 2025	
	Ukraine – to be determined	Ukraine – to be determined	
<b>Adoption of a multi-year Maintenance Plan for the railway infrastructure</b>	Moldova – 2026	Moldova – 2027	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Directive 2012/34/EU on establishing a single European railway area.</i>
	Georgia – 2027	Georgia – continuous	
	Ukraine – to be determined	Ukraine – to be determined	

**Expected outcomes** consist of improved quality of rail infrastructure and progressive compliance with the TEN-T quality indicators.

### III.8. Cooperation within the region

Knowledge sharing and the exchange of experiences benefit the involved stakeholders, fostering collaboration and contributing to spreading innovation and best practices.

Listed actions involve establishing regional networks for Rail Regulatory Bodies, National Safety Authorities (NSAs), and National Investigation Bodies (NIBs) to enhance coordination, cooperation, and regulatory oversight across the region's railway systems.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/Preparation	Implementation	
<b>Establishing a Regional Network of RRBs</b>	Moldova – 2025	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Market Access Regulatory Area</i>  <i>Directive 2012/34/EU on establishing a single European railway area</i>
	Georgia – 2025	Georgia – 2026	
	Ukraine – to be determined	Ukraine – to be determined	
<b>Establishing a Regional Network of NSAs</b>	Moldova – 2025	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area</i> <i>Directive (EU) 2016/798 on railway safety.</i>
	Georgia – 2024	Georgia – 2025	
	Ukraine – to be determined	Ukraine – to be determined	

<b>Establishing a Regional Network of NIBs</b>	Moldova – 2025	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport in the Railway Safety Regulatory Area Directive (EU) 2016/798 on railway safety</i>
	Georgia – 2024	Georgia – 2025	
	Ukraine – to be determined	Ukraine – to be determined	

**Expected outcomes** include improved coordination and streamlined governance of railway operations, as well as increased efficiency in handling safety and regulatory matters, and further enhancement of knowledge sharing and adoption of best practices among all network members.

## III.9. Sustainable and Multimodal Measures

Listed actions focus on advancing digitalisation and e-freight capabilities by adopting legislation aligned with EU Acquis. In addition, efforts are directed towards promoting multimodality by preparing and approving action plans for developing a network of multimodal freight terminals. Enhancing resilience and sustainability in the rail sector is an additional priority.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b><u>Digitalisation and e-freight</u></b>			
<b>Adopt relevant legislation to align with the EU acquis on electronic freight transport information (eFTI)</b>	Moldova – 2027	Moldova – continuous	<i>Annex I.2 Rules applicable to Rail transport in the electronic freight transport information area</i>  <i>Regulation (EU) 2020/1056 on electronic freight transport information</i>
	Georgia – 2027	Georgia – continuous	
	Ukraine – to be determined	Ukraine – to be determined	
<b><u>Advancement of multimodality</u></b>			
<b>Preparation and approval of an action plan for the development of a multimodal freight terminal network</b>	Moldova – 2025	Moldova – 2026	<i>Annex I.2 Rules applicable to Rail transport</i>  <i>Regulation (EU) 1679/2024 on Union guidelines for the development of the trans-European transport network</i>
	Georgia – 2027	Georgia – continuous	
	Ukraine – to be determined	Ukraine – to be determined	
<b><u>Resilience</u></b>			
<b>Build and strengthen institutional capacities for infrastructure risk</b>	Moldova – 2027	Moldova – continuous	<i>Annex I.2 Rules applicable to Rail transport</i>

assessments, resilience planning and mainstreaming of climate adaptation measures across infrastructure sectors (mapping, monitoring and mitigation)	Georgia – 2027  Ukraine – to be determined	Georgia – continuous  Ukraine – to be determined	<i>Regulation (EU) 1679/2024 on Union guidelines for the development of the trans-European transport network</i>
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**Expected outcomes:** Enhanced efficiency and transparency in freight transport through digitalisation and the adoption of the eFTI. Further improvement of connectivity by strengthening multimodality. Strengthened institutional capacities for infrastructure resilience and climate adaptation measures are expected to mitigate risks, ensuring robust infrastructure systems capable of withstanding environmental challenges and enhancing the overall sustainability and resilience of transport networks.

## III.10 Concluding Remarks

The measures outlined in the Rail Action Plan are essential for effectively transposing relevant rail legislation and supporting the performance of the indicative extensions of the TEN-T Rail Network in Georgia, the Republic of Moldova and Ukraine.

The opening of the domestic rail market in line with the relevant EU acquis will lead to increased competitiveness and improved quality of services.

Improving rail safety through the proper transposition and implementation of EU legislation is a crucial goal in the ongoing effort to upgrade rail transport.

The effective implementation of the Interoperability Directive and the enforcement of EU Technical Specifications for Interoperability (TSIs) will facilitate efficient cross-border traffic, reduce border waiting times, and streamline train operations. This will lead to lower transport costs for users and infrastructure managers and decreased long-distance and maintenance costs. Moreover, improved interoperability and modernised infrastructure will enhance competition within the rail transport market, reduce traffic congestion, and contribute to environmental sustainability.

Additionally, the modernisation of railway infrastructure will enhance compliance with TEN-T standards.

Establishing regional networks for rail regulatory bodies (RBs), national safety authorities (NSAs), and national investigation bodies (NIBs) will foster better cooperation and coordination. Moreover, adopting sustainable and multimodal measures will advance digitalisation and e-freight capabilities, enhance resilience and integrate multimodal transport solutions in line with EU acquis.

# Road Action Plan



Road transport has a dominant share of the transportation market, offering flexibility and accessibility that other transport modes often cannot match. It supports economic activity by linking production centres with markets, facilitating trade, and ensuring accessibility by enabling access to remote areas. Despite challenges such as traffic congestion and environmental impact, road transport remains essential for economic development and social connectivity.

The Road Action Plan for the observing participants has been drafted using the procedure described in Section II above. It essentially mirrors, in structure, the corresponding document prepared for the Western Balkans regional partners being, however, adapted to the specific needs and requirements of the observing participants. It is divided into five chapters, described in more detail below, corresponding to the main thematic priorities agreed for the sector.

This Action Plan supports the transposition of the Transport Community Treaty Annex I.3 Rules applicable to road transport. It features innovative measures aiming to improve road transport efficiency and user responsiveness for goods and passenger services. The aim of the Road Action Plan extends beyond driving economic growth, seeking also to enhance the quality of life for citizens across the targeted countries.

Building on the previous relevant work undertaken in the road sector, the measures included in the Road Action Plan reflect the achieved progress, address the specific needs of individual participants, and incorporate updates of the relevant EU regulations.

The Transport Community Permanent Secretariat will support the implementation of the Road Action Plan in close cooperation with other key stakeholders such as the European Commission, EU Delegations (EU DEL(s)) including International Financing Institutions (IFIs).

#### **IV.1. Content**

The updated Road Action Plan for the observing participants reunites a list of specific measures grouped under five key pillars:

- ✓ Establishing functioning and efficient road maintenance systems;
- ✓ ITS Deployment on the Core/Comprehensive Road Network;
- ✓ Enhancing road transport resilience and use of alternative fuels;
- ✓ Transposition and implementation of the road market and social acquis;
- ✓ Enhancing cooperation and experience exchange.

#### **IV.2. Establishing a functioning and efficient road maintenance system**

Improper maintenance leads to unsafe and unreliable roads, significantly compromising public safety and transportation efficiency. Deteriorating road conditions increase the risk of accidents, cause vehicle damage, and result in traffic disruptions. Additionally, inadequate maintenance often leads to more frequent and costly repairs in the long run.

The listed actions aim to enhance the road infrastructure planning and management through multiannual maintenance planning, systematic data collection, asset condition assessment, and the



establishment of Road Asset Management Systems (RAMS). The maintenance plan outlines scheduled activities, prioritises tasks, and allocates resources. Data collection utilises technologies like GIS to create a detailed inventory of road assets. Regular asset condition assessments will evaluate the physical state of infrastructure using standardised methodologies. RAMS integrates these processes into a cohesive framework for optimised decision-making and asset sustainability. Moreover, a Service Level Agreement (SLA) between the Ministry of Transport and Road Authorities/Public Enterprises formalises terms, responsibilities, and performance expectations.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Adopt a multiannual maintenance plan</b>	Moldova – 2024 Georgia – completed Ukraine – to be determined	Moldova – 2025 Georgia – completed Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Road assets data collection and inventory</b>	Moldova – 2024 Georgia – 2024 Ukraine – to be determined	Moldova – 2025 Georgia – continuous Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Road assets condition assessment</b>	Moldova – 2024 Georgia – 2024 Ukraine – to be determined	Moldova – 2025 Georgia – continuous Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Establishing Road Asset Management System (RAMS)</b>	Moldova – 2025 Georgia – in operation Ukraine – to be determined	Moldova – 2026 Georgia – in operation Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>

<b>Signing of Service Level Agreement between Ministry of Transport and Road Authorities/Public Enterprises/Public Enterprises for Maintenance</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2026 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Adopt an efficient strategy for funding sustainability for road maintenance by transposing and implementing the provisions of EU Directive 1999/62/EC</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2027 Ukraine – to be determined	<i>Directive 1999/62/EC on the charging of heavy goods vehicles for the use of certain infrastructures.</i>

**Expected outcomes** include improved efficiency, predictability, and sustainability of road infrastructure, leading to optimised budget allocation. The multiannual maintenance plan aims to reduce disruptions and enhance budget management. Established data collection systems will result in a more accurate and accessible database of road assets, supporting the informed decision-making process. Regular infrastructure condition assessment will ensure timely maintenance and prioritisation of tasks. Implemented RAMS will strengthen data-driven decisions, optimise investments, and improve resilience and reliability of the road infrastructure. The SLA will streamline service provision, enhance service quality and efficiency, and promote transparent governance, ultimately leading to higher public satisfaction and better infrastructure performance. The overall outcome will be a better road network aligned with EU standards, as defined in Annex I of the Transport Community Treaty.

### IV.3. ITS Deployment on Core/Comprehensive Road Network

Intelligent Transportation Systems (ITS) are essential for developing a modern and efficient road network, as they enhance traffic management, safety, and overall system performance. ITS helps optimise traffic flow, reduce congestion, and minimise travel delays, benefiting road users and network administrators.

The listed measures aim to ensure the comprehensive integration of advanced technologies and data-driven solutions into transport infrastructure and operations, guided by a strategic framework to enhance safety, efficiency, and sustainability. This includes the adoption of an Intelligent Transport System (ITS) Strategy, the transposition of the ITS EU Directive and Delegated Regulations into national legislation, and the establishment of centralised platforms and organisational structures like the National Access Point (NAP) and National Bodies. Altogether, these measures promote harmonisation, interoperability, and standardisation across the OPs, improve real-time traffic information services (RTTI), and facilitate the consistent implementation of potential interoperable electronic tolling systems across the observing participants once e-tolling systems are applied.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Adopt ITS Strategy and Action Plans aligned with regional ITS Vision and strategic objectives</b>	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	Moldova – 2026 Georgia – 2026 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Transposition of Directive on the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other modes of transport*</b>	Moldova – 2025 Georgia – 2026 Ukraine – to be determined	Moldova – 2026 Georgia – 2027 Ukraine – to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of Intelligent Transport System</i>  <i>Directive (EU) 2023/2661 on the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other modes of transport</i>
<b>Establishment of the National Access Point and National Bodies*</b>	Moldova – 2026 Georgia – 2026 Ukraine – to be determined	Moldova – 2027 Georgia – 2027 Ukraine – to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of Intelligent Transport System</i>  <i>Directive (EU) 2023/2661 on the framework for the deployment of Intelligent Transport Systems in the field of road transport and for interfaces with other modes of transport</i>  <i>Delegated Regulation (EU) 670/2022 with regard to the provision of EU-wide real-time traffic information services</i>

<b>Transposition of Delegated Regulation (EU) 670/2022 – EU-wide real-time traffic information services (RTTI)*</b>	Moldova – 2026 Georgia – 2027 Ukraine – to be determined	Moldova – 2027 Georgia – 2028 Ukraine – to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of Intelligent Transport System</i>  <i>Delegated Regulation (EU) 670/2022 with regard to the provision of EU-wide real-time traffic information services</i>
<b>Adopt and implement EU ITS standards for roads to ensure European standards and specifications for all new projects and for the upgrading of existing ones*</b>	Moldova – 2024 Georgia – 2025 Ukraine – to be determined	Moldova – 2025 Georgia – 2030 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Adopt and implement EU ITS Framework Architecture for roads to ensure compatibility of system and equipment*</b>	Moldova – 2024 Georgia – 2025 Ukraine – to be determined	Moldova – 2025 Georgia – 2030 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>

*\*All ITS-related actions will be made more specific and brought in line with actual needs after the preparation of the ITS Strategy and Action Plans*

**Expected outcomes** include enhanced safety, efficiency, and sustainability by establishing the regulatory basis supporting the deployment of advanced ITS systems. Improved real-time traffic information services will strengthen regional connectivity, benefiting mobility, commerce, and governance transparency.

## IV.4 Transposition and implementation of the road market and social acquis

The transposition and implementation of the road market and social acquis primarily aim to ensure fair competition conditions and establish a level playing field within the sector. This requires the uniform application of common rules on admission to the occupation of road haulage operator or road passenger transport operator (the occupation of road transport operator). These common rules will contribute to achieving a higher level of professional qualification for road transport operators, rationalizing the market, and improving service quality for the benefit of transport operators, their customers, and the broader economy, while also enhancing road safety. Additionally, they will facilitate the effective exercise of the right of establishment for road transport operators. A higher level of professional qualification is expected to increase the socio-economic efficiency of the road transport sector.

By implementing the activities outlined in this pillar of the action plan, the establishment of a common transport policy will be supported by setting out common rules for access to the international road haulage market, and by defining the conditions under which non-resident hauliers may provide transport services. This will contribute to the smooth operation of the internal transport market. Another key aim is to ensure a coherent framework for the international carriage of passengers by coach and bus across the Member States and Moldova, covered under bilateral agreements.

The transposition and implementation of the road social acquis aim to improve social conditions for employees covered by it, while enhancing overall road safety through provisions that regulate maximum driving times over various timeframes and mandate regular rest periods for drivers. This process will also ensure adequate working conditions and social protection for drivers, while providing fair and competitive business conditions for road transport operators. Ultimately, these measures will contribute to creating a safe, efficient, and socially responsible road transport sector.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Approximation and implementation of the road market acquis</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2027* Ukraine – to be determined	<p><i>Annex I.3 Rules applicable to road transport in the regulatory area of Admission to the occupation of road operator (road market acquis):</i></p> <p><i>Regulation (EC) 1071/2009 on establishing common rules concerning the conditions to be complied with to pursue the occupation of road transport operator</i></p> <p><i>Regulation (EU)2020/1055 with a view to adapting them to developments in the road transport sector</i></p>
<b>Transposition and implementation of the road social acquis</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2027* Ukraine – to be determined	<p><i>Annex I.3 Rules applicable to road transport in the regulatory area of Social provisions - driving time and rest periods and Enforcement of social legislation (road social acquis):</i></p> <p><i>Regulation (EC) No 561/2006 on the harmonisation of certain social legislation relating to road transport</i></p>

			<i>Directive (EU) 2020/1057 laying down specific rules with respect to Directive 96/71/EC and Directive 2014/67/EU for posting drivers in the road transport sector.</i>
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*\* A detailed implementation roadmap will be prepared based on a comprehensive regulatory impact assessment exercise to be carried out in 2025. On this occasion, further break down of the implementation stage in concrete actions and revised deadlines will be proposed.*

**Expected outcomes** include a robust and acquis-compliant road transport market that is competitive at the EU level, providing suitable conditions for businesses and fair competition among road transport operators. Additionally, a coherent regulatory framework for the international carriage of passengers by coach and bus will be established, alongside improved social conditions for employees. Ultimately, these efforts will contribute to the creation of a safe, efficient, and socially responsible road transport sector.

### IV.5 Enhancing Road transport climate resilience and use of alternative fuels

Enhancing road transport's climate resilience and promoting alternative fuels are essential for creating a sustainable and future-ready road transport system. As climate change leads to more extreme weather events, improving infrastructure resilience ensures that roads remain safe and operational under challenging conditions. Simultaneously, transitioning to alternative fuels reduces the sector's carbon footprint, decreases dependency on fossil fuels, and contributes to cleaner air and environmental sustainability.

The measures aimed to enhance road transport climate resilience and the use of alternative fuels in the observing participants include the adoption of the European Commission Technical Guidance on climate-proofing infrastructure, implementing a Resilience Action Plan for Core and Comprehensive Road Network, undertaking risk-based vulnerability interventions for the TEN-T Networks, and enhancing the use of alternative fuels by deploying e-charging stations. These initiatives involve integrating climate risk assessments and adaptation measures into infrastructure projects, strengthening road networks against natural disasters, prioritising interventions based on risk assessments, and promoting electric vehicle uptake through the strategic deployment of charging infrastructure.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Adopt European Commission Technical Guidance on the climate-proofing of infrastructure in the period 2021 - 2027 (2021/C 373/01)</b>	Moldova-2025 Ukraine – to be determined	Moldova-2026 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Development of Resilience Action Plan for Road Core/Comprehensive Network</b>	Moldova - 2025 Ukraine – to be determined	Moldova – 2025 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Undertake risk-based vulnerability interventions for the most vulnerable sections of the indicative extension of Core/Comprehensive TEN-T Networks</b>	Moldova-2026 Georgia – ongoing Ukraine – to be determined	Moldova-2027 Georgia – 2030 Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Enhancing the use of alternative fuels to Observing Participants: Transposition of Alternative Fuel Infrastructure Regulation (AFIR)</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2026 Ukraine – to be determined	<i>Regulation (EU) 2023/1804 on the deployment of alternative fuels infrastructure</i>
<b>Enhancing the use of alternative fuels: Adopt the National policy frameworks for deployment of e-charging stations meeting the AFIR targets in the Road Core /Comprehensive network and the AFIR fleet-based targets</b>	Moldova – 2025 Ukraine – to be determined	Moldova – 2026 Ukraine – to be determined	<i>Regulation (EU) 2023/1804 on the deployment of alternative fuels infrastructure</i>  <i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>



<b>Deploy e-charging stations to TEN-T Road Core/ Comprehensive network meeting the AFIR requirements</b>	Moldova – 2026 Georgia – 2025 Ukraine – to be determined	Moldova – 2027 Georgia – continuous Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>  <i>Regulation (EU) 2023/1804 on the deployment of alternative fuels infrastructure</i>

**Expected outcomes** include enhanced resilience to impact climate change and natural disasters. Improved planning and design processes will lead to more robust and functional infrastructure networks. Additionally, an increased number of e-charging stations will contribute to reducing greenhouse gas emissions and air pollution, supporting environmental sustainability.

## IV.6. Enhancing cooperation and experience exchange

The listed measures aim to enhance cooperation and improve efficiency in road network management among the observing participants. By participating in the Road Executive Networks, the observing participants will engage in consultation and coordination before adopting maintenance plans and ITS deployment. This collaborative approach ensures that best practices are shared, promoting a more cohesive and well-maintained road network.

Additionally, stakeholders will benefit from capacity-building initiatives, such as workshops designed to exchange technical expertise and strengthen skills. These workshops will foster knowledge sharing, helping participants enhance their road management capabilities and implement more effective and sustainable infrastructure solutions.

Action	Observing Participants concerned, and deadlines				Link to the Relevant Document	
	Transposition/ Preparation		Implementation			
Functioning of Road Executive Networks for regular consultation and coordination at the OPs level before adoption maintenance plans, deployment of ITS, etc	Moldova continuous	-	Moldova continuous	–	Transport Treaty	Community
	Georgia continuous	–	Georgia continuous	–		
	Ukraine – to be determined		Ukraine – to be determined			



Identify the areas of capacity building needs/experience exchange/ workshops to accommodate the broad range of technical experience	Moldova – continuous	Moldova – continuous	Transport Treaty Community
	Georgia – continuous	Georgia – continuous	
	Ukraine – to be determined	Ukraine – to be determined	

**Expected Outcomes:** Established Road Executive Networks will continue to foster collaboration and mutual understanding, enhancing the effectiveness of joint initiatives. Increased human capacities will ensure the wider dissemination and utilisation of technical expertise.

## IV.7 Concluding Remarks

The infrastructure maintenance-related measures in the Road Action Plans complement efforts to develop the TEN-T Road Network in the Observing Participants in line with the standards established by Regulation (EU) No. 1679/2024. Together with the implementation of large investment projects, addressing the road maintenance issues will contribute to substantially improving the road infrastructure on the indicative extension of the Core and Comprehensive TEN-T Network in Georgia, the Republic of Moldova and Ukraine.

Climate resilience-related measures are also aligned with the revised TEN-T Regulation. At the same time, establishing a robust strategic and legal framework for ITS deployment is consistent with the provisions of the relevant EU acquis.

The deployment of e-charging stations every 60 km, following Regulation (EU) 1804/2023, will not just improve compliance with the TEN-T standards but also contribute significantly to the overall transport decarbonisation goals.

Finally, maintaining a strong focus on capacity-building activities across all areas of this Action Plan is a critical pre-requisite for ensuring its implementation. High-level support for these measures, facilitated through discussions during the regular meetings of the Network of Road Executives and the work of the Road Technical Committee, remains essential.

# Road Safety Action Plan



Road safety is important not just for ensuring the smooth functioning of transport systems but for its positive impact on the whole of society. It reduces the risk of accidents, saves lives, and prevents injuries, contributing to public health and lowering the societal and economic costs of road-related incidents. Currently, the observing participants are far from achieving the goal of reducing fatalities by 50% by 2030, with some regional partners showing a concerning trend of increasing fatality numbers. This requires immediate well-targeted measures aligned with the best practices established at the international level.

The Road Safety Action Plan for the observing participants has been drafted under the procedure described under Section II above and essentially mirrors in structure the corresponding document prepared for the Western Balkans regional partners. It is divided into five thematic chapters, described in more detail below, corresponding to the main thematic priorities agreed for the sector.

The Safe System Approach, a core feature of the Decade of Action in Road Safety for 2021-2030 and EU Road Safety Policy Framework 2021-2030 recognises that road transport is a complex system and places safety at its core. It also emphasises that humans, vehicles and the road infrastructure must interact seamlessly to ensure high safety across the entire system.

The Road Safety Action Plan outlines recommended actions and best practices for preventing serious road injuries and fatalities, which aligns with the Safe System Approach. It emphasises the importance of a holistic approach to road safety and calls for continued improvements in the design of roads and vehicles, enhancement of laws and law enforcement, and provision of timely, life-saving emergency care for the injured. With this in mind, the goal is to embed safety measures throughout every aspect of the road system to create a secure environment for all road users, including pedestrians, cyclists, and drivers.

### **V.1 Content**

The Next Generation Road Safety Action Plan for the Observing Participants consists of five pillars:

- ✓ Strengthening road safety management,
- ✓ Promoting safer infrastructure
- ✓ Promoting the protection of road users (including speed management)
- ✓ Promoting the use of safer vehicles
- ✓ Enhancing cooperation and exchange of experience.

### **V.2 Strengthening the road safety management**

To enhance road safety management, several critical measures must be implemented. First and foremost, establishing a Lead Road Safety Agency serves as the cornerstone, ensuring centralised monitoring and coordination. The agency will streamline efforts across various stakeholders under the supervision of Competent Authorities, enhancing efficiency and accountability in implementing road safety measures.

A critical aspect concerns improving systematic data collection on road traffic fatalities and serious injuries, according to EU standards such as the CARE data model (also known as the Common Accident Data Set (CADaS) protocol). By consolidating and enhancing data quality, authorities can accurately assess trends, identify high-risk areas, and tailor interventions effectively. Meeting criteria for integration into the EU CARE database further reinforces transparency and benchmarking against international best practices. Introducing the Maximum Abbreviated Injury Scale (MAIS) 3+ and trauma registries strengthens the system's capacity to promptly address serious injuries, ensuring a holistic approach to road safety that prioritises prevention and response measures.

Moreover, developing a comprehensive Road Safety Strategy and Action Plan with the aim of 50% reduction in fatal and serious injuries by 2030, in line with both EU and UN frameworks, and reflecting a commitment to reducing road accidents through evidence-based strategies, is imperative. Through these pillars, a cohesive and proactive approach emerges, poised to mitigate road traffic risks and save lives significantly.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Improve the functionality of the coordination body under the supervision of the Competent Authorities and ensure its functionality</b>	Moldova – 2024 Georgia – completed Ukraine – to be determined	Moldova – 2025 Georgia – continuous Ukraine – to be determined	<i>Transport Community Treaty</i>  <i>Eastern Partnership Declaration on Road Safety</i>  <i>Valletta Declaration endorsed by Ministers of Transport of EU</i>  <i>UN General Assembly Resolution</i>
<b>Set up in parallel a coordination mechanism between police and justice authorities to ensure full implementation and strict enforcement of the road safety legislation committed by non-resident drivers</b>	Moldova – 2025 Georgia – completed Ukraine – to be determined	Moldova – 2026 Georgia – continuous Ukraine – to be determined	<i>Transport Community Treaty</i>  <i>Eastern Partnership Declaration on Road Safety</i>

<b>Develop a plan for establishing/ strengthening the lead Road Safety Agency</b>	Moldova – 2024 Georgia – 2024 Ukraine – to be determined	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	<i>Transport Community Treaty</i>  <i>Eastern Partnership Declaration on Road Safety</i>  <i>EU Road Safety Policy Framework 2021-2030</i>  <i>UN General Assembly Resolution</i>
<b>Improve and/or establish the quality of systematic and consolidated data collection on road traffic deaths and serious road injuries in line with existing EU standards and definitions (CARE data model)</b>	Moldova – 2025 Georgia – completed Ukraine – to be determined	Moldova – 2026 Georgia – completed Ukraine – to be determined	<i>Council Decision of 30 November 1993</i>  <i>Annex I.3 Rules applicable to road transport in the regulatory area of road infrastructure safety management</i>  <i>Directive (EU) 2019/1936 on road infrastructure safety management</i> <i>Valletta Declaration endorsed by Ministers of Transport of EU</i>  <i>Association Agreement Annex X(MD) XXIV(GE), XXXII (UA)</i>
<b>Fulfil criteria for joining the EU CARE database</b>	Moldova – 2025 Georgia – completed Ukraine – to be determined	Moldova – 2026 Georgia – completed Ukraine – to be determined	<i>Council Decision on the creation of a community database on road accidents</i>  <i>Directive (EU) 2019/1936 on road infrastructure safety management</i>
<b>Improve serious injuries dataset and establish trauma registries including the introduction and implementation of the MAIS3</b>	Moldova – 2025 Georgia – 2025 Ukraine – to be determined	Moldova – 2026 Georgia – 2026 Ukraine – to be determined	<i>Valletta Declaration endorsed by Ministers of Transport of EU</i>

<p><b>Collect key performance indicators based on a harmonised methodology for monitoring and evaluating safety performance</b></p> <p><b>1. Develop KPIs with a methodology for monitoring and evaluation</b></p> <p><b>2. Pilot Project for surveying at least one KPI in the observing participants based on the latest EU methodology (Baseline Project)</b></p> <p><b>3. Develop KPIs at national level based on the methodology under (1)</b></p> <ul style="list-style-type: none"> <li>Road user behaviour (Speed, seatbelt and child restraint systems, helmet use for PTW, distraction using handled mobile phone, alcohol)</li> <li>Vehicle safety</li> <li>Infrastructure</li> <li>Post Crash Care</li> </ul>	<p>Moldova – 2025 Georgia – 2024 Ukraine – to be determined</p>	<p>Moldova – 2026 Georgia – 2025 Ukraine – to be determined</p>	<p><i>Association Agreement Annex X(MD) XXIV(GE), XXXII (UA),</i></p> <p><i>EU Road Safety Policy Framework 2021-2030</i></p>
<p><b>Evaluation of past relevant policies and development of a national Road Safety Strategy and Action Plan with the aspirational targets for halving the number of serious and fatal road traffic injuries between 2021 and 2030</b></p>	<p>Moldova – 2024 Georgia – 2025 Ukraine – to be determined</p>	<p>Moldova – 2025 Georgia – 2026 Ukraine – to be determined</p>	<p><i>Association Agreement Annex X(MD) XXIV(GE), XXXII (UA),</i></p> <p><i>EU Road Safety Policy Framework 2021-2030</i></p> <p><i>EU Road Safety Policy Framework 2021-2030</i></p> <p><i>UN General Assembly Resolution</i></p>

**Expected outcomes** include a further strengthened institutional framework and enhanced data collection systems supported by a more robust governance structure. This will enable effective coordination and implementation of safety measures, leading to improved oversight and evaluation of initiatives. As a result, the system will ensure timely adjustments and continuous improvements where needed.

## V.3 Promoting safer infrastructure

Promoting safer road infrastructure is secured through the rigorous implementation of key EU Directives aimed at enhancing road network safety and minimising risks for all users. Directive 2008/96/EC, alongside its 2019 amendment (Directive (EU) 2019/1936), constitute the key framework for road infrastructure safety management. These directives mandate comprehensive safety assessments and management practices across road networks, ensuring consistent standards in identifying and mitigating hazards. By adhering to these directives, authorities can systematically enhance infrastructure resilience, promote safer road conditions, and ultimately reduce the frequency and severity of accidents.

In addition, Directive 2004/54/EC sets stringent safety requirements for tunnels, ensuring they meet minimum safety standards to protect users during transit. These measures encompass everything from lighting and ventilation to emergency response preparedness, fostering a secure environment in tunnels across the TEN-T network.

Moreover, establishing and enforcing appropriate speed limits supported by advanced safety measures like road signs, speed cameras, and speed-restricting mechanisms are essential components of a comprehensive road safety strategy. These measures not only promote compliance with regulations but also enhance awareness and accountability among drivers, contributing significantly to overall road safety outcomes.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Transposition and Implementation of the Road Infrastructure Safety Management Directive and its Amendment Directive</b>	Moldova – 2025 Georgia – 2025 Ukraine - to be determined	Moldova – 2026 Georgia – continuous Ukraine - to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of road infrastructure safety management</i>  <i>Directive (EU) 2019/1936 on road infrastructure safety management</i>
<b>Transposition and implementation of EU Directive 2004/54/EC on minimum safety requirements for tunnels in the trans-European road network</b>	Moldova – 2025 Georgia – completed Ukraine - to be determined	Moldova – 2026 Georgia – continuous Ukraine - to be determined	<i>Directive 2004/54/EC on minimum safety requirements for tunnels in the trans-European road network</i>

<b>Identify and eliminate the most dangerous sections with high accidental rates of fatalities and serious injuries on the road network</b> <ol style="list-style-type: none"> <li>1. Identification and RSI</li> <li>2. Detailed Designs</li> <li>3. Construction Works</li> </ol>	Moldova – 2026 Georgia – continuous Ukraine - to be determined	Moldova – 2027 Georgia – continuous Ukraine - to be determined	<i>Association Agreement Annex X(MD) XXIV(GE), XXXII(UA),</i>
<b>Establish a licensing system for Road Safety Inspectors and Auditors (regular training courses, curricula and certification)</b>	Moldova – 2026 Georgia – completed Ukraine - to be determined	Moldova – 2027 Georgia – completed Ukraine - to be determined	<i>Annex I.3 Rules applicable to road transport Directive (EU) 2019/1936 on road infrastructure safety management</i>
<b>Establish and enforce adequate speed limits supported by appropriate safety measures, such as road signs, speed cameras, and other speed-restricting mechanisms, to ensure the safety of all road users</b>	Moldova – 2025 Georgia – completed Ukraine - to be determined	Moldova – 2026 Georgia – continuous Ukraine - to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of tunnels Directive (EU) 2019/1936 on road infrastructure safety management</i>  <i>Council Directive 92/6/EEC on the installation and use of speed limitation devices for certain categories of motor vehicles in the Community</i>

**Expected outcomes** include the successful implementation of the Road Infrastructure Safety Management and Tunnel Safety EU Directives, which will minimise the risk of road accidents and enhance overall transportation safety. This will contribute to developing of infrastructure that meets regulatory requirements and establish a secure and reliable transportation network that prioritises the well-being and safety of all users.

### V.4 Promoting the protection of road users

Ensuring the safety of vulnerable road users demands a multifaceted approach centred on targeted programs and infrastructure enhancements. Key initiatives include developing specific protection programs tailored for powered-two-wheelers and addressing their unique safety challenges through education and infrastructure improvements.



Enhancing the safety of pedestrians, cyclists, and motorcyclists involves thorough infrastructure design that integrates dedicated lanes, crossings, and traffic calming measures, coupled with stringent speed management protocols. Effective enforcement of road safety measures is critical to reducing unsafe behaviours such as speeding, impaired driving, and distracted driving, thereby protecting vulnerable road users from preventable risks. Moreover, continuous education and training initiatives are pivotal in promoting responsible road behaviour, particularly among novice drivers, motorcycle riders, and professional drivers, reinforcing the importance of respecting the traffic rules and promoting a safety culture on our roads.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Develop specific programmes for the protection of vulnerable road users and, in particular, for the safety of pedestrians, cyclists and powered two-wheelers by appropriate infrastructure design and speed management</b>	Moldova – 2026  Georgia – 2025  Ukraine – to be determined	Moldova – 2027  Georgia – continuous  Ukraine – to be determined	<i>Association Agreement Annex X(MD) XXIV(GE), XXXII(UA), Annex I.3 Rules applicable to road transport in the regulatory area of road infrastructure safety management</i>  <i>Directive (EU) 2019/1936 on road infrastructure safety management</i>  <i>Valletta Declaration endorsed by Ministers of Transport of EU</i>
<b>Enforce effective road safety measures to address unsafe behaviour, like speeding, drunk and drug driving, failing to use seatbelts, child restraints, helmets, use of mobile phones</b>	Moldova – 2026  Georgia - 2025  Ukraine – to be determined	Moldova – 2027  Georgia - continuous  Ukraine – to be determined	<i>Council Directive 92/6/EEC on the installation and use of speed limitation devices for certain categories of motor vehicles in the Community</i>  <i>Council Directive 91/671/EEC relating to the compulsory use of safety belts and child-restraint systems in vehicles</i>

			<i>Valletta Declaration endorsed by Ministers of Transport of EU</i>
<b>Measures related to the requirements for driving licences and better cross-border enforcement of road traffic rules (road safety package March 2023)</b>	Moldova – 2026 Georgia – 2025 Ukraine – to be determined	Moldova – 2027 Georgia - continuous Ukraine – to be determined	<i>Annex I.3 Rules applicable to road transport in the regulatory area of Driving Licence and cross-border enforcement of road traffic rules</i>
<b>Improve road users' behaviour through continued and effective education and training, focusing in particular on novice drivers, motorcycle riders and professional drivers, awareness-raising campaigns</b>	Moldova – 2026 Georgia – 2025 Ukraine – to be determined	Moldova – 2027 Georgia – continuous Ukraine – to be determined	<i>Valletta Declaration endorsed by Ministers of Transport of EU</i>  <i>UN General Assembly Resolution</i>

**Expected outcomes** include significantly strengthening responsible driving and adherence to safety regulations, achieved through enhanced awareness campaigns, education programs, and rigorous enforcement of traffic laws. Additionally, improvements in road safety will be supported by better road designs, the installation of appropriate signage and barriers, and effective speed management measures.

### V.5 Promoting the use of safer vehicles

Enhancing vehicle safety standards is an essential element for safeguarding all road users. Central to this effort is the promotion and enforcement of safety measures, ensuring that vehicles meet stringent criteria for occupant protection. This includes equipping vehicles with essential safety features such as seat belts, airbags, and advanced active safety systems, which are crucial in mitigating injury risks during accidents.

Moreover, as ITS become increasingly integrated, it is imperative to ensure compatibility and interoperability with EU standards, particularly emphasising systems like e-Call and 112 emergency services. Supporting the harmonisation of EU regulations further strengthens vehicle safety across borders, encompassing comprehensive standards for homologation of motor vehicles, trailers, motorcycles, and agricultural vehicles. By adhering to these measures and enhancing collaboration, stakeholders can collectively advance vehicle safety, ensuring a safer and more resilient road network for all.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Improve safety standards and roadworthiness of vehicles to protect road users</b>	Moldova – 2025 Georgia – 2024 Ukraine – to be determined	Moldova – 2026 Georgia - 2025 Ukraine – to be determined	<p><i>Association Agreement Annex X(MD) XXIV(GE), XXXII(UA),</i></p> <p><i>Annex I.3 Rules applicable to road transport in the regulatory area of roadworthiness package</i></p> <p><i>Directive 2014/45/EU on periodic roadworthiness tests for motor vehicles and their trailers</i></p> <p><i>Commission Implementing Regulation (EU) 2019/621 on the technical information necessary for roadworthiness testing of the items to be tested on the use of the recommended test methods, and establishing detailed rules concerning the data format and the procedures for accessing the relevant technical information</i></p>
<b>Given the use of intelligent transport systems across the region, ensuring that services and systems are compatible and interoperable with EU standards (e-Call and 112)</b>	Moldova - 2025 Georgia – 2026 (112 only) Ukraine – to be determined	Moldova - 2026 Georgia – 2027 (112 only) Ukraine – to be determined	<i>Commission Delegated Regulation (EU) No 305/2013 with regard to the harmonised provision for an interoperable EU-wide eCall</i>

<b>Support for harmonisation of EU Regulations in the area of homologation of motor vehicles, trailers, two or three-wheel vehicles, quadricycles, agricultural and forestry vehicles</b>	Moldova – 2025 Georgia – 2026 Ukraine – to be determined	Moldova – 2027 Georgia – continuous Ukraine – to be determined	<p><i>Annex I.3 Rules applicable to road transport in the regulatory area of Type Approval</i></p> <p><i>Regulation (EU) 2018/858 on the approval and market surveillance of motor vehicles and their trailers, and of systems, components and separate technical units intended for such vehicles</i></p> <p><i>Regulation (EU) 167/2013 on the approval and market surveillance of agricultural and forestry vehicles,</i></p> <p><i>Regulation EU 168/2013</i>  <i>Regulation (EU) 168/2013 on the approval and market surveillance of two- or three-wheel vehicles and quadricycles</i></p> <p><i>Regulation EU 2019/2144 on type-approval requirements for motor vehicles and their trailers, and systems, components and separate technical units intended for such vehicles, as regards their general safety and the protection of vehicle occupants and vulnerable road users.</i></p>
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**Expected outcomes** include a significant increase in the number of vehicles equipped with advanced safety features, such as airbags and anti-lock braking systems (ABS), leading to a substantial reduction in road accidents. Additionally, compatibility and interoperability with emergency systems will be ensured, further enhancing overall road safety.

### V.6 Enhancing cooperation and experience exchange

The proposed measure will facilitate a more cohesive approach to road safety across the region, promoting uniform standards and practices that prioritise the prevention of road traffic accidents. By

fostering the exchange of experiences and best practices, the initiative aims to enhance the knowledge gained from EU Member States and other partner regions, leading to more tailored interventions to local needs.

Action	Observing Participants concerned, and deadlines		Link to the Relevant Document
	Transposition/ Preparation	Implementation	
<b>Enhance cooperation between the Eastern Partnership (EaP) Observatory and the Western Balkans Road Safety Observatory (WBRSo)</b>	Once established the Eastern Partnership Road Safety Observatory All OPs	TCT Secretariat to support and share best practices, TAIEX	<i>Joint Statement</i>
<b>Identify the areas of capacity building, needs and organise stakeholders' workshops to accommodate the broad range of technical experiences</b>	Continuous	TCT Permanent Secretariat to support and share examples and best practices	<i>Transport Community Treaty</i>

**Expected outcomes** include increased capacities and knowledge among the observing participants, leading to improved policy-making processes. This enhancement is expected to significantly reduce the number of road accidents and serious injuries and fatalities.

### V.7 Concluding Remarks

Implementing the comprehensive measures outlined in a road safety action plan is expected to contribute towards achieving the goal of reducing serious injuries and fatalities.

Establishing a dedicated road safety executive body plays a crucial role by centralising efforts, enhancing coordination among stakeholders, providing evidence-based policy measures and implementing targeted interventions based on data-driven insights.

Improving road infrastructure involves upgrading roads, intersections, and pedestrian crossings to meet safety standards, which coupled with enhanced speed management should reduce the number and the severity of road accidents. These enhancements not only improve traffic flow but also mitigate risks associated with poor road conditions, directly reducing fatalities and injuries.

Preparing specific programmes for the protection of vulnerable road users – such as pedestrians, cyclists, and motorcyclists – through safer infrastructure such as dedicated bike lanes and safe crossings, enhanced visibility measures, awareness campaigns, speed management and increased enforcement of other road users (cars, vans, lorries, etc) aims to decrease their involvement in road accidents.

Finally, capacity-building initiatives aimed at educating stakeholders and empowering local communities to enforce safety measures effectively contribute to continuous improvements in road safety outcomes.

# **Waterborne Transport and Multimodality Action Plan**



Waterborne transport has been a crucial driver of economic development, facilitating trade and connections between nations, ensuring the secure supply of energy, food, and commodities, and serving as a key means of transport for imports and exports. Enhancing waterborne transport and multimodality for Georgia, the Republic of Moldova and Ukraine is vital for regional integration, economic growth, and sustainable development.

The Waterborne Transport and Multimodality Action Plan for the observing participants has been drafted under the procedure described under Section II above, builds on the 2023 draft version, and essentially mirrors in structure the corresponding document prepared for the Western Balkans regional partners. It is divided into four thematic chapters, described in more detail below, corresponding to the main thematic priorities agreed for the sector.

The updated Action Plan outlines the priorities in transposition of the EU Acquis stipulated in Annex I.4 and I.5 of the TCT Treaty, upgrade of port infrastructure, protection of the environment including decarbonisation, improvement of digitalisation, sustainability, human elements, and multimodal transport for the TCT observing participants.

## **VI.1 Content**

Mirroring the work performed for the TCT Contracting Parties to ensure parity with the regional partners from the Western Balkans but also considering the tailor-made focus on observing participants' specific needs and challenges, the proposed structure of the Action Plan consists of the following pillars:

- ✓ Promoting green and smart waterborne transport
- ✓ Promoting a safe and secure waterborne transport
- ✓ Improving navigability, port infrastructure and multimodal systems
- ✓ Increasing the attractiveness of working in the waterborne sector

## **VI.2 Promoting green and smart waterborne transport**

Identified measures align with the Paris Agreement, which is being designed to gradually improve the overall conditions in waterborne transport, contributing to the greening of the sector and the deployment of smart technology systems. Additionally, the listed measures will reduce the administrative burden on ships while promoting the use of digital information to boost the sector's efficiency, attractiveness, and environmental sustainability, integrating it seamlessly into the digital multimodal logistics chain.

Implementing the actions in this section will also contribute to the decarbonisation of the waterborne sector by promoting the use of clean energy technologies and renewable and low-carbon fuels for ships, as per Regulation (EU) 2023/1805. In addition, in terms of the digital transformation of the sector, on-time completion of the below-mentioned actions will make it more efficient and increase the levels of safety, security, reliability, and comfort.

Actions	Observing Participants concerned, and deadlines		Relation with the TCT Annex I – and the other relevant EU Legislation
	Transposition /Preparation	Implementation	
<b>Taking measures toward the path to zero-emission in waterborne transport. Development and implementation of EU legislation</b>	Moldova – 2025  Georgia – to be determined <sup>1</sup>  Ukraine – to be determined	Moldova – 2026  Georgia – to be determined  Ukraine – to be determined	<i>Directive (EU) 2016/802 relating to a reduction in the sulphur content of certain liquid fuels</i>  <i>Directive 98/70/EC relating to the quality of petrol and diesel fuels</i>  <i>Directive 2009/30/EC as regards the specification of petrol, diesel and gas-oil and introducing a mechanism to monitor and reduce greenhouse gas emissions</i>  <i>Regulation (EU) 2016/1628 on requirements relating to gaseous and particulate pollutant emission limits and type- approval for internal combustion engines for non-road mobile machinery</i>  <i>Regulation (EU) 2023/1805 on the use of renewable and low-carbon fuels in maritime transport</i>  <i>Regulation (EU) 2023/1804 on the deployment of alternative fuels infrastructure</i>
<b>Transposition of the EU Acquis on-port reception facilities for the delivery of wastes from ships</b>	Moldova – 2025  Georgia – completed  Ukraine – to be determined	Moldova – 2027  Georgia – completed  Ukraine – to be determined	<i>Directive (EU) 2019/883 on port reception facilities for the delivery of waste from ships</i>
<b>Developing concepts of "green ports" to improve the environmental sustainability of the ports</b>	Moldova – 2026  Georgia – continuous	Moldova – 2027  Georgia – continuous	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>

<sup>1</sup> These regulations are to be transposed within 5 years after approval and entering into force of a respective Action Plan



and the availability of alternative fuels	Ukraine – to be determined	Ukraine – to be determined	
Establish and upgrade the digital systems for monitoring navigation and smart solutions in ports	Moldova – 2025 Georgia – 2024 <sup>2</sup> Ukraine – to be determined	Moldova – 2026 Georgia – 2025 <sup>3</sup> Ukraine – to be determined	<i>Regulation (EU) 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
Transposition and implementation of legislation on ship reporting formalities	Moldova – completed Georgia – completed Ukraine – to be determined	Moldova – 2026 Georgia – completed Ukraine – to be determined	<i>Directive 2010/65/EU on reporting formalities for ships arriving in and/or departing from ports of the Member States</i>  <i>Regulation (EU) 2019/1239 establishing a European Maritime Single Window environment</i>
Transposition and implementation of legislation on VTMS	Moldova – 2025 <sup>4</sup> Georgia – completed Ukraine – partially transposed	Moldova – 2026 Georgia – completed Ukraine – to be determined	<i>Directive 2002/59/EC establishing a Community vessel traffic monitoring and information system</i>
Transposition and implementation of legislation related to RIS	Moldova – 2025 <sup>5</sup> Georgia – to be determined Ukraine – partially transposed	Moldova – 2026 Georgia – to be determined <sup>6</sup> Ukraine – to be determined	<i>Directive 2005/44/EC on harmonised river information services (RIS) on inland waterways in the Community</i>  <i>Commission Implementing Regulation (EU) No 909/2013 on the technical specifications for the electronic chart display and information system for inland navigation (Inland ECDIS)</i>  <i>Commission Implementing Regulation (EU) 2018/1973</i>

<sup>2</sup> National Maritime Single Window has already been prepared and is functional for Georgia

<sup>3</sup> Port Community System is under development and implementation. To become operational in 2025.

<sup>4</sup> Partial transposition. Full transposition expected in 2025.

<sup>5</sup> Moldova has partially transposed Directive 2005/44/EC

<sup>6</sup> To be transposed and implemented after signature of the TCT Treaty by Georgia and within 5 years after approval of a respective Action Plan.

			<p><i>amending Implementing Regulation (EU) No 909/2013 on the technical specifications for the electronic chart display and information system for inland navigation (Inland ECDIS)</i></p> <p><i>Commission Implementing Regulation (EU) 2019/1744 on technical specifications for electronic ship reporting in inland navigation</i></p> <p><i>Commission Regulation (EC) No 416/2007 concerning the technical specifications for Notices to Skippers</i></p> <p><i>Commission Implementing Regulation (EU) 2018/2032 of 20 November 2018 amending Commission Regulation (EC) No 416/2007 concerning the technical specifications for Notices to Skippers</i></p> <p><i>Commission Implementing Regulation (EU) 2019/838 on technical specifications for vessel tracking and tracing systems</i></p> <p><i>Commission Regulation (EC) No 414/2007 concerning the technical guidelines for the planning, implementation and operational use of river information services (RIS)</i></p>
<b>Transposition and implementation of legislation on electronic freight transport information and implementation of digital solutions to improve multimodality</b>	<p>Moldova – 2026</p> <p>Georgia – to be determined</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2026</p> <p>Georgia – to be determined<sup>7</sup></p> <p>Ukraine – to be determined</p>	<p><i>Regulation (EU) 2020/1056 on electronic freight transport information</i></p>

<sup>7</sup> To be transposed and implemented after the signature of the TCT Treaty by Georgia

<b>Transposition and implementation of legislation on combined transport</b>	Moldova – 2026	Moldova – 2027	<i>Council Directive 92/106/EEC on the establishment of common rules for certain types of combined transport of goods between Member States</i>
	Ukraine – to be determined	Ukraine – to be determined	

**Expected outcomes** Overall improvement in achieving zero-emission targets, along with enhanced waste management through upgraded port reception facilities. Additionally, establishing and enhancing digital navigation systems, smart port solutions, and streamlined ship reporting formalities will contribute to these goals. Advancements in vessel traffic monitoring and the provision of river information services, alongside promoting other digital solutions for multimodal transport integration, are also expected to play a vital role in fostering a more efficient and sustainable waterborne transport sector.

### VI.3 Promoting a safe and secure waterborne transport

The general aim is to eliminate substandard shipping, protect passengers and crews, reduce the risk of environmental pollution, and ensure that operators adhering to good practices are not commercially disadvantaged compared to those neglecting vessel safety. Recognising the strategic importance of waterborne transport to the observing participants' economies, efforts in waterborne safety, security, and environmental protection are meant to enhance the international legal framework significantly, ensuring harmonised application in the targeted areas.

Continuous enforcement of the measures and priorities related to safety and security in waterborne transport should align with the international legal framework, such as the SOLAS and the ISPS Code, as foreseen by the IMO.

Actions	Observing Participants concerned, and deadlines		Relation with the TCT Annex I – and the other relevant EU Legislation
	Transposition/ Preparation	Implementation	
<b>Taking measures for improving the performance of the fleet in line with the Memorandum of Understanding on Port State Control</b>	Moldova – 2025	Moldova - continuous	<i>Directive 2009/21/EC on compliance with flag State requirements</i>
	Georgia – continuous	Georgia – continuous	<i>Directive 2009/16/EC on port State control</i>
	Ukraine – to be determined	Ukraine – to be determined	<i>Directive 2009/18/EC establishing the fundamental principles governing the investigation of accidents in the maritime transport sector</i>
			<i>Commission Implementing Regulation (EU) No 651/2011 adopting the rules of procedure</i>

			<p><i>of the permanent cooperation framework established by Member States in cooperation with the Commission</i></p> <p><i>Commission Regulation (EU) No 1286/2011 adopting a common methodology for investigating marine casualties and incidents</i></p> <p><i>Directive 2005/35/EC on ship-source pollution and on the introduction of penalties, including criminal penalties, for pollution offences</i></p>
<b>EU Safety Acquis, including the incorporation of the latest amendments to Port State, Flag State, Accident investigation and Ship Source pollution Directives</b>	<p>Moldova – completed<sup>8</sup>, 2025<sup>9</sup></p> <p>Georgia – partially transposed</p> <p>Ukraine – to be determined</p>	<p>Moldova – 2026</p> <p>Georgia – 2026/2027</p> <p>Ukraine – to be determined</p>	<p><i>Directive 2009/21/EC compliance with flag State requirements</i></p> <p><i>Directive 2009/16/EC on port State control</i></p> <p><i>Directive 2009/18/EC establishing the fundamental principles governing the investigation of accidents in the maritime transport sector</i></p> <p><i>Directive 2005/35/EC on ship-source pollution and on the introduction of penalties, including criminal penalties, for pollution offences</i></p>
<b>Legislation on common rules and standards for ship inspection &amp; survey organisations</b>	<p>Moldova – partially transposed</p>	<p>Moldova – 2025</p> <p>Georgia – to be determined<sup>11</sup></p> <p>Ukraine – to be determined</p>	<p><i>Directive 2009/15/EC on common rules and standards for ship inspection and survey organisations and for the relevant activities of maritime administrations</i></p>

<sup>8</sup> The legal acts concerning port state control and on the compliance with the flag state control have been transposed.

<sup>9</sup> The piece of legislation concerning the accident investigation has been partially transposed. The other EU Acquis is envisaged for transposition in 2025.

<sup>11</sup> The remaining piece of legislation to be transposed and implemented after signature of the TCT Treaty by Georgia and within 5 years period after approval of the respective Action Plan.

	Georgia – partially transposed <sup>10</sup>  Ukraine – to be determined		<i>Regulation (EC) No 391/2009 on common rules and standards for ship inspection and survey organisations</i>  <i>Commission Decision 2009/491/EC on criteria to be followed in order to decide when the performance of an organisation acting on behalf of a flag State can be considered an unacceptable threat to safety and the environment</i> <i>Commission Regulation (EU) No 788/2014 laying down detailed rules for the imposition of fines and periodic penalty payments and the withdrawal of recognition of ship inspection and survey organisations</i>
<b>Taking necessary measures to enhance Waterborne Security in line with Annex I of the Treaty</b>	Moldova – partially completed <sup>12</sup>  Georgia – partially completed <sup>13</sup>  Ukraine – to be determined	Moldova – 2027  Georgia – to be determined <sup>14</sup>  Ukraine – to be determined	<i>Regulation (EC) No 725/2004 on enhancing ship and port facility security</i>  <i>Directive 2005/65/EC on enhancing port security</i>  <i>Commission Regulation (EC) No 324/2008 laying down revised procedures for conducting Commission inspections in the field of maritime security</i>
<b>Taking necessary measures to enhance Waterborne Cybersecurity in line with the European Union Agency for Cyber Security waterborne sector recommendations</b>	Moldova – 2026  Georgia – continuous  Ukraine – to be determined	Moldova – continuous  Georgia – continuous	<i>Directive (EU) 2022/2555 on measures for a high common level of cybersecurity across the Union</i>

<sup>10</sup> Georgia has transposed Directive 2009/15/EC, Regulation (EU) 391/2009 and Commission Regulation 788/2014.

<sup>12</sup> Completed for Directive 2005/65/EC and partial transposition for Regulation (EC) 725/2004

<sup>13</sup> Georgia has transposed and implemented Directive 2005/65/EC and Regulation (EC) 725/2004

<sup>14</sup> Georgia has declared that will transpose and implement Commission Regulation (EC) No 324/2008 after signature of the TCT Treaty.

		Ukraine – to be determined	
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**Expected outcomes** Enhanced safety and a more secure operational environment by aligning the sector with the latest safety and security standards. Improved fleet performance through compliance with the Memorandum of Understanding on Port State Control and the implementation of the newly approved EU Safety Package. Moreover, the measures will ensure the highest level of preventive security for maritime transport while also improving the effectiveness of national maritime security measures, procedures, and structures.

## VI.4 Improving navigability, port infrastructure and multimodal systems

The actions listed below will further enhance navigability through dredging, channel deepening, and improved waterway management. Thus, not only will smoother vessel passage be achieved, but it will also reduce transit times and operational costs. Upgrading port infrastructure through rehabilitation and modernisation of terminals by increasing their capacity, improving berthing facilities and links within terminals, and implementing advanced cargo handling technologies, supports efficiency. Furthermore, integrating multimodal systems by optimising connections with rail, road, and inland waterways promotes seamless cargo flow and reduces congestion, improving overall supply chain resilience and sustainability.

Actions	Observing Participants concerned, and deadlines		Relation with the TCT Annex I – and the other relevant EU Legislation
	Transposition / Preparation	Implementation	
<b>Construction and upgrade of the new port facilities and intermodal terminals and smooth transfer of the processes and services</b>	Moldova – 2025	Moldova – 2026	<i>Regulation 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
	Georgia – continuous	Georgia – continuous	
	Ukraine – to be determined	Ukraine – to be determined	

<b>Rules applicable to the transport of goods or passengers with a view to establishing freedom to provide such transport services</b>	Moldova – 2025 Georgia – 202* Ukraine – to be determined	Moldova – 2027 Georgia – 202* <sup>15</sup> Ukraine – to be determined	<i>Council Regulation (EEC) No 3577/92 applying the principle of freedom to provide services to maritime transport within Member States (maritime cabotage)</i>  <i>Council Regulation (EC) No 1356/96 on common rules applicable to the transport of goods or passengers by inland waterway between Member States with a view to establishing freedom to provide such transport services</i>
<b>Improving the Good Navigation Status in line with new TEN-T Regulation</b>	Moldova – 2026 Ukraine – to be determined	Moldova - continuous Ukraine – to be determined	<i>Regulation 2024/1679 on Union guidelines for the development of the trans-European transport network</i>
<b>Improvement of effectiveness in ports for smooth integration into multimodal mobility and logistics systems</b>	Moldova – 2026 Georgia – continuous Ukraine – to be determined	Moldova – continuous Georgia – continuous Ukraine – to be determined	<i>Regulation 2024/1679 on Union guidelines for the development of the trans-European transport network</i>

**Expected outcomes** include increased regional connectivity and economic growth through enhanced port capacities, efficiency, effectiveness, and attractiveness for shipping and logistics. Upgraded port equipment and improved port services and infrastructure will make waterborne transport more appealing. Additionally, the development of multimodal transport will be further strengthened, facilitating seamless integration into broader mobility and logistics systems.

### VI.5 Increasing the attractiveness of working in the waterborne sector

The overall purpose is to standardise and improve working conditions within waterborne transport, ensuring equal opportunities, and promoting regulatory consistency. This will result not only in enhancing labour rights and protections but also in ensuring a more stable and predictable working environment for waterborne professionals.

The measures listed below are essential for stimulating interest in career development in the waterborne transport sector and attracting skilled individuals to the sector, ultimately addressing the looming labour shortage issue.

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<sup>15</sup> To be transposed and implemented after the signature of the TCT Treaty by Georgia.



In addition, implementation of the actions and measures below is also in full compliance with the 2006 ILO Maritime Labour Convention aimed at ensuring decent working and living conditions on board, for all seafarers regardless of their nationality and of the flag of ships on which they sail, as well as fairer conditions of competition for operators respectful of rules and often disadvantaged by substandard shipping.

Actions	Observing Participants concerned, and deadlines		Relation with the TCT Annex I – EU Legislation
	Transposition / Preparation	Implementation	
<b>Finalise the process of mutual recognition of professional training and qualifications in line with Annex I of the Treaty</b>	Moldova – 2024	Moldova – 2026	<i>Directive 2022/993 on the minimum level of training of seafarers</i>
	Georgia – completed	Georgia – partially completed <sup>16</sup>	<i>Directive (EU) 2017/2397 on the recognition of professional qualifications in inland navigation</i>
	Ukraine – to be determined	Ukraine - to be determined	
<b>Transposition and implementation of the legislation concerning working hours of the crew of the ships in line with Annex I</b>	Moldova – completed	Moldova – 2025	<i>Directive 1999/95/EC concerning the enforcement of provisions in respect of seafarers' hours of work on board ships calling at Community ports</i>
	Georgia – partially transposed <sup>17</sup>	Georgia – 202 <sup>*18</sup>	
	Ukraine – to be determined	Ukraine – to be determined	<i>Council Directive 1999/63/EC concerning the Agreement on the organisation of working time of seafarers concluded by the European Community Shipowners' Association (ECSA) and the Federation of Transport Workers' Unions in the European Union (FST)</i>  <i>Council Directive 2014/112/EU implementing the European Agreement concerning certain aspects of the organisation of working time in inland waterway transport, concluded by the</i>

<sup>16</sup> Georgia has signed Memorandum of Understanding with 21 EU Member States concerning the mutual recognition of professional trainings and qualifications

<sup>17</sup> Directive 1999/95/EC and Council Directive 1999/63/EC are transposed and implemented by Georgia. Transposition and implementation of Council Directive 2014/112/EU is still pending.

<sup>18</sup> To be fully transposed and implemented after the signature of the TCT Treaty by Georgia.



			<i>European Barge Union (EBU), the European Skippers Organisation (ESO) and the European Transport Workers' Federation (ETF)</i>
<b>Transposition and implementation of other legislation concerning the Social Aspects, as per Annex I</b>	Moldova – 2025  Georgia – partially transposed <sup>19</sup>  Ukraine – to be determined	Moldova – 2026  Georgia – 2026 <sup>20</sup>  Ukraine – to be determined	<i>Directive 2013/54/EU 2013 concerning certain flag State responsibilities for compliance with and enforcement of the Maritime Labour Convention, 2006</i>  <i>Council Directive 2009/13/EC implementing the Agreement concluded by the European Community Shipowners' Associations (ECSA) and the European Transport Workers' Federation (ETF) on the Maritime Labour Convention, 2006</i>  <i>Council Directive 92/29/EEC on the minimum safety and health requirements for improved medical treatment on board vessels</i>
<b>Improve training and certification systems through collaboration between universities, training centres, CEMA and industry in compliance with Annex I</b>	Moldova – 2025  Georgia – continuous  Ukraine – to be determined	Moldova – 2026  Georgia – continuous  Ukraine – to be determined	<i>Directive 2022/993 on the minimum level of training of seafarers</i>
<b>Provide technical assistance, training, and capacity-building to TCT Observing participants to strengthen human resources and institutional capacities in waterborne transport</b>	Moldova – 2025  Georgia – continuous  Ukraine – to be determined	Moldova – 2027  Georgia – continuous  Ukraine – to be determined	<i>Directive 2022/993 on the minimum level of training of seafarers</i>

**Expected outcomes** Increased attractiveness of waterborne transport careers for youth, leading to a larger workforce in both onshore and offshore activities. Workforce mobility will improve, and standardised working conditions will be established. Seafarers' living and working conditions will be

<sup>19</sup> Georgia has transposed Council Directive 92/29/EEC and Council Directive 2009/13/EC.

<sup>20</sup> Directive 2013/54/EU is planned to be transposed and implemented by Georgia up to the end of 2026.

enhanced, ensuring fairer competition in the shipping sector. Crew training and certification systems will be improved through collaboration between academia, training centres, and industry stakeholders. In addition, international standards related to seafarers' education, training, and certification, as outlined in the STCW and EU legislative frameworks, will be transposed into Moldova's normative framework.

### **IV.6 Concluding Remarks**

The Action Plan for Waterborne Transport and Multimodality is essential for progressing legislative alignment following Annex I.4 and I.5 of the Treaty and ensuring compliance with the TEN-T standards in the sector. This will bring the Observing participants closer to membership in the Transport Community and accelerate their EU integration by enhancing connectivity to the Single Transport Area and the Single Market.

Completion of the set of activities and measures included within the pillar for promoting green and smart waterborne transport in the timeframes set will contribute to greening the waterborne transport in the observing participants in compliance with the priorities of the European Green Deal and EU's Smart and Sustainable Mobility Strategy. In addition, the introduction of smart and telematic applications (VTMIS, RIS, NMSW, PCS within the waterborne sector will improve its efficiency, effectiveness and safety, which will directly result in the improvement of its competitiveness compared to the other transport modes.

Last but not least, waterborne transport, particularly the ports, are entry and exit points of the global logistics chain. Therefore, improving their connectivity with other transport modes will result in the better promotion of multimodality.

Promoting safe and secure waterborne transport in the observing participants is mainly related to improving the countries' standings within the Port State and Flag State Control. For Moldova, specific actions are required for exiting the Paris MoU Blacklist, where it currently stands. Additionally, Moldova must strengthen its flag state control, improve legal frameworks for ship inspections and survey organisations, and enhance waterborne security measures.

Each observing participant shall identify and implement a pipeline of concrete projects aimed at increasing the capacity of port facilities, improving their effectiveness and integration in the logistics system.

Lastly, enhancing training and certification systems and improving the working conditions in the waterborne transport sector will attract younger talents and professionals, increasing interest in pursuing careers in the industry.