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of 22 May 2025

on transport poverty: ensuring affordable, accessible and fair mobility

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 292 thereof,

Whereas:

(1) Principle 20 of the European Pillar of Social Rights ([1]) establishes that everyone has the right to access essential services, including transport, and that support for access to such services should be available for those in need. Transport also allows access to other activities that are key for active participation in society and the labour market, such as employment, healthcare, and education. In this context, transport poverty is increasingly a concern, in particular for vulnerable groups, as it jeopardises access to these services and thereby contributes to social exclusion.

(2) The Competitiveness Compass ([2]) outlines that adequate transport infrastructure is a precondition for EU competitiveness, supporting notably logistics, in-time-production and mobility of people, goods and services. Research also shows that transport plays a vital role in promoting economic development, wellbeing and social fairness by supporting access to quality jobs, including for people at risk of poverty and social exclusion and certain vulnerable groups of society ([3]). It can contribute to enhancing intergenerational fairness and solidarity.

(3) The Social Climate Fund (SCF) was established to address and mitigate the potential negative distributional impacts of extending the coverage of EU carbon markets to buildings and road transport with a new emissions trading system (ETS2) in accordance with Directive 2003/87/EC of the European Parliament and of the Council ([4]). The SCF is expected to mobilise EUR 86,7 billion between 2026 and 2032 to support vulnerable households, transport users and micro-enterprises particularly affected by energy and transport poverty. To access this funding, Member States must submit their national social climate plans by 30 June 2025 and achieve the relevant milestones and targets in a satisfactory manner. This Recommendation intends to support Member States in their work.

(4) Member States may use the SCF to support structural measures and investments to improve energy efficiency and decarbonise buildings, and promote clean mobility solutions, provided these initiatives principally target vulnerable households, micro-enterprises, or transport users. Eligible transport-related measures and investments include incentivising the use of affordable and accessible public transport, supporting private and public entities, including cooperatives, in developing and providing sustainable mobility on demand, shared mobility services and active mobility options, facilitating access to zero-emission vehicles and bicycles, developing infrastructure for recharging and refuelling, and supporting the development of a second hand zero-emission vehicles market.

(5) Article 2(2) of the SCF Regulation ([5]) introduced the first and only Union-wide definition of transport poverty for the purposes of the Regulation. It refers to 'individuals' and households' inability or difficulty to meet the costs of private or public transport, or their lack of or limited access to transport needed for their access to essential socioeconomic services and activities, taking into account the national and spatial context'.

([1]) https://employment-social-affairs.ec.europa.eu/european-pillar-social-rights-20-principles_en.
([2]) https://commission.europa.eu/topics/eu-competitiveness_en.
([3]) Economic Perspectives on Transport and Equality (OECD, 2011); Study on the social dimension of the future EU transport system regarding users and passengers (EU 2022).
([4]) Directive 2003/87/EC of the European Parliament and of the Council of 13 October 2003 establishing a scheme for greenhouse gas emission allowance trading within the Community and amending Council Directive 96/61/EC (OJ L 275, 25.10.2003, p. 32, ELI: http://data.europa.eu/eli/dir/2003/87/oj).
([5]) Regulation (EU) 2023/955 of the European Parliament and of the Council of 10 May 2023 establishing a Social Climate Fund and amending Regulation (EU) 2021/1060 (OJ L 130, 16.5.2023, p. 1, ELI: http://data.europa.eu/eli/reg/2023/955/oj).

(6) With respect to the definition of transport poverty as included in the Social Climate Fund Regulation, one can identify the following three dimensions:

(a) Affordability: individuals and households' ability to afford private or public transport

(b) Availability of transport: the existence and frequency of transport services

(c) Accessibility: individuals' and households' ability to reach essential socioeconomic services and activities within a reasonable amount of time.

A fourth dimension, 'adequacy of the transport system', is useful to describe the usability of the system, even if it is not part of the official definition. 'Adequacy' includes various additional elements such as the reliability, suitability for people who use it for work and/or care duties (such as travelling to and from workplaces and transporting children), safety and security of the transport system and its availability outside core transport hours, whether it is barrier-free and whether information about travel possibilities is widely available ([6]).

(7) The causes of transport poverty stem from low income and other systemic barriers, such as lack of access to affordable housing in the proximity of the workplace, educational facilities and essential services, geographic isolation, absence or limited availability of public or private transport or specific socioeconomic, demographic and physical characteristics that limit individuals' ability to benefit from adequate transport services.

(8) According to a Commission study, total transport expenditure is highest in areas with a medium population density, possibly due to a larger share of commuting and more trips from these areas to cities (e.g. for work or shopping) ([7]). As outlined in the EU Strategy for the Outermost Regions ([8]), transport plays a crucial role for the outermost regions, the most remote parts of the EU. Islands and outermost regions are usually particularly affected by transport poverty, including regarding residents' access to essential socioeconomic services, high dependence on air and maritime transport and lower substitutability of transport modes ([9]).

(9) Data from Eurostat ([10]) show that the share of people who cannot afford a car and are at risk of poverty (below 60 % of the median equivalised income) ranged from around 6 % (5,5 % in Italy, 6 % in Cyprus and 6,2 % in Malta) to more than 30 % (34,3 % in Finland, 34 % in Romania and 32,4 % in Slovakia and Hungary) in 2023. The situation varies considerably depending on the household type. In 12 Member States, more than 30 % of people with dependent children and low income could not afford a car (44,4 % in Slovakia, 43,4 % in Hungary) in 2023.

(10) More broadly, low-income and lower middle-income individuals or households who can afford public or private transport can be considered 'at risk of transport poverty' if transport represents a significant share of their private budget (for example more than twice the median of the country's population).

(11) Preventing and mitigating transport poverty is one of the priorities of the Trans-European Transport Network (TEN-T). TEN-T infrastructure must ensure seamless mobility and accessibility for all users, particularly those in situations of transport poverty or vulnerability.

([6]) As included in: 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.

([7]) European Commission, JRC Technical Report, 'Energy Poverty, Transport Poverty and Living Conditions', an analysis of EU data and socioeconomic indicators, 2022.

([8]) European Commission, Communication from the Commission to the European Parliament, the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions, 'Putting people first, securing sustainable and inclusive growth, unlocking the potential of the EU's outermost regions', COM(2022) 198 final, 3.5.2022.

([9]) On the European continent, short-haul flights can be more easily substituted by train or car rides than in the outermost regions, see European Parliament study requested by the TRAN Committee, 'Transport and tourism in outermost regions: assessing mobility poverty and the effects of new climate policies', PE 759.311, March 2025, https://www.europarl.europa.eu/RegData/etudes/STUD/2025/759311/CASP_STU(2025)759311_EN.pdf.

([10]) https://ec.europa.eu/eurostat/databrowser/view/ilc_mddu05/default/table?lang=en&category=livcon.ilc.ilc_md.ilc_mddu.

(12) The Commission's long-term vision for Europe's rural areas ([11]) calls on Member States and regions to develop sustainable rural mobility strategies, with the overall objective of creating 'stronger, connected, resilient and prosperous rural areas by 2040'. This vision requires efforts to maintain and improve affordable public transport services, and infrastructure, such as railways, inland waterways, roads, charging and refuelling stations, to support zero-emission mobility solutions, cycling paths, multimodal connections including active transport, and short-sea shipping and air transport links.

(13) As stated in the Commission's Industrial Action Plan for the European automotive sector ([12]), social leasing schemes ([13]) can help provide affordable and clean mobility solutions for vulnerable transport users and could be financed with the funds which the Social Climate Fund will mobilise between 2026 and 2032. In addition, shared autonomous vehicles, autonomous shuttles and remotely operated vehicles may contribute to resolving first/last mile challenges for underserved communities ([14]).

(14) The Commission has facilitated the exchange of good practices among Member States on cost-effective measures and investments to be included in the social climate plans ([15]), and on conducting public consultations ([16]). It has published guidance documents related to implementing the SCF ([17]), as well as a set of recommendations with good practices for the SCF as formulated by the Subgroup on Public Transport and Shared Mobility of the Expert Group on Urban Mobility ([18]).

(15) Collecting data on policy-relevant indicators is crucial for defining policy priorities, identifying main beneficiaries and monitoring progress toward the policy targets. Several indicators developed by Eurostat can support this process and allow results to be compared across the EU, building on existing scoreboards and monitoring frameworks, such as the Social Scoreboard ([19]), as well as other evidence shared in the regular progress reviews of the implementation of the Council Recommendation on ensuring a fair transition for all ([20]).

(16) The European Fair Transition Observatory, which will be launched in 2026, follows up on the Council Recommendation on ensuring a fair transition towards climate neutrality ([21]) and aims to strengthen the evidence base on fairness aspects of the green transition. The Observatory will develop and collate relevant data, develop standardised indicators, collect best practices and facilitate data sharing on relevant trends and policies, including transport poverty and vulnerable groups.

([11]) COM (2021) 345 final, https://ec.europa.eu/regional_policy/en/newsroom/news/2021/06/30-06-2021-long-term-vision-for-rural-areas-for-stronger-connected-resilient-prosperous-eu-rural-areas.

([12]) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Industrial Action Plan for the European automotive sector, COM/2025/95 final, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0095.

([13]) See, for example, the French social leasing scheme in section 3.6.3 of: European Commission: Directorate-General for Climate Action, Ludden, V., Laine, A., Vondung, F., Koska, T. et al., Support for the implementation of the Social Climate Fund – Note on good practices for cost-effective measures and investments – Executive summary, Publications Office of the European Union, 2024, https://data.europa.eu/doi/10.2834/668436.

([14]) See European Environment Agency's 'Transport and Environment Report 2022', https://www.eea.europa.eu/publications/transport-and-environment-report-2022.

([15]) European Commission: Directorate-General for Climate Action, Ludden, V., Laine, A., Vondung, F., Koska, T. et al., Support for the implementation of the Social Climate Fund – Note on good practices for cost-effective measures and investments – Executive summary, Publications Office of the European Union, 2024, https://data.europa.eu/doi/10.2834/668436.

([16]) European Commission: Directorate-General for Climate Action and Gelibolyan, K., Support for the implementation of the Social Climate Fund – Note on good practices of public consultation for the Social Climate Plans, Publications Office of the European Union, 2024, https://data.europa.eu/doi/10.2834/49708.

([17]) European Commission, Commission Notice, Guidance on the Social Climate Plans, C(2025) 881 final, 5.3.2025, https://climate.ec.europa.eu/document/download/9fbce2e3-5052-4d61-874a-54af0c7dbf55_en?filename=c_2025_881_part_1_en.pdf.

([18]) Public Transport and Shared Mobility EGUM Subgroup, 10.06.2024, https://transport.ec.europa.eu/document/download/f7e54ea5-23aa-4f8d-a24c-9d902fc9652c_en?filename=EGUM_Recommendations_Social-Climate-Fund.pdf.

([19]) See https://ec.europa.eu/eurostat/cache/dashboard/social-scoreboard/.

([20]) See https://data.consilium.europa.eu/doc/document/ST-15439-2023-INIT/en/pdf.

([21]) Council Recommendation of 16 June 2022 on ensuring a fair transition towards climate neutrality 2022/C 243/04, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=oj:JOC_2022_243_R_0004.

(17) Given its interconnections with various policy areas, transport poverty cannot be tackled in isolation. Adopting a cross-sectoral approach is crucial when developing measures that address vulnerable groups, for example by linking social housing developments with the provision of adequate, affordable and sustainable transport infrastructure.

HEREBY RECOMMENDS THAT MEMBER STATES:

Section I – *Developing a strategic approach for combating and preventing transport poverty*

1. Integrate transport poverty in existing anti-poverty and sectoral (e.g. energy) strategies at national and regional level with clearly defined and measurable objectives, actionable implementation plans with milestones, clear responsibilities and adequate resources for the long term. The overall aim should be to prevent and reduce transport poverty while respecting the environment and agreed climate-specific objectives as well as economic viability. Inspiration can be drawn from, and alignment sought with the process set out in Regulation (EU) 2023/955 for establishing national social climate plans under the Social Climate Fund, the Council Recommendation on ensuring a fair transition towards climate neutrality, as well as the guidelines for drawing up sustainable urban mobility plans ([22]). Important steps in this process are:

   (a) Identifying vulnerable groups affected by transport poverty, based on available data and the root cause(s) of transport poverty in national territories, taking into account all dimensions of transport poverty;

   (b) Identifying and analysing problems and carrying out interdisciplinary planning involving stakeholders and the public, with a particular focus on regional and local authorities and representatives, using a comprehensive and transparent public consultation and stakeholder engagement process, actively involving the target groups at all stages;

   (c) Identifying suitable measures and investments linked to measurable milestones, targets and timelines for the progressive eradication of transport poverty, making use of distributional impact assessments for the measures and reforms ([23]);

   (d) Implementing measures and investments and publicly monitoring their implementation. Evaluating progress based on a range of performance indicators, and possibly adjust the policies, if necessary, using existing governance processes, scoreboards and indicators as relevant.

2. Ensure coherence and synergies with the implementation and regular progress reviews under the Council Recommendation on ensuring a fair transition towards climate neutrality. Consider transport needs when drawing up inclusion plans for minimum income beneficiaries ([24]).

3. Ensure coherence with the measures and investments planned and the commitments made under various related programmes and plans, for example under recovery and resilience plans, cohesion policy programmes, territorial just transition plans, national energy and climate plans, long-term building strategies and national building renovation plans, and social climate plans.

4. Empower local and regional actors and strengthen their capacity to identify, design and carry out the appropriate measures and investments, by providing access to training, tools, and the appropriate resources. These actors are critical in tailoring solutions to the specific needs of their communities and in ensuring effective implementation at local level.

([22]) https://urban-mobility-observatory.transport.ec.europa.eu/sustainable-urban-mobility-plans/sump-guidelines-and-decision-makers-summary_en.

([23]) Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Better assessing the distributional impact of Member States' policies, COM(2022) 494 final, 28.9.2022, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2022%3A494%3AFIN&qid=1664539714709.

([24]) Council Recommendation of 30 January 2023 on adequate minimum income ensuring active inclusion (2023/C 41/01).

5. Share good practices, lessons learnt and the impacts of measures on various vulnerable groups, to foster mutual learning and improve the effectiveness of interventions across the EU, including through contributions to the upcoming European Fair Transition Observatory.

Section II – *Policy planning*

6. Establish what is to be considered a sufficient level of accessibility to affordable transport, per region and also at local level, ensuring that the spatial distribution of essential socioeconomic services and the provision of transport options and infrastructure are aligned.

7. Take inspiration from the accessibility framework developed by the Commission, the International Transport Forum at the OECD, which relies on (i) accessibility, defined as the total number of destinations that can be reached within a fixed amount of time; (ii) proximity, referred to as the total number of destinations located within a fixed distance; and (iii) transport performance, considered as the ratio between accessibility and proximity, comparing the accessible population to the nearby population ([25]). Include multi-modal trips, such as bus-train combinations to determine priorities for infrastructure investments. Also taking transport affordability aspects into account, assess whether to improve existing infrastructure, extend or build new infrastructure, or improve multimodal connectivity, such as cycling paths leading to train stations, or buses connecting to train stations.

8. Support and encourage local authorities in urban and peri-urban areas in addressing transport poverty when preparing and implementing sustainable urban mobility plans (SUMPs). Consider adopting similar approaches for planning for mobility solutions in rural and remote regions that are not covered by the SUMPs.

9. Consider addressing significant data deficiencies through regular and systematic data collection ([26]), making the results publicly accessible on governmental data platforms at various levels of government. Consider developing and using disaggregated indicators and data, including by gender and income, combined with geo-spatial indicators (see examples included in Annex I), at least at the NUTS3 ([27]) level, covering the availability of transport networks and the accessibility dimension (location of essential socioeconomic services).

10. Maximise the efficiency of available national funding and EU funding instruments to finance transport infrastructure and transport services that combat transport poverty while promoting sustainable mobility across the EU. Consider the available resources, the timeline for investments, the needs of local populations and the costs and benefits of the various modes of transport in this context.

11. Cooperate with other Member States in aligning their policies on data collection and in providing transport options across national borders, in particular for vulnerable transport users, and encouraging stakeholder input across borders as well.

([25]) European Commission: Directorate-General for Regional and Urban Policy, Brons, M., Poelman, H., Ackermans, L., Ibáñez, J. et al., Passenger rail performance in Europe – Regional and territorial accessibility indicators for passenger rail, Publications Office of the European Union, 2021 Inforegio - Passenger rail performance in Europe: Regional and territorial accessibility indicators for passenger rail. For road transport, see European Commission, Road Transport Performance in Europe, 2018, Inforegio - Road transport performance in Europe.

([26]) Important elements in this respect are, for example: the location of public transport stops and public transport timetables (frequency of connections), commuting times based on real-time data (in particular peak hours traffic flows), the most common journeys on a local level, data about the road network, data on car ownership, cycling and walking infrastructure, and data on the location of essential socioeconomic services. The data should ideally provide information on the status of trends in all transport modes as well as the reasons for the choice of a particular transport mode in a geographical area, and the level of integration of modes (multimodality).

([27]) A NUTS 3 region is a territorial unit as defined in the Regulation (EC) No 1059/2003 of the European Parliament and of the Council of 26 May 2003 on the establishment of a common classification of territorial units for statistics (NUTS).

Section III – *Policy design*

12. Prioritise measures which benefit individuals and households most affected by transport poverty, based on robust assessments of distributional impacts of relevant measures and policies.

13. Targeted support measures can, for example, be concentrated on low income or lower-middle income households in underserved geographical areas, whilst not leaving behind vulnerable groups in more prosperous areas, for instance big cities. Another approach is to focus the support on specific categories of vulnerable people, particularly those dependent on motorised fossil fuel-based transport and who either lack access to affordable and adequate public transport options, or face inadequate, or limited availability of such services in their area. Another option is to combine improvements to the public transport system (available to all) with reduced prices or vouchers for public transport for vulnerable groups (see Annex II, listing some measures and investments as examples, as well as the Commission Guidance on the social climate plans). In this way, the overall transport offer can be improved for the benefit of all, and economies of scale can be achieved more easily.

14. Ensure measures are not limited to people with cars or bicycles but also including decarbonisation of the local transport sector and its infrastructure. Consider all forms of mobility: multimodal public transport as well as new services based on ridesharing, car sharing (including possibly autonomous vehicles), and shared mobility services including micromobility, on-demand services and active mobility (walking and cycling).

15. Draw on the good practices and priorities for action outlined in the recent Commission Communication on decarbonising corporate fleets ([28]), which can accelerate the turnover of zero-emission corporate vehicles and hence support the emergence of a wide second-hand market.

16. Consider providing vulnerable transport users and vulnerable micro-enterprises with access to new and second hand zero-emission vehicles, through measures such as social leasing schemes, coupled with the deployment of charging infrastructure. When designing schemes for the rental or leasing of zero-emission vehicles for vulnerable groups, factors such as income level, the accessibility and availability of existing public transport and shared mobility services, and average commuting times and distances could be taken into account.

17. Incentivise the use of the most sustainable mode available, while ensuring that this aligns with the target groups' daily needs. Prioritise public transport over non-active individual mobility, reducing private car dependency. Support the improvement of public transport links in urban areas as well as the connection with rural, peripheral, and remote areas. While focusing immediate support on groups affected by transport poverty, design policy that takes account of broader transport needs. This will not only address transport poverty but in general improve connectivity, reduce emissions of CO_2 and air pollutants, congestion, accidents and noise, and provide a viable alternative for all population groups.

18. Increase the catchment areas of mass collective transport by combining it with buses, as well as on-demand shuttles, shared mobility solutions (such as shared vehicles, e-bikes, e-scooters, but also shared autonomous vehicles, and shared rides through car-pooling), mobility-as-a-service and active mobility.

19. For local and regional public transport services which are not commercially viable, consider the award of public service contracts, including appropriate compensation for transport operators, to ensure adequate provision of services meeting a public service need ([29]). In under-served areas, consider granting support for on-demand services, such as collective road transport or shared taxis, particularly in sparsely populated areas. Encourage the market entry of transport operators by reducing administrative or other legal obstacles to the provision of services, with a view to increasing choice and accessibility and to reducing prices for users, notably for vulnerable ones.

([28]) COM(2025) 96 final.

([29]) Having regard to Regulation (EC) No 1370/2007 on public passenger transport services by rail and by road which establishes the principle of mandatory tendering for public service contracts in land transport.

20. Consider piloting the deployment of shared autonomous vehicles, autonomous shuttles and remotely operated vehicles for providing affordable and efficient transport in underserved communities and for resolving first and last mile challenges, also by ensuring the appropriate legal conditions are in place to allow the provision of such services.

21. Facilitate the increased use of bicycles, e-bikes, and similar micro-mobility solutions, as well as walking (through walking infrastructure). Develop a safe, secure, and convenient bicycle infrastructure network, including bicycle parking and related services (such as bicycle sharing systems), that connects low-income areas with relevant destinations. Consider subsidising the purchase or leasing of bicycles, e-bikes and cargo-bikes to support low-income transport users.

22. Ensure that gender equality ([30]), inclusiveness, and affordability and accessibility of public transport and shared mobility services, including for passengers with disabilities or reduced mobility, are embedded in the policy design and implementation. Consider the more complex mobility patterns (such as using multiple modes of transport) and needs of different social groups, particularly people who cannot afford a private car and people with care responsibilities. Always consider providing public transport or active mobility solutions for reaching major places of employment, especially for places providing employment to a significant number of people with low incomes.

23. Support transport measures and investments with adequate widely available digital infrastructure, particularly in remote and rural areas. Introduce innovative services (where relevant), such as mobility budgets delivered via mobility-as-a-service apps or digital wallets, to provide targeted support to vulnerable users. Complement digital solutions with non-digital alternatives to make the information and services also accessible to users with poor digital literacy or with limited access to the internet. Facilitate the development and outreach of transport services that use digital technology to provide a broader choice of travel options and reduce waiting times, travel time, or transport cost.

24. Raise awareness of all measures aimed at combating transport poverty through appropriate communication channels, to ensure that the intended beneficiaries are informed of and encouraged to benefit from the measures designed to alleviate transport poverty. Reach out to civil society organisations, in particular those representing groups at risk of transport poverty, in order to involve them in awareness-raising campaigns. Seek to shift public attitudes towards sustainable transport, making such options more acceptable and accessible nationwide.

Done at Brussels, 22 May 2025.

For the Commission
Apostolos TZITZIKOSTAS
Member of the Commission

([30]) Practical tools, such as the equality mainstreaming handbook for transport, can help public authorities and transport stakeholders put this into practice. European Commission: Directorate-General for Mobility and Transport, Handbook for equality mainstreaming at DG MOVE – Training materials for equality mainstreaming in mobility and transport, Publications Office of the European Union, 2024, https://data.europa.eu/doi/10.2832/824729.

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** ([1])

(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 ([2]) 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

— 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 ([3])

([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, 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].

([2]) 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.

([3]) 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_peps06n).

(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 ([4])

(d) Structure of consumption expenditure by degree of urbanisation and classification of individual consumption by purpose (data for 2020 also available) ([5])

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 ([6])

(f) People in employment by commuting time, educational attainment level and degree of urbanisation ([7])

(g) Population accessible by rail within 1,5 hours / population in a 120 km radius × 100 ([8])

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 ([9])weighted by the extent of their accessibility deficit within a given travel time (40-50min) (at grid level or aggregated at LAU/NUTS3)

([4]) https://ec.europa.eu/eurostat/databrowser/view/ilc_mdes13a/default/table?lang=en&category=livcon.ilc.ilc_md.ilc_mdes.
([5]) https://ec.europa.eu/eurostat/databrowser/view/hbs_str_t226/default/table?lang=en&category=degurb.degurb_livcon.
([6]) 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.
([7]) https://ec.europa.eu/eurostat/databrowser/view/lfso_19plwk28/default/table?lang=en&category=degurb.degurb_labour.du_lfso.du_lfso_19.
([8]) 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.
([9]) 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.

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 ([10])

— For road transport, see European Commission, Road Transport Performance in Europe, 2018 ([11])

— European Commission, Cohesion in Europe towards 2050, eighth report on economic, social and territorial cohesion, 2021, see Map 4.7 ([12])

— European Commission, Ninth report on economic, social and territorial cohesion, 2024 ([13])

— OECD Rural Studies, 'Getting to Services in Towns and Villages', Preparing Regions for Demographic Change, 2024, p. 13 ([14])

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 ([15]).

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

([10]) 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.

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

([12]) https://ec.europa.eu/regional_policy/sources/reports/cohesion8/8cr.pdf.

([13]) https://ec.europa.eu/regional_policy/sources/reports/cohesion9/9CR_Report_FINAL.pdf.

([14]) https://www.oecd.org/en/publications/getting-to-services-in-towns-and-villages_df1e9b88-en.html.

([15]) See the example of Austria, https://www.oerok-atlas.at/oerok/files/summaries/87.pdf; https://www.oerok-atlas.at/#indicator/87.

ANNEX II ([1])

SUPPORT TO SUSTAINABLE MOBILITY: EXAMPLES OF TARGETED COST-EFFECTIVE MEASURES AND INVESTMENTS ([2])

(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 ([3]) in under-served urban, sub-urban and peri-urban neighbourhoods combined with vouchers/digital mobility wallets for vulnerable transport users

— 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

([1]) Complementing the European Commission's publication of good practices of cost-effective measures and investments (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. The measures and investments are all eligible under the Social Climate Fund.

([2]) Dependent on the situation in each Member State.

([3]) Zero-emission light rail vehicles allowing the use of existing infrastructure with no or minimal upgrading and to increase the frequency of services provided.

— 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.