

Brussels, 22 May 2025  
(OR. en)

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**COVER NOTE**

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| From:            | Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director                              |
| date of receipt: | 22 May 2025  |
| To:              | Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union                                      |
| No. Cion doc.:   | C(2025) 3068 annex   |
| Subject:         | ANNEXES to the COMMISSION RECOMMENDATION on transport poverty: ensuring affordable, accessible and fair mobility |

Delegations will find attached document C(2025) 3068 annex.

Encl.: C(2025) 3068 annex



EUROPEAN  
COMMISSION

Brussels, 22.5.2025  
C(2025) 3068 final

ANNEXES 1 to 2

## **ANNEXES**

**to the**

### **COMMISSION RECOMMENDATION**

**on transport poverty: ensuring affordable, accessible and fair mobility**

## ANNEX I

### EXAMPLES OF TRANSPORT POVERTY INDICATORS

1. **EUROPEAN COMMISSION: DIRECTORATE-GENERAL FOR EMPLOYMENT, SOCIAL AFFAIRS AND INCLUSION, CLUDIUS, J., NOKA, V., UNGER, N., DELFOSSE, L. ET AL., FINAL REPORT, “TRANSPORT POVERTY: DEFINITIONS, INDICATORS, DETERMINANTS, AND MITIGATION STRATEGIES”, OCTOBER 2024<sup>1</sup>**
  - (1) Indicators focusing on the affordability of transport
    - (a) Share of the population that faces an enforced lack of a car by income group and type of household per different population groups
    - (b) Share of the population for which public transport tickets are ‘too expensive’ (also available by degree of urbanisation: cities, towns and suburbs, rural areas, and among different population groups)
    - (c) Share of the household population identified by the 6% and 2M indicators<sup>2</sup> of transport affordability (also available by degree of urbanisation: cities, towns and suburbs, rural areas, and per population group)
    - (d) Percentage of disposable income spent on transport (operation of transport equipment and transport services) (also available per expenditure decile)
  - (2) Indicators focusing on the availability of transport
    - (a) Share of the population that is materially and socially deprived and owns a car,
    - (b) Share of the population for which the nearest public transport stop is ‘too far away’ (also available by degree of urbanisation: cities, towns and suburbs, rural areas),
    - (c) Share of the population with ‘very difficult’ access to public transport by total population and rural population
  - (3) Indicators focusing on the accessibility of transport

<sup>1</sup> European Commission: Directorate-General for Employment, Social Affairs and Inclusion, Cludius, J., Noka, V., Unger, N., Delfosse, L. et al., Final Report, “Transport poverty: definitions, indicators, determinants, and mitigation strategies”, October 2024, [https://employment-social-affairs.ec.europa.eu/transport-poverty-definitions-indicators-determinants-and-mitigation-strategies-final-report\\_en](https://employment-social-affairs.ec.europa.eu/transport-poverty-definitions-indicators-determinants-and-mitigation-strategies-final-report_en). Sources: (1) a): Eurostat [[ilc\\_mddu05](#)], (1) b) : Source: Eurostat [[ilc\\_mdes13a](#)], (1) d) : Eurostat [[icw\\_aff\\_05](#)], (2) c) : Eurofound 2016 European Quality of Life Survey microdata; (3): Eurostat [[lfso\\_19plwk28](#)]

<sup>2</sup> 6% threshold: share of the population that spends more than 6% or more than twice the national median on transport and has total expenditure below the national median. 2M refers to the disproportionate spending index (2M means twice the national median). A household is considered to be transport-vulnerable if the proportion of total expenditure devoted to transport is more than double the national median. In other words, these are households whose socioeconomic situation leads them to spend disproportionately to maintain a level of mobility appropriate to their needs.

- Share of the active population who spend more than 30 minutes commuting to work (one way) by degree of urbanisation
- (4) Indicators focusing on the adequacy of transport
- Share of the population who consider access to public transport too difficult (for people with reduced mobility)
- 2. NON-EXHAUSTIVE LIST OF EXAMPLES OF ADDITIONAL USEFUL INDICATORS WHICH COULD BE DEVELOPED OR EXIST ALREADY**

**Dimension of affordability:**

- (a) LIHC (low income, high cost) Indicator measuring the share of households with transport expenses above the national median and at risk of poverty<sup>3</sup>
- (b) 10% indicator (the percentage of households where transport expenses account for more than 10% of net income)
- (c) People who cannot afford the regular use of public transport by age, gender, employment status and income group<sup>4</sup>
- (d) Structure of consumption expenditure by degree of urbanisation and classification of individual consumption by purpose (data for 2020 also available)<sup>5</sup>

**Dimension of availability of transport and accessibility to essential services:**

- (a) Number of passengers carried by public transport in the city and functional urban area per year
- (b) Passenger-kilometres on public transport in the city and functional urban area per year
- (c) Number of bicycle parking spaces adjacent to public transport stops and stations in the city and functional urban area
- (d) Average time to travel 3 km by public transport through the city and functional urban area during peak and off-peak hours
- (e) Population with a public transport stop within walking distance (bus and tram stop within 500 m and/or train or metro stop within 1 km) – exists already for urban areas<sup>6</sup>

<sup>3</sup> a combination of the previous indicator and people at risk of poverty or social exclusion by group of country of birth (population aged 18 and over) ([ilc\\_mdcs13a](https://ec.europa.eu/eurostat/databrowser/view/ilc_mdcs13a/default/table?lang=en&category=livcon.ilc.ilc_md.ilc_mdcs))

<sup>4</sup> [https://ec.europa.eu/eurostat/databrowser/view/ilc\\_mdcs13a/default/table?lang=en&category=livcon.ilc.ilc\\_md.ilc\\_mdcs](https://ec.europa.eu/eurostat/databrowser/view/ilc_mdcs13a/default/table?lang=en&category=livcon.ilc.ilc_md.ilc_mdcs)

<sup>5</sup> [https://ec.europa.eu/eurostat/databrowser/view/hbs\\_str\\_t226/default/table?lang=en&category=degurb.degurb\\_livcon](https://ec.europa.eu/eurostat/databrowser/view/hbs_str_t226/default/table?lang=en&category=degurb.degurb_livcon)

<sup>6</sup> See 8th Cohesion Report European Commission, Cohesion in Europe towards 2050, eighth report on economic, social and territorial cohesion, 2021, map 4.7, [https://ec.europa.eu/regional\\_policy/sources/reports/cohesion8/8cr.pdf](https://ec.europa.eu/regional_policy/sources/reports/cohesion8/8cr.pdf)

- (f) People in employment by commuting time, educational attainment level and degree of urbanisation<sup>7</sup>
- (g) Population accessible by rail within 1.5 hours / population in a 120 km radius x 100<sup>8</sup>

For walking, cycling, public transport, driving free flow, driving under realistic / congested conditions:

- (h) Number of individuals/service facilities reached within a specific travel time threshold (at grid level, or aggregated at LAU/NUTS3)
- (i) Share of population with access to at least N service facilities within a travel time threshold (by LAU/NUTS3) ('N' being the number of relevant service facilities that should be considered according to the service)
- (j) Travel time to reach nearest N service facilities/individuals (at grid level, or aggregated at LAU/NUTS3)
- (k) Foster-Greer-Thorbecke (FGT2) accessibility indicator counting individuals below a pre-defined sufficiency threshold<sup>9</sup> weighted by the extent of their accessibility deficit within a given travel time (40-50min) (at grid level or aggregated at LAU/NUTS3)

**For the availability and accessibility dimensions, the following may be helpful:**

- European Commission, Passenger Rail Performance in Europe: Regional and territorial Accessibility Indicators for Passenger Rail, 2021<sup>10</sup>
- For road transport, see European Commission, Road Transport Performance in Europe, 2018<sup>11</sup>
- European Commission, Cohesion in Europe towards 2050, eighth report on economic, social and territorial cohesion, 2021, see Map 4.7<sup>12</sup>
- European Commission, Ninth report on economic, social and territorial cohesion, 2024<sup>13</sup>
- OECD Rural Studies, “Getting to Services in Towns and Villages”, Preparing Regions for Demographic Change, 2024, p. 13<sup>14</sup>

<sup>7</sup> [https://ec.europa.eu/eurostat/databrowser/view/lfsa\\_19plwk28/default/table?lang=en&category=degurb.degurb\\_labour.du\\_lfsa.du\\_lfsa\\_19](https://ec.europa.eu/eurostat/databrowser/view/lfsa_19plwk28/default/table?lang=en&category=degurb.degurb_labour.du_lfsa.du_lfsa_19)

<sup>8</sup> See European Commission: Directorate-General for Regional and Urban Policy, Brons, M., Poelman, H., Ackermans, L., Ibáñez, J. N. et al., Passenger rail performance in Europe – Regional and territorial accessibility indicators for passenger rail, Publications Office of the European Union, 2021

<sup>9</sup> See Science direct, ‘Defining and implementing a sufficient level of accessibility: What’s stopping us?’, Jean Ryan and Karel Martens, September 2023, <https://doi.org/10.1016/j.tra.2023.103792>

<sup>10</sup> European Commission: Directorate-General for Regional and Urban Policy, Brons, M., Poelman, H., Ackermans, L., Ibáñez, J. N. et al., Passenger rail performance in Europe – Regional and territorial accessibility indicators for passenger rail, Publications Office of the European Union, 2021, [https://ec.europa.eu/regional\\_policy/en/information/publications/working-papers/2022/passenger-rail-performance-in-europe-regional-and-territorial-accessibility-indicators-for-passenger-rail](https://ec.europa.eu/regional_policy/en/information/publications/working-papers/2022/passenger-rail-performance-in-europe-regional-and-territorial-accessibility-indicators-for-passenger-rail)

<sup>11</sup> [https://ec.europa.eu/regional\\_policy/en/information/publications/working-papers/2019/road-transport-performance-in-europe](https://ec.europa.eu/regional_policy/en/information/publications/working-papers/2019/road-transport-performance-in-europe)

<sup>12</sup> [https://ec.europa.eu/regional\\_policy/sources/reports/cohesion8/8cr.pdf](https://ec.europa.eu/regional_policy/sources/reports/cohesion8/8cr.pdf)

<sup>13</sup> [https://ec.europa.eu/regional\\_policy/sources/reports/cohesion9/9CR\\_Report\\_FINAL.pdf](https://ec.europa.eu/regional_policy/sources/reports/cohesion9/9CR_Report_FINAL.pdf)

To assess the **quality and sufficiency of the public transport network**, the various modes of public transport could be divided into “quality categories” based on the frequency level of the mode of transport (e.g. less than 5 minutes, 5-10 minutes, 10-20 minutes, etc.) and the distance to the next stop of each mode of transport<sup>15</sup>.

**Dimension of adequacy of transport:**

- (a) Share of metro stops with facilities for people with disabilities and reduced mobility
- (b) Number of public transport stops and stations in the city and functional urban area accessible to people with disabilities and people with reduced mobility
- (c) Number of public transport vehicles in the city and functional urban area accessible to people with disabilities and people with reduced mobility, broken down by type of vehicle

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<sup>14</sup> [https://www.oecd.org/en/publications/getting-to-services-in-towns-and-villages\\_df1e9b88-en.html](https://www.oecd.org/en/publications/getting-to-services-in-towns-and-villages_df1e9b88-en.html)

<sup>15</sup> See the example of Austria, <https://www.oerok-atlas.at/oerok/files/summaries/87.pdf>; <https://www.oerok-atlas.at/#indicator/87>

## **ANNEX II**<sup>16</sup>

### **SUPPORT TO SUSTAINABLE MOBILITY: EXAMPLES OF TARGETED COST-EFFECTIVE MEASURES AND INVESTMENTS**<sup>17</sup>

- (1) Focus on supporting low-income or lower-middle income households in underserved geographical areas
  - Improvement of public transport services and launch of bus/coach/rail lines in predominantly low-income sub-urban, peri-urban and rural areas
  - Construction of public transport infrastructure in predominantly low-income areas; mobility hubs for facilitating exchange and connections between public transport, shared mobility, cycling and walking in predominantly sub-urban, peri-urban and rural areas, connecting these to the city centres
- (2) Focus on supporting vulnerable groups
  - Subsidised specific door-to-door transport on demand or demand-responsive zero-emission public transport services for vulnerable groups
  - Voucher programmes for local public transport and shared mobility subscriptions (including bicycles, e-bikes and scooters) for vulnerable groups
  - Improved accessibility of public transport for people with disabilities by installing ramps, elevators, and audio announcements
  - Building of secure bike lanes, secured bike parking spaces and bike-sharing stations and secure locking facilities near schools, youth centres and universities
  - Social leasing schemes for zero-emission vehicles, for households, micro-enterprises, and other vulnerable transport users, along with the corresponding charging infrastructure
- (3) Combining improvement of public transport (available to all) with financial support schemes for vulnerable groups
  - Purchase of zero-emission buses or rail vehicles<sup>18</sup> in under-served urban, sub-urban and peri-urban neighbourhoods combined with vouchers/digital mobility wallets for vulnerable transport users

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<sup>16</sup> Complementing the European Commission's publication of (European Commission: Directorate-General for Climate Action, Ramboll Management Consulting, Wuppertal Institute for Climate Environment and Energy, Ludden, V., Laine, A.-M. et al., Support for the implementation of the Social Climate Fund – Note on good practices for cost-effective measures and investments, Publications Office of the European Union, 2024, <https://data.europa.eu/doi/10.2834/602067>), as well as the Commission Guidance on the Social Climate Plans, European Commission, Commission Notice, Guidance on the Social Climate Plans, C(2025) 881 final, 5.3.2025, [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:C\\_202501597](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=OJ:C_202501597)

<sup>17</sup> The measures and investments are all eligible under the Social Climate Fund.  
Dependent on the situation in each Member State.

- Setting up zero-emission on-demand transport services in areas lacking adequate public transport services or for the ‘last mile’ connection, possibly combined with vouchers/digital mobility wallets for vulnerable transport users
- Investments in walking and cycling infrastructure, combined with bike-share systems and/or subsidies for purchase, long-term rental and/or leasing of bikes, e-bikes and cargo bikes for vulnerable groups
- Subsidised zero-emission vehicle-sharing schemes or rental programs for low-income households combined with investing in public recharging infrastructure.

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<sup>18</sup> Zero-emission light rail vehicles allowing the use of existing infrastructure with no or minimal upgrading and to increase the frequency of services provided.