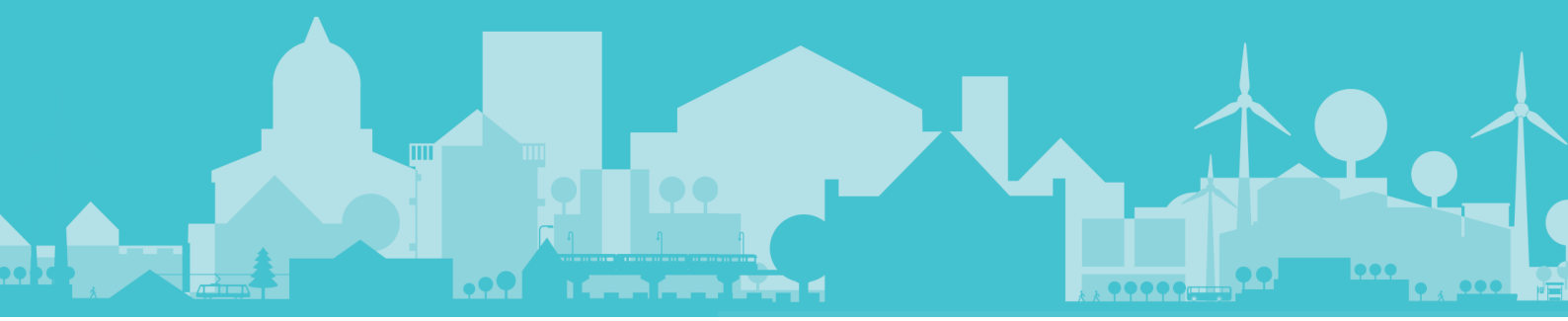
Sept 2020

**URBAN AGENDA FOR THE EU**

PARTNERSHIP FOR URBAN MOBILITY

# REINFORCING MULTI-LEVEL COOPERATION AND GOVERNANCE



URBAN AGENDA FOR THE EU — WORKING TOGETHER FOR BETTER CITIES — URBAN MOBILITY

EUROCITIES

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# 1 Foreword

Every city faces the challenges of urban mobility: how can we make sure that citizens can get around quickly and safely every day, while also not harming the environment? That's why, on the occasion of World Car Free Day and the conclusion of the European Mobility Week, we are publishing a new report on how cities can co-create mobility projects in partnership with other levels of government.

Transport in particular is an area in which a city's policies may affect and be affected by other territories and by other levels of government. Multi-level governance and cooperation mean governments successfully consult one another and work together.

This is both horizontal – neighbouring municipalities working on a common bus network for example – and vertical – such as a regional government consulting with its municipalities and the national government on a new railway line. Such cooperation naturally leads to more coherent policies that benefit citizens in all territories.

The report examines 10 case studies of successful projects from European cities and makes recommendations for cities looking to undertake their own mobility projects and consult other governments.

# 2 Contents

# 3 The Partnership for Urban Mobility

More and more people are living and working in cities. With the current European trend towards urbanisation, the importance of cities and urban areas is set to continue to grow. At the same time, cities are facing even greater social challenges in respect of the environment, transport and social cohesion.

The Urban Agenda aims to address those challenges. Cities are the place where European sectoral legislation comes together (in sometimes conflicting ways) and is being implemented. To fully exploit the potential of urban areas the urban dimension should be stronger embedded within EU policies. This explicitly does not mean new or more competences for the EU, but a better working method, focused on cooperation between the EU, Member States and cities.

The Urban Agenda for the EU was officially established by the Pact of Amsterdam, agreed by the EU Ministers responsible for urban matters in May 2016.

The Urban Agenda aims to promote cooperation between Member States, cities, the European Commission, European organisations and other stakeholders in order to achieve a sustainable, socially inclusive, innovative and economically powerful Europe. The Urban Agenda sets out a new way of working together to stimulate growth, liveability and innovation in the cities, gain maximum benefits from their growth potential and successfully tackle current and future challenges.

This new approach includes the creation of a range of European partnerships aimed at:

- promoting the involvement of cities in EU policy making, and the development, implementation and evaluation of more 'urban friendly' European legislation ('**Better Regulation'**);
- ensuring better access to and use of European funds ('**Better Funding'**);
- improving the European urban knowledge base and stimulating the sharing of best practice and cooperation between cities ('**Better Knowledge Exchange'**)

The partnerships focus on 14 agreed priority themes of the Urban Agenda for the EU. One of these is the Partnership for Urban Mobility.

# 4 State of the art

## 4.1 Introduction

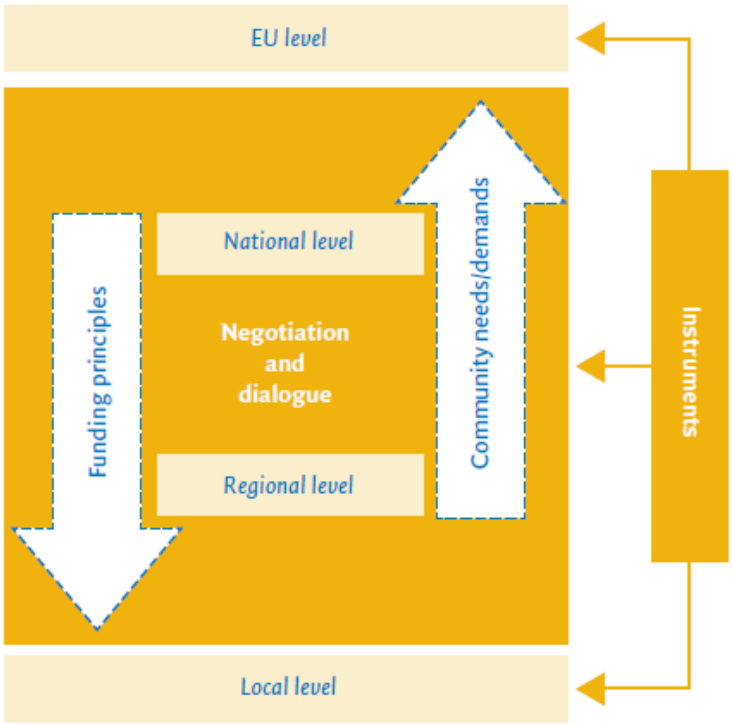
The development and implementation of urban mobility policies that cover both the functional urban areas and hinterland connections in urban areas **requires close cooperation between different levels of government and across administrative boundaries**. Key stakeholders in the different policy areas, sectors and modes of transport need to be brought together. This includes public authorities with explicit responsibilities in mobility and transport, but also other relevant stakeholders such as schools and universities, major employers and representatives of civil society among others.

In addition, an **effective cooperation with national and EU institutions is necessary** to ensure that local and regional mobility policies mutually reinforce the development of national and EU transport networks. The alignment of policy priorities among governance levels is key to establish regulatory and financial frameworks that respond to the needs and circumstances of the local and urban players.

There is a broad agreement today that **tackling urban mobility requires multi-level governance and partnership approaches** to ensure a high degree of horizontal and vertical integration. The question that remains is **how to implement such integrated, multi-partner approaches in practice**. The multiple competences and responsibilities of all involved players need to be considered and satisfying results must be delivered in a timely and efficient manner.

This report investigates the structures that have been established to facilitate the legal, planning and funding processes for local and regional authorities. **The main goal is to build capacity** among relevant stakeholders**, encourage the exchange of experience at the local, national and European level** and support **improvements in governance structures across the EU.**

## 4.2 What is multi-level governance?




**Multi-level governance** is a term used to describe the spread of power between levels of government and across multiple quasi-government and non-governmental organizations.

Within the European Union, nearly 95 000 local and regional authorities have powers in key sectors such as education, environment, economic development, town and country planning, **transport**, public services and social policies. Multi-level governance has a vertical and horizontal dimension. The vertical dimension refers to the relationship between higher and lower levels of government, including their institutional, financial, and informational aspects. Here, local capacity building and incentives for effectiveness of sub national levels of government are crucial issues for improving the quality and coherence of public policy. The horizontal dimension refers to the cooperation arrangements between regions or among municipalities. These agreements are increasingly common and have been proven to be an important tool to improve the effectiveness of local public service delivery and the implementation of development strategies.[1]

[1] Source: Wikipedia

# 5 Methodology

This report has collected examples of multi-level governance actions and partnership approaches that have been implemented in both urban and functional urban areas across Europe.

The scope of the study primarily focuses on the development of Sustainable Urban Mobility Plans (SUMPs) but also includes other examples of multi-level governance actions. SUMPs have an integrated approach to mobility and tackle obstacles on the local and regional level and lay the foundation for financially intensive infrastructure projects or public fleet investments, for instance.

The study was composed of two elements: **a literature review** and **a survey**, which was circulated among the EUROCITIES and CEMR networks and members of the Partnership for Urban Mobility. The sources used for the literature review were:

- CIVITAS PROSPERITY
- CIVITAS SATELLITE
- CIVITAS SUITS
- CIVITAS SUMPs Up
- ELTIS
- Interreg
- SUMP Awards
- Trimis (FP7).

There is much information available on SUMPs, via projects and best practices that describe the outcomes and processes of projects. However, there is limited information on the actual horizontal and vertical dimensions of cooperation and the challenges that were encountered.

From these sources, 10 projects were selected for further analysis (see Annex I). The criteria for selection was those projects that involved examples of a vertical and horizontal dimension and provided a geographic balance of regions in Europe (i.e. north, east, south and west). For those projects that were selected from the literature review, a follow-up interview was made in the cases it was possible to expand on the findings.

The result of the literature and survey is a report on the identified best practices and the lessons that were learned from them, with a focus on **the legal, planning and financial aspects** where relevant.

# 6 Analysis

## 6.1 Introduction

Multi-level cooperation and governance have spatial, functional, organisational and institutional dimensions. Cooperation of European, national and local government policies in diverse policy fields, such as transport, should be enabled by dialogue and mutual learning among the involved public and private stakeholders. An integrated approach aims at horizontal and vertical cooperation.

The integrated urban development model suggests an interactive framework in which multiple players at different levels of governance are actively involved in the policy making and implementation using diverse funding and organisational instruments. Local governments should be partners and not just as beneficiaries of funding. Without local involvement, it will be impossible to ensure a truly integrated approach.

## 6.2 Legal

When developing and implementing an urban mobility project with multi-level governance implications, there are numerous legal requirements that must be considered.

**At the local level**, authorities have a good overview of their own and neighbouring urban areas when considering legal aspects. However, complexity can arise in cases of metropolitan regions due to the geographical variety and number of municipalities concerned[2]. There are no legal instruments that ensure the alignment of municipalities, so this must be achieved through cooperation and consensus. In the example of the Greater Manchester case (Annex I.1), an agreement was necessary among the participating districts on the joint development of the SUMP. In similar cases, the Balázs Mór plan for Budapest (Annex I.2) was developed by 23 municipalities in collaboration and coordinated with the municipality of Budapest, and the Parkstad Limburg plan (Annex I.10) was coordinated by the regional organisation and covered 8 municipalities.

[2] Sustainable Urban Mobility Planning in Metropolitan Regions: Sustainable urban mobility planning and governance models in EU metropolitan regions (2019)

**Recommendations:**

- Collaboration among local authorities requires a platform where local legal aspects can be discussed, and consensus reached;
- Create an overview of relevant local legislation and policies at start of SUMP development, which can be negotiated as part of the planning process.

When considering **national legal aspects**, local authorities were found to be familiar with these. Several EU Member States have established frameworks and support mechanisms for the development of mobility plans, or projects, for their respective local authorities. However, support offered by Member States can vary significantly and this has an impact on the preparation and implementation of SUMPs and mobility projects.

**Recommendations:**

- Local authorities should prepare an overview of relevant national regulations;
- National authorities should ensure legal frameworks provide the ability for local authorities to implement SUMPs;
- Guidelines and best practices are valuable tools.

Local authorities often face challenges when navigating **European legislation and policies**. While there are numerous sources of information, establishing a comprehensive and relevant overview can be difficult with occasional language barriers.

**Recommendations:**

- Local authorities are recommended to join EU networks, relevant conferences or EU network days.

## 6.3 Planning

The success of a multi-level cooperation and governance among **local municipalities** is tied to the ambition to cooperate and the structures in place to deliver robust planning and consensus – both internally and externally. Governance structures among municipalities will vary by context and can be an informal cooperation or arranged formally, in inter-municipal structures or super-municipal structures.

One initial and critical element indicated by those consulted in the best practices, was a strong internal foundation to deliver mobility plans and projects. Project teams, with clear competencies, should be assembled with relevant members of other departments to ensure cross-topic expertise and cooperation.

Complexity increases when considering cooperation among municipalities, ensuring the consensus is reached despite challenges and changes to competencies and responsibilities. Whether planning is undertaken and led by the larger municipalities (e.g. Manchester) or regional bodies (e.g. Limburg), or among municipalities, steps for political approval need to be clearly defined alongside goals, potential measures, development plans and financial aspects.

As part of the planning, best practices noted the necessity to contact all relevant stakeholders and particularly those than will be impacted by the mobility plan or project.

**Recommendations:**

- Robust internal structures are necessary (i.e. project delivery teams with clear competencies);
- Develop a clear plan at the beginning of the project that identifies critical communication and input windows;
- An equal status on platforms should be implemented for collaboration among municipalities.

Interaction with **national authorities** varies by European countries. The development of sustainable mobility plans can be unlocked with governance frameworks and structures that create awareness and enable cooperation. In those countries where there is a single authority body for urban mobility, the awareness of SUMPs and support structures for projects is higher[3]. Governance frameworks can also support the cooperation and consensus finding among local authorities.

**Recommendations:**

- Establish national contact point and inform them about the project, intermediate results and end-product;
- Create governance frameworks that enable local municipality cooperation.

The involvement in a **European** network and project can support local authorities in navigating the challenges of internal and external planning. In addition, relevant

[3] SUMPs UP national report

conferences, relevant websites (e.g. ELTIS and CIVITAS) or direct contacts with other cities can broaden this understanding with unique examples to draw from.

The European Commission has a strong role to play here, to ensure that support from projects and other relevant resources is adequate and reaches local authorities that need support. Broadening the availability in languages, as well as in the local authority, can maximise the potential impact of these resources.

**Recommendations:**

- Join a European network or relevant EU project to build capacity on governance structures, planning and interaction with municipalities.

### 6.3.1 Financial

The preparation of SUMPs and mobility projects implies time and resources at the **local level**. Municipalities typically finance this from their own budget or those that are received from the national level.

The development of SUMPs can be greatly supported with the availability of **national financial frameworks**, which can support the initiation of mobility plans and implement measures and projects.

**Recommendations:**

- National authorities should ensure that adequate financial support is available.

Some local authorities receive **EU financial support** for the development and implementation of SUMPs and mobility projects, which can result from participation in an EU project. In 2014, about 201 from the 517 cities larger 100 000 inhabitants were involved in a SUMP related EU project. Local authorities that were consulted in the study reported that although it requires a time and resource effort, the benefits greatly outweigh any initial effort.

To have an overview of the financial resources on EU level, resources such as ELTIS, CIVITAS can assist local authorities. The implementation of measures (infrastructure, campaigns etc.) often takes more financial efforts for which other sources (national, European) are often necessary. Technical assistance services, such as EIB JASPERS, can support local authorities to navigate these challenges. Examples of funding and financial instruments available at the EU level for mobility projects include the Connecting Europe Facility (CEF), Cohesion Fund, European Regional Development Fund (ERDF), Horizon 2020, among others.

**Recommendations:**

- EU financial support can be acquired from a wide variety of EU funding and financing instruments;
- An overview of EU financial resources can be gained from Eltis, CIVITAS or specialised organisations.

# 7 Conclusion

Through the literature review, follow-up interviews and results of the survey, this report sought to identify lessons from 10 best practices of multi-level cooperation and governance in three domains (legal, planning and financial) in both horizontal and vertical dimensions.

In the analysis of the best practices, common lessons were found across the legal, planning and financial aspects for local authorities to consider in their approaches to horizontal and vertical dimensions. Based on the findings, the report has sought to identify those recommendations for local, national and EU authorities to support multi-level cooperation and governance in line with the principles of the Pact of Amsterdam.

The report highlights the challenges of multi-level cooperation and governance but shows that concrete and often straightforward steps can be taken at all levels of authority to support strengthened and productive cooperation. As cities and local authorities grow in importance, these lessons will become increasingly important to consistently apply to achieve our wider public policy goals for urban mobility.

# 8 Annex

## 8.1 Best practices

### 8.1.1 Greater Manchester (United Kingdom)

General description

Greater Manchester has set ambitious multimodality goals, which it intends to reach using a wide-range of integrated and combined mobility options. Greater Manchester used smart, new technologies to increase the share of journeys made using sustainable modes of transport. As part of its mobility planning approach, Manchester considers each part of the city individually, according to its size, location and function. Measures are then adapted to the needs of the area.[4]

A new SUMP has recently been developed to provide a vision of what a successful transport system might look like in 2040 to support Greater Manchester's wider economic, social and environmental ambitions. The SUMP consists of a new Transport Strategy and Delivery Plan published in February 2017. Great Manchester is partner in the Interreg Europe project 'Reform' and winner of the SUMP award 2018.

Horizontal dimension

**Legal:**

The SUMP was developed by the 10 districts in GM and Transport for Greater Manchester (TfGM). The GMCA is made up of the 10 Greater Manchester councils and Mayor, who work with other local services, businesses, communities and other partners to improve the city-region. A variety of boards, panels and committees look specifically at areas like transport, health and social care, planning and housing. TfGM was responsible for the writing the document. All the districts and the GMCA agreed on a spatial approach to planning transport, in order to ensure development in the future was sustainable and integrated[5].

[4] Mobility week
[5] Interreg

**Planning:**

The UK has requirements for developing a Local Transport Plan (LTP) in collaboration with a range of stakeholders and for public consultations at various stages of the planning process. It has the Department for Transport's statutory 'Guidance on Local Transport Plans' (LTP3 Guidance document, THE STATE-OF-THE-ART OF SUSTAINABLE URBAN MOBILITY PLANS IN EUROPE 22, July 2009), as well as the 'Policies and Good Practice Handbook' (2009).

**Financial:**

In 2014, the Greater Manchester Combined Authority was established, with Transport for Greater Manchester (TfGM) acting as the delivery arm responsible for investing money in improving transport services and facilities, supporting the regional economy. Greater Manchester Transport Fund (GMTF) was established to finance the programme of transport improvements. This fund is managed by TfGM, with a budget is € 2.1 bn which includes the ERDF funding allocated for transport. To support this, the Greater Manchester Strategy sets out a programme of vigorous collective action based on driving sustainable economic growth.

Vertical dimension

**Legal:**

It is mandatory for local authorities to develop a Local Transport Plan. London is made up of 33 boroughs and each borough must produce a Local Implementation Plan (LIP0) for transport. The legal basis for LTPs is the Transport Act 2000, amended from the Local Transport Act 2008. For London: LIPs under legislation of 1999 Greater London Act.

**Planning:**

Local transport plans are mandatory and the way this has to be carried out is laid down in the national guidance documents.

**Financial:**

In practice, allocation of funding is almost exclusively on a per capita basis and no longer linked to national performance indicators.

### Lessons learned

This case is replicable across other European regions; however, it requires a significant amount of political agreement at a local and regional level[6].

[6] Interreg

### 8.1.2 Budapest (Hungary)

General description

In 2013 Budapest decided to reconsider its entire strategic planning process and develop a new transport development strategy guided by the European Commission's Sustainable Urban Mobility Plan (SUMP) principles. The new strategy, the Balázs Mór-Terv (BMT), was developed and drafted by Budapest's transport operator and – as set out in the SUMP concept – together with the public and other stakeholders. The new plan creates a solid framework within which upcoming projects will be prepared and implemented. The final document of strategic objectives and measures was adopted in 2015.

Horizontal dimensions

**Legal:**

Although there are no legally defined models for SUMP institutional cooperation in Hungary, the BMT also contains a special section dedicated to regional and institutional cooperation. At the moment, the BMT contains general measures and does not yet include a common monitoring and evaluation framework. More detailed measures and a monitoring and evaluation framework will be drafted in the next phase.

The city has a complex, two-tier municipal system (since 1990):

- Municipality of Budapest (Mayor of Budapest)
- 23 municipalities (23 mayors) of 23 districts
- No hierarchy, but sharing of tasks
- Provision of local public transport services is responsibility of the Municipality of the City of Budapest[7].

**Planning:**

The planning phase included involving over 200 institutions (district, agglomeration and county local governments; professional and civic organisations; interest-based representative bodies and authorities) in professional and public discussions. The proposed changes that arose as part of this public consultation process, which started in June 2014 and which lasted a year, were approved by the city council in June 2015.

[7] Municipality of Budapest

It is the first integrated transport development strategy of Budapest to provide smart objectives for each transport mode which will be supplemented by a system with indicators, monitoring and evaluation to measure attainment of the three strategic objectives of the plan: a liveable urban environment; safe, reliable and dynamic transport; and three cooperative regional connections.

The goals of the public discussion are:

- Widespread: citizens, experts, decision-makers
- Availability
- Plain language
- Understandable, short.

The communication channels which were used are:

- Forums
- Website: www.bkk.hu/bmt
- Letters written to ~200 institutions by post
- Questionnaire.

The results of the public participation were:

- 271 written reflections, opinions
- 1 250 remarks on the different aspects of the plan analysed
- Public and institutional participants
- Recommended changes to the plan based on the assessment.

The Questionnaire resulted in:

- 566 responses in 2 months
- Deep reflection on main problems
- Very strong support for the strategic goals.

The planning of the consultations consisted of identifying 3 relevant levels of participations and stakeholders:

- Balázs Mór Committee: decision-makers, politicians, experts and authorities of strategic environmental assessment
- Workshops and forums
- Public – website.

| Permanent discussion – Communication Plan | | | | | |
|---|---|---|---|---|---|
| **Consultation** | **Goal** | **Stakeholders** | **Communication channels** | **Documents** | **Resources** |
| **Internal cooperation** | Sharing information | BKK, partners, operators | Meetings, discussions | SUMP, memo, reminders | Venue, SharePoint |
| **Balázs Mór Committee** | Experimental decisions | Decision makers, politicians | Committee roundtable, mailing list, webpage | Agenda, minutes, report | Venue, catering, SharePoint, Contract |
| **Experimental workshop** | Collecting experimental insights, opinions, proposals | Prominent stakeholders, districts, municipalities, chambers | Workshop, emails, webpage | Agenda, summary, minutes, report | Venue, catering, webpage |
| **Public consultation** | Collecting insights, opinions, proposals | Citizens | Online forum, webpage | Summary, questionnaire, assessment | Webpage |

The formalized process of involvement – Balázs Mór Committee is:

- Founded by the BKK CEO
- 21 voters from the main experimental stakeholder institutions (municipality of Budapest, ministries, governmental institutions for transport planning, national railway company, regional council, main operators)
- Regular attendance on roundtable meetings
- Decisions on main development directions
- Suggestions and proposals for the city council
- Better interaction between the stakeholders – regional meetings
- CONSUL – new public consultation web page to help participatory planning.

**Financial:**

It is BKK's responsibility, *inter alia*, to secure additional sources of revenue, while also increasing existing revenues through the implementation of a modern fare-structure and e-ticketing scheme to encourage more frequent travel.

Vertical dimension

**Legal:**

Urban mobility planning in Hungary has mostly been based on traditional planning tools, including transport development concepts or strategies. The situation

changed in 2015, when having a SUMP became a precondition for cities to access Cohesion Fund financing for specific urban mobility projects (notably intermodal nodes). In parallel, SUMP preparation became eligible for ERDF funding, as part of the dedicated envelope for urban development of each major city. The first national guidance on SUMPs was published in December of that year, with an update following in March 2016. The main platform for cities to exchange experiences on sustainable urban mobility is Magyar CIVINET, the Hungarian-language CIVITAS network.

**Planning:**

The main characteristics of the BMT are integration, efficiency, overall quality and sustainability. It is a strategic plan that is in strong accordance with related local, national and EU-level plans. It is the first transport development strategy for Budapest supplemented by the principles of sustainable urban mobility planning, and the first to go through a comprehensive public consultation process.

In the past, Budapest has been involved in many EU projects and still takes part today, participatory planning projects (research – development – innovation projects: SUNRISE, Cities4People), campaigns for active mobility (European Mobility Week, European Cycling Challenge, Budapest Cycling Challenge, MOL Bubi Challenge, EMPOWER project), as well as projects like CH4LLENGE and SUMPs Up.

**Financial:**

The scale of available EU funding is in the 10 million: due to well-substantiated projects, Hungary can now spend a significant sum on transport development through the EU's Cohesion Fund. It is the responsibility of BKK to prepare and implement projects which have city-wide relevance and are appropriate for EU co-financing. It was involved in several EU projects and currently in SUMPs up.

### Lessons learned

The BMT creates a solid framework within which upcoming projects will be prepared and implemented. It signals the introduction in Hungary of an urban transport strategic plan aimed at improving the quality of urban life, and meeting the mobility needs of the population and its enterprises.

The BMT is not the end, but rather the start, of a continuous process of project preparation and implementation, and the evaluation of the projects implemented – considering the experiences and impacts of investments and using this to prepare subsequent projects. It is a good example which can be a very useful source of inspiration for other cities for the first phase of the SUMP process.

### 8.1.3 Sofia (Bulgaria)

General description

Sofia is the capital of Bulgaria and the country's largest city. Sofia is the administrative, industrial, transport, cultural, congress and academic centre of the country. Sofia is a dynamic city which has seen steady growth in the population and the urban area in recent decades. Sofia's transport system is well developed, and makes up a significant part of the national transport scheme. It is the only Bulgarian city with four modes of public transport: buses, trams, trolleybuses and metro. Major investments for the construction of the metro, renovation of public transport vehicles and infrastructure have been made over the last years with the support of EU funds. The second Sustainable Urban Mobility Plan for Sofia is currently being developed. The SUMP will be valid until 2035 and the action plan will be developed over 3 years, until 2020.

The Action Plan will include:

- a strategy for step-by-step implementation of the proposed package of effective measures, policies and initiatives, assessing their feasibility and funding opportunities;
- the timeframe for their implementation under the action plan;
- stakeholders and players who are essential for the development of a realistic and workable action plan.

The Sustainable Urban Mobility Plan of Sofia Municipality (SUMP, or the Plan) results in a strategic document covering the period 2018-2035 and setting the main directions for sustainable mobility development in the city of Sofia. The plan is developed according to the guidelines at European level as set out in the 'Guidelines. Developing and Implementing a Sustainable Urban Mobility Plan', published by the European Platform on Sustainable Urban Mobility Plans of the European Commission.

Horizontal dimensions

**Legal:**

According to national law, each Bulgarian municipality must prepare and adopt a specific urban spatial plan which includes a transport scheme. The development and implementation of a SUMP is also a municipal task, but not mandatory.

**Planning:**

Focus groups were held jointly with the team of Sofproekt / Vision for Sofia, as moderator, and participants were representatives from Sofia Municipality, various committees at Sofia Municipal Council, Sofia Electric-transport, Sofia Auto-transport, Metropolitan, NRIC, Union of Architects, Union of Urban Planners, API, Independent Experts, Traffic Police and five non-governmental organisations. Specific objectives, projects and proposals for solutions that were subject to change and complement were sent to the participants. As a result of the focus groups, new specific objectives and proposals for solutions (projects) were generated and some of the ones already formulated were optimized and others rejected.

As a next stage in the preparation of the 'Sustainable Urban Mobility Plan of Sofia Municipality', working meetings with the regional mayors on the territory of Sofia Municipality are going to be held, as well as a broad public consultation. Also, an expert meeting will be held with representatives of the Architecture and Urban Development Division of Sofia Municipality. After their implementation, the proposals and opinions received will be systematically updated, thus enabling an up-to-date list of specific objectives and proposals for decisions to be completed and improved.

**Financial:**

The measures undertaken in recent years were implemented with EU, state and municipal funding. Financial support from the 'Transport', 'Regional Development' and 'Environment' Operational Programmes were used in the 2007-2013 period for the development of the metro system, for the supply of rolling stock, and for introducing an intelligent system for traffic management.

Vertical dimension

**Legal:**

Since 2007 urban mobility development in Bulgaria is driven by the implementation of several EU projects at the municipal, regional and national levels. After the creation of the Bulgarian EPOMM network and the resulting strong information and communication campaign, 'mobility management' was introduced as a term and policy in new planning documents. In the Strategy for Development of the Transport Sector until 2020, development of Integrated Urban Transport Plans for the seven largest Bulgarian cities were planned through the 'Regional Development' Operational Programme. In the 2011-2015 National Programme for Reforms in Bulgaria, adopted in April 2011, the development and implementation of Sustainable Urban Mobility Plans (SUMPs) is planned for 35 municipalities by the end of 2015. The 'sustainable development of urban passenger transport' is already included as Priority 8 in the new 2014-2020

Transport Operational Programme. However, the SUMP concept is still new in Bulgaria and not required by law.

Transport schemes in urban areas are regulated by the Law of Automobile Transport. Municipalities are responsible for policy and decision-making related to spatial and urban planning and the development of the municipal territory [8].

**Planning:**

Knowledge input is provided by EU projects in which Sofia participated.

**Financial:**

By 2016, eight large- and medium-sized Bulgarian cities already have SUMPs developed in the frame of the BUMP project. These projects were implemented in Bulgaria by the national ENDURANCE coordinator and the SUMP focal point CSDCS[9].

[8] Source: Eltis, The urban mobility observatory
[9] Source: Eltis, The urban mobility observatory

### 8.1.4 Thessaloniki (Greece)

General description

Thessaloniki is Greece's second largest city, with a population of 900 000 people. Close to 70% of the population use private modes of transport, whilst 28% use public transport. A SUMP has been developed for Thessaloniki and its surrounding metropolitan area.

Despite being in a deep economic recession, Thessaloniki prioritised the development of a Sustainable Urban Mobility Plan (SUMP). By involving all key stakeholders, the Thessaloniki Public Transport Authority (The PTA) has been able to implement a SUMP for the entire metropolitan area focused on public transport and limiting use of financial resources. The Thessaloniki SUMP is now an example for other cities in Greece and other countries in south-eastern Europe that face similar challenges.

Implementation, monitoring, and evaluation processes are at the very core of the SUMP adopted in February 2014. The tremendous effort that has been made by Thessaloniki in a difficult working environment has been rewarded by the 'Special Prize of the Jury' as part of the 2014 European SUMP Award.

Horizontal dimensions

**Legal:**

No information available at the time of this report.

**Planning:**

Thessaloniki has been engaged in mobility planning since the early 70s, and over the past 20 years it has worked in close collaboration with a number of local authorities and other stakeholders. However, until recent times, efforts made in transport focused on road works. Today, the city of Thessaloniki is facing several challenges related to its population's heavy dependence on private transport. Moreover, complex administrative structures as well as the period of serious economic and social crisis in Greece make mobility planning in Thessaloniki more complex. Through its new SUMP, Thessaloniki aims to reach four main objectives: a growth of public transport; a decrease of car flows in central area; a growth in active transport; and a decrease in pollution emissions.

### In action

The monitoring and the evaluation of both the SUMP planning and implementation processes are handled via the Mobility Forum which brings together all involved public stakeholders (including Thessaloniki Public Transport Authority - THEPTA, traffic management organisation, regional authorities and the nine municipalities of the metropolitan area), transport professionals, scholars and user-oriented stakeholders). In addition to the Mobility Forum which acts as a 'SUMP assembly', a specific department within THEPTA has been created to monitor the implementation process.

As *ex ante* evaluations, Thessaloniki conducted several analyses. As a first step, the 'scenario analysis' allowed stakeholders to assess whether each measure would be effective. A SWOT (Strength, Weakness, Opportunity, Threats) analysis has been carried out by THEPTA. It provided a good overview of the mobility situation in Thessaloniki. Furthermore, other *ex-ante* studies and analysis have been conducted for individual measures such as introducing a tram network (feasibility study and cost-benefit analysis) or a smart integrated ticketing system (business case, comparative study). Regarding the monitoring and the evaluation of the implementation process, the Quality Assessment Unit within THEPTA handles the monitoring of SUMP measures and quality assessment tasks. This unit can also rely on a performance measurement tool which measures customer satisfaction and is based on large-scale surveys.

Moreover, general evaluation activities will take place every year, and results of the assessment will be used to modify and improve the measures before implementing them. Simultaneously, measures will also be debated within the Mobility Forum which allows the selection of widely-supported measures. To guarantee the independence of the evaluation process, technical staff have been trained during a two-day workshop co-financed by the ADVANCE EU project. This allowed staff to gain useful skills in audit activities, allowing them to conduct impartial evaluations of Thessaloniki SUMP measures.

### Results

The results of the evaluation process implemented in Thessaloniki can be illustrated by the example of the investigation made for introducing a tram network in the Greek city. A preliminary feasibility study was conducted on this topic for Thessaloniki Metropolitan area and the impact on overall external costs and land uses. The proposed network has a length of 24 m, with priority at intersections. The development of the network will be realized in three phases, covering an area of 43 stops in total and estimated to serve 172 700 passengers per day. An investigation of the project's socio-economic and financial feasibility (Internal Rate of Return, Benefit Cost Assessment) took place as well as an investigation of new financing schemes.

As main results, the evaluation of modal split effects showed significant reductions of private car use in favour of public transport in specific corridors where the new mode was proposed. Social costs and benefits, such as the fewer road accidents and reduced external costs of transport, the impact of urban regeneration and the increase in urban attractiveness, shorter travel times and the increased of public transport share were estimated accordingly.

**Financial:**

The total implementation cost was estimated to € 515.7 m.

Vertical dimension

**Legal:**

THEPTA's proposal and the pre-feasibility study have been submitted to the Ministry of Transport and the Municipality of Thessaloniki.

Mobility Planning is primarily the responsibility of municipal authorities in Greece, although the legal and operational frameworks are rather complex and interweaving. Each mobility initiative must adhere to a multi-faceted legislative framework, oftentimes with additional/supplemental or conflicting objectives. For example, land usage is considered a different domain, irrelevant of the Transport Planning, and of the Travel Safety and all of them irrelevant to the Economic Assessments. Different authorities are thus required to give input or consent to the various activities and initiatives.

Additionally, it must be understood that the central government produces the main legislative and political documents. The tactical and operational planning is then assigned to the local authorities, which in turn may have to ask consent or even support from the central government for the adopted / proposed mobility initiatives.

The legal framework, as stipulated and enforced by the Ministry of Environment, Energy and Climate Change, includes the (recent) institutional framework for spatial planning (Law Decree No 4269/2014) which focuses on land use and assignment of commercial and other activities on the geospatial complex. However, this law does not appropriately consider the effective coordination of traffic planning and mapping of transport networks. Furthermore, this law does not replace the previous legal framework (effectively or entirely), which is still in effect for individual stipulations. The previous institutional spatial planning framework (indicatively Law Decree No 1337/83, Law Decree No 2508/97 and Law Decree No 2742/99) have guided the Greek spatial planning and designated the Greek space ("ΠΠΧΣΑ – ΓΠΣ" Land Use Master plan). These are constrained to describing and mapping key technical infrastructure networks. Furthermore, the

Regional Spatial Frameworks provide strategic guidance down to the municipality level.

For greater detail, the Local Spatial Plans cover the spatial development and organisation down to the basic level. Last but not least, the Special Spatial Plans usually cover larger areas, regardless of administrative boundaries, that have a rather specific activity interest.

**Planning:**

Traffic planning is addressed through traffic studies carried out either by the Ministry of Infrastructure, Transport and Networks or by the regional / local authority. The awarding authority depends on the scale (metropolitan area vs medium vs small urban area) and on the existence of in-house expertise. The usual practice is to tender the study to an independent expert. There is a well-established framework (according to a Presidential Decree dating back to 1974) and requirements are set. However, these studies actually focus primarily on demand forecasting and traffic assignment, without considering the different modes in a sustainable manner nor in balancing traffic to more sustainable modes. With regards to areas of special interest, for example metropolitan areas, large agglomerations, important traffic generators, the Greek State usually tenders either to or through Special Agencies and/or companies (in particular but not limited to, Athens Public Transport Authority, Athens Metro Company, Thessaloniki Integrated Transport Authority, Thessaloniki Public Transport Organization, etc.).

In 2015, the Ministry of Environment, Energy and Climate Change released a White Paper as part of a call for SUMP funding ('Guide for Proposals to the Special 2014-2020 Action Plan - Sustainable cities Mathios Karlaftis') which acts as a guidance note including best practices in sustainable urban mobility planning.

**Financial:**

No information available at the time of this report

## Lessons learned

Through its evaluation and implementation process, THEPTA identified challenges and related opportunities for the next generation of SUMPs. For instance, THEPTA identified a lack of measures on integrated pricing and financing in the SUMP. In this context, it has envisaged potential measure for the next generation SUMP such as 'road-use charging' measures in order to finance sustainable mobility solutions. Considering the importance of tourism in Thessaloniki, the city faces a particular challenge: the sustainable mobility of tourists. The transport authority intends therefore to better integrate the mobility of tourists and visitors in the general mobility planning of the city and intends to propose specific measures targeting the sustainable mobility of tourists and visitors in the next SUMP.

THEPTA is keen to share its experience and is particularly active in doing so with other cities and stakeholders, both at national and European levels at various conferences and through different networks. For example, as the SUMP has been developed in the context of the ATTAC EU Transnational Cooperation project, Thessaloniki's SUMP process has been discussed with other cities of south-eastern Europe.[10]

[10] Source: Eltis, The urban mobility observatory

### 8.1.5 Torino (Italy)

General description

The City of Torino, with its 900 000 inhabitants, is strongly committed to becoming a 'smarter city', fostering sustainable, intelligent and inclusive urban growth.

The city council is strongly committed to sustainable transport, with a target of reducing CO2 emissions by 20% before 2020. To support this commitment, the city council has taken steps to make public transport more competitive, focusing on providing integrated urban transport systems.

Turin is the capital of the Piedmont region and has a population of approximately 900 000 people. Over 40% of inhabitants travelling by car, with 29% walking and 23% taking public transport. Its SUMP was adopted in 2008 and is currently under revision.

In 2025, mobility in Turin will be more integrated, sustainable, accessible and intelligent. A city where people and goods move with ease improves the quality of life, breaks down distances between city and metropolitan area, promotes social inclusion and makes the territory more attractive. Not least: It reduces congestion costs and diseconomies.

These goals are ambitious: the city has joined the covenant of Mayors, with the aim of reducing CO2 emissions in transport by 30% to 2020 compared to 2005, and to the Brussels charter, which sets the objective of bringing mobility at least 15% of the overall cycle by 2020. To achieve these results, the plan has chosen to focus on organisational structures and management and programming tools instead of on the big infrastructures.

Horizontal dimensions

**Legal:**

No information available at the time of this report

**Planning:**

The regional Metropolitan Mobility Agency is a consortium composed of:

- Piedmont Region
- City of Turin
- Metropolitan city
- 31 municipalities of the metropolitan area.

The plan proposes the expansion of the tasks of the metropolitan and regional Mobility agency, which currently deals only with public transport, to the entire field of transport modes, including the areas of private mobility and alternative modes of transport, in order for the Turin area to be equipped with an entity able to treat

all dimensions of the offer and the adjustments related to the management of metropolitan mobility.

In this way, the role of the agency would be crucial in the implementation of the Sustainable Urban Mobility Plan (SUMP) that the Urban Mobility Package, presented by the European Commission in December 2013, identifies as the most effective tool for stimulating a modal rebalancing in favour of cleaner and more sustainable modes of transport, such as pedestrian crossings, cyclability, public transport, and new forms of use and ownership of the automobile. The SUMP is characterised by some elements of the background, which in many ways require innovation in the sectoral instruments traditionally used (especially in Italy) in transport planning.

Starting from the stresses of the common partners, the metropolitan and regional Mobility Agency has acquitted its statutory tasks by initiating a phase of discussion of the Metropolitan Mobility plan, which must necessarily converge in the SUMP, to ensure integrated planning of all modes of transport on a metropolitan and regional scale.

**Financial:**

No information at the time of this report

Vertical dimension

**Legal:**

Urban mobility planning in Italy is based on two main plans: PUTs and PUMs. The PUT (Piano Urbano del Traffico – or Urban Traffic Plan) was introduced in 1986 and made mandatory by the 1992 Highway Code for municipalities with over 30 000 inhabitants or municipalities affected by seasonal tourist or commuter flows. It is a two-year management plan mainly focused on optimising traffic circulation on the existing road network. It may include and coordinate other 'sectoral' plans like the Urban Parking Programme, the Bicycle Lane Plan and the Urban Plan for Road Safety.

The PUM (Piano Urbano della Mobilità – or Urban Mobility Plan) was introduced by Law 340/2000. It is not mandatory, but is identified as a fundamental prerequisite for all municipalities or conurbations with populations over 100 000 in order to receive national funds to co-finance mobility projects (up to 60% of total investments). A PUM is defined as a 10-year systematic and integrated planning instrument for managing mobility in urban areas, including infrastructural measures on public and private transport.

**Planning:**

For a long time, the only urban mobility plan that was widely implemented in Italy was a PUT, as it was the only instrument made compulsory by law. Most large Italian cities have recently begun to adopt PUMs, as well, which are consistent with

the Sustainable Urban Mobility Plan (SUMP) concept. But in Italian practice they generally refer to the administrative boundaries of the single municipality, and not to the functional agglomeration as suggested by the SUMP Guidelines. Under the framework of the European project ENDURANCE, an observatory on Italian SUMPs was launched in 2016.[11]

**Financial:**

No information available at the time of this report

[11] Source: Eltis, The urban mobility observatory

### 8.1.6 Malmö (Sweden)

General description

In March 2016, Malmö city council adopted its first Sustainable Urban Mobility Plan (SUMP), a crucial document that takes a holistic approach to the link between urban development and sustainable transport based on economic, social and environmental sustainability.

The first step in the process of drafting a SUMP – as outlined in the European Commission's SUMP Guidelines – is to determine the potential for developing a successful SUMP. Malmö's thorough work on this aspect helped it lay strong foundations upon which it could build an effective SUMP.

The Swedish city of Malmö won the 4th Award on Sustainable Urban Mobility Planning for its impressive intermodal transport solutions with a people-friendly focus and its excellence in linking transport planning with the overall urban planning process, while taking into account accessibility for different social groups. It is a rapidly growing city with a young population. 40% of people travel by car, whilst around 20% cycle or take public transport.

Malmö is currently working to implement the 20 actions pinpointed in the SUMP. The modal split goals set for the different parts of the city are now the basis for local plans. The model of working with diverse work groups that deliver answers on different issues has been adopted when developing other strategic documents in the city. Even though the plan made for a hot political topic, its adaptation has made mobility planning easier and more available.

Horizontal dimensions

**Legal:**

No information available at the time of this report

**Planning:**

Determining the potential to develop a successful SUMP depends on many internal and external factors that provide an overall framework for the planning process and plan implementation. Key activities in this regard include committing to overall sustainable mobility principles, assessing the impact of regional and national frameworks and conducting a self-assessment.

At the beginning of the plan development process, a self-assessment is needed to identify strengths and weaknesses of current planning practices and to understand the potential for successfully preparing a SUMP. The assessment should identify the barriers and drivers that might influence the plan development process, and determine what it will look like in each city's own local context.

Malmö's self-assessment identified the areas the city needed to focus on, like social sustainability, and made it include a more diverse group of experts in a more direct way than was originally planned. The city also calculated that it had to exclude the parking policy to save time since this turned out to be more complex than initially estimated.

The self-assessment also allowed Malmö to conclude that it had a unique opportunity to prevent traffic queues. The delays during peak-hour traffic, together with the expected growth in the city's population, threaten to become a big problem unless it strengthens the sustainable means of travel.

Measurable long-term goals were of big importance to induce action, according to the city. To ensure the ongoing development of the SUMP and to minimise risk, the city had two project managers working together. The starting point was dividing the challenges into six main issues given to different work groups of 4-5 co-workers with different knowledge related to the given tasks.

**Financial:**

The work group reports laid the foundation of the SUMP. In total, the groups worked a combined 750 hours and then submitted their reports to the project managers. The project managers worked for around 1 500 hours altogether to get the SUMP written and adopted. This included a chain of workshops, discussions and information meetings involving over 800 people.

Vertical dimension

**Legal:**

In Sweden, the Swedish Transport Administration (Trafikverket) is in charge of long-term planning of the transport system. Trafikverket produces a national plan for transport infrastructure following a legislative directive from the national government. Regional planning is done on a county/regional level and is managed by county administrative boards, other independent regional authorities, or groups of local authorities. Trafikverket, local administrations and regional transport representatives contribute feedback to the regional plans.

Ongoing cooperation is taking place between municipalities and regional stakeholders in northern Sweden with the goal of developing traffic strategies. Sweden's first regional traffic strategy (SARETS in the Lulea region) is a result of such cooperation. The Swedish Transport Administration is discussing how the example from northern Sweden can be applied throughout the rest of Sweden. Furthermore, the Swedish Transport Administration participates in the EU project PROSPERITY.

Planning laws are contained mainly in Sweden's Planning and Building Act, which states that it is up to local authorities to plan the use of land and water in their

territories. This is often referred to as the planning monopoly, which means that it is up to the local authority to draft plans for urban development and transport in consultation with those responsible for planning and other stakeholders. It is not a legislative requirement to have a transport strategy in Sweden; it is up to individual local authorities to draw up and implement transport strategies.

**Planning:**

In Sweden, Sustainable Urban Mobility Plans (SUMPs) are essentially the same as strategies resulting from the Transport for an Attractive City (TRAST) handbook, published by Trafikverket. TRAST has supporting materials designed to help local authorities in their planning work in creating sustainable transport strategies, plans and programmes.

The transport strategy is at the heart of TRAST, and can be thought of as equivalent to a SUMP. The first edition of TRAST was published in 2005; the third and most recent edition in June 2015. TRAST evolved from other planning initiatives, including the Environmentally Adapted Transport System (MaTS) concept, showing that there is a sustainable urban mobility planning tradition stretching back approximately 20 years. The city of Lund, for example, published its first LundaMaTs in 1999 (now updated in its third edition).

In 2015, approximately 25 to 30% of all local authorities in Sweden had a transport strategy in place, or pending. Of the 40 largest towns and cities in Sweden, this figure is at almost 90%. In larger municipalities, transport strategies are generally updated every 8 to 10 years. However, the TRAST guidance emphasises that they need to be continuously updated as they are implemented, and as local authorities (and societies) change. Transport strategies are generally linked to urban master plans (describing in more detail the transport aspects linked to the master plan), and it is generally suggested that both are updated with the same frequency. Sometimes the master plan and transport strategy are written together, and this is especially the case in small and medium-sized towns where resources are more limited.

There is an increasing willingness and interest in developing sustainable transport strategies in Sweden, however, this is still not entirely normal practice in all local authorities. Evaluations of transport strategies in Sweden show that the strategy document itself, although important, is simply a vehicle for more important elements, such as discussing the issues with a wide range of stakeholders and bringing in sustainable transport working practices into local authorities.

In Malmö, the self-assessment mapped the municipality's current strategic documents and how they affect its planning in general, specifically traffic planning.

The city also had a missing link between its general plan and specific plans, such as cycling, and pollution action plan.

When planning for the SUMP, Malmö had ideas to make the strategy for car traffic and road usage much clearer. This proved to be too complicated to take on in one document and the city is now planning how it will reach the goals set in a more detailed way, which was supposed to be one of the major elements of the SUMP. Malmö also did not manage to determine clear goals for freight traffic to which it first aspired.

'If we should do this process again, I would prepare politicians more in advance and try to involve them more in an early phase. Doing this gives insight to the decision makers and makes them more interested in the process,' said Nordin.

'It may take some time to get everyone on the same page, but it is worth a lot in the long run to have the document adopted in the highest instance and a part of a wider city-planning process. Connecting the SUMP to involve research and university studies also gives credibility to the result presented.'

### Lessons learned

When planning for the SUMP, Malmö had ideas to make the strategy for car traffic and road usage much clearer. This proved to be too complicated to take in one document and the city is now planning on how to reach the set goals in a more detailed way, which was supposed to be one of the major elements of the SUMP.

To cities embarking on the first step, Malmö recommends setting clear targets that gives them a number to aim for when it comes to the different modes of traffic. Trying to mix work groups to involve different competencies and have the work groups working with specific questions (e.g. 'What factors influence how people commute to our city?') also gives good material for the final product. When the SUMP and the comprehensive plan point in the same direction, it is an easy action to take.[12]

[12] Source: Eltis, The urban mobility observatory, Mr Andreas Nordin

### 8.1.7 Palanga (Lithuania)

General description

Palanga is a seaside resort town in western Lithuania, on the shores of the Baltic Sea with a population of more than 15 000 people (during the summer number of inhabitants including tourists exceeds 120 000 people). The most popular travel mode is a private car (according to the survey 49% of respondents usually use private car).

The city's SUMP was approved in early of 2017, and is expected to be fully implemented by 2030.

Horizontal dimension

**Legal:**

No information available at the time of this report

**Planning:**

No information available at the time of this report

**Financial:**

No information available at the time of this report

Vertical dimension

**Legal:**

Lithuanian cities are beginning to implement Sustainable Urban Mobility Plans (SUMPs). In second quarter of 2015, Ministry of Transport and Communications has adopted the Guidelines on the Preparation of Sustainable Urban Mobility Plans in Lithuania (SUMP Guidelines). The Lithuanian SUMP Guidelines requirements are based on the main provisions of the EU's Green Paper, White Paper, and Action Plan on urban mobility which will be integrated into existing strategic transport documents. Under the SUMP Guidelines, municipalities with more than 25 000 inhabitants or with resort status, are recommended to prepare SUMP for the development of 9 thematic areas – Promotion of public transport, Non-motor vehicle integration, Modal shift, Traffic safety and transport security, Improvement of traffic organisation and mobility management, City logistics, Integration of people with special needs, Promotion of alternative fuels and clean vehicles, Assessment of Intelligent transport systems demand. [13]

**Planning:**

The development of SUMPs is based around already-established city planning processes and closely linked to a city's master plan. Most of the bigger cities in

[13] Source: Eltis, The urban mobility observatory

Lithuania have a 10-year city master plan already in place that was developed within the last three to four years.

It is expected that 18 cities / towns will be initially targeted. The top five most populated cities (526 000 to 97 000 inhabitants) will be 'high priority'; the next nine cities (with populations of between 57 000 to 25 000) will be 'priority'; with the remaining four, which have 'special preference' due to being either coastal or spa resorts.14

**Financial:**

Although the Ministry of Transport and Communications has prepared some plans and funding for the large-scale development of sustainable urban transport and mobility projects, the issues that these projects will seek to solve have to be done at city administration level, which means that decision-makers at national level can only provide guidelines and directives but ultimately cannot enforce it in cities. They give some incentive to encourage SUMP implementation through funding. Cities can prepare a budget and apply for funds that have been set aside for sustainable transport activities; allocation of such funding is carefully managed and evaluated to make sure that SUMP development will actually happen.15

[14] Source: Eltis, The urban mobility observatory
[15] Source: Eltis, The urban mobility observatory

### 8.1.8 Bremen (Germany)

General description

In addition to excellent planning and the early provision of tools for monitoring and evaluation, Bremen (Germany) closely cooperated with local stakeholders and with peer cities and networks during the evaluation process of the Sustainable Urban Mobility Plan (SUMP) adopted in 2014.

The city made efforts to learn lessons, strengthen success stories and avoid failure for the next round of transport planning. Thanks to these efforts, Bremen was crowned as the winner the 2014 European SUMP Award.

Due to its experience in traffic management, Bremen first implemented a traffic development plan in the mid-nineties. Nowadays, it is one of the largest German cities with a balanced modal split. The Bremen SUMP (Verkehrsentwicklungsplan Bremen 2025), adopted in 2014, intends to actively promote eco-mobility, improve the quality of life in the city by optimising the transport system and reducing the negative impacts of transport such as safety risks, pollution and noise.

Among the objectives of the city, Bremen wants to achieve a 20-25% increase in bicycle traffic and a 15-20 % increase in public transport by 2020. To achieve these objectives, the City of Bremen has adopted a plan which covers all modes of transport (including walking, cycling, public transport and cars), all traffic purposes (including travel to work or school, shopping, leisure, etc.) and both passenger and freight transport.

Horizontal dimension

**Legal:**

No information available at the time of this report

**Planning:**

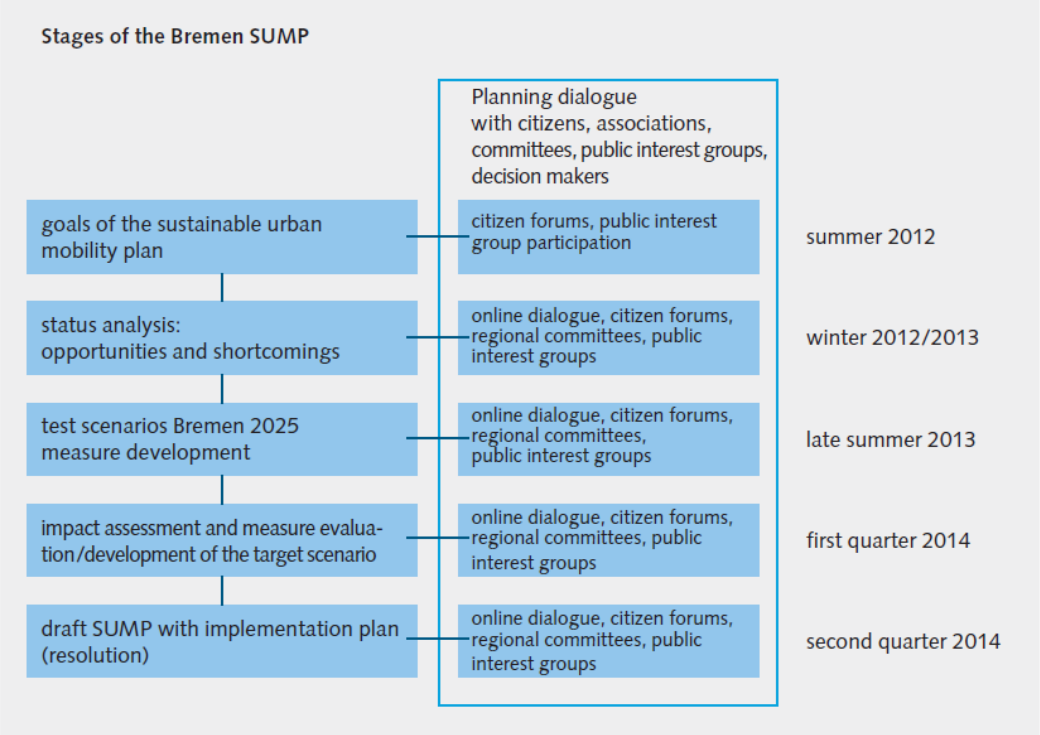
The Sustainable Urban Mobility Plan (SUMP) is intended to set the strategic framework for the future development of transport in Bremen. Questions that were addressed included, e. g. 'How will people get around in Bremen in the future? Which infrastructure measures should be tackled in the future? Which priorities should be set?' The SUMP addresses all journey purposes (work, leisure, shopping, etc.), all modes of travel and all transport networks for non-motorised modes and for motorised travel on roads and rails. Social and spatial conditions have changed considerably in recent years. New housing facilities, changes in values, more flexible working hours, the concentration of small business in shopping centres and the extended opening hours of small businesses, internet,

email, growth in commercial and goods transport, increased use of small delivery vehicles, demographic change, electric mobility or car sharing are just a few of the keywords that describe this multi-faceted change.

This also leads to changes in travel behaviour and to the need to examine related questions surrounding the future design of Bremen's transport activity in order to deploy the city's limited financial resources in a targeted and efficient way, maintaining the attractiveness and high quality of life for Bremen's citizens, workers and visitors; for industry, trade and services; as well as for research, rejuvenation and recreation. The goal of the SUMP is to develop a mid- to long term strategy for the development and regulation of mobility behaviour and transport in the City of Bremen.

The interaction of the movement of people and commercial transport with land use will be analysed keeping in mind existing goals and strategy documents (climate protection and energy programme, Guiding Principles of Urban Development 2020, etc.) and their present and future opportunities and shortcomings. Measures and packages of measures that could optimise these existing strategies will be examined to assess their effects on the achievement of the goals, and an implementation plan will be developed.

Following an EU-wide tendering process, the company Planersocietät (Dortmund and Bremen) and the Ingenieurgruppe IVV GmbH & Co. KG (Aachen) were assigned the task of drafting the SUMP. This team was supplemented by the Büro für Verkehrsökologie, which was responsible for moderating the citizen forums, and the Institute of Urban and Transportation Planning at the University of Aachen for their academic expertise and for the creation of the evaluation plan. Nexthamburg Plus UG (Hamburg) set up the online participation portal www.bremen-bewegen.de. The firm Protze + Theiling carried out the goal development process and supervised the first two public forums.




**Financial:**

Given the financial situation in Bremen, measures were to be developed that are particularly efficient and offer high return for modest investment. Apart from infrastructure measures, the SUMP should also include the spectrum of cost-effective measures offered by traffic and mobility management. The questions of future maintenance and financing of transport infrastructure were also to be examined in the SUMP.

Vertical dimension

**Legal:**

In Germany urban transport plans have been common in most cities since the 1960s. Although they are not legally binding, most cities and urban regions are developing such plans as an important part of general land-use planning. These plans were previously called Generalverkehrspläne (GVP); today they are known as Verkehrsentwicklungspläne (VEP).

**Planning:**

The plans serve as a consistent basis for most infrastructure and mobility management decisions in cities; city councils, however, are not bound through these plans. Of course, it is beneficial for cities to develop such a background document if they want to apply for financial support from the national German

government or federal authorities. This financial support is usually dependent upon the provision of a VEP.

In past decades, these plans represented the wish lists for infrastructure required by different modes of transport, with projects continually being developed year after year. In recent years, however, such plans are more integrated. Today, a holistic urban vision is usually developed first. Then all proposals and measures are evaluated based on the degree of support they are receiving for these developments.

Integrating all the modes of transport of a city and its neighbours, as well as with other planning documents, is becoming increasingly important. In this respect, elements of Sustainable Urban Mobility Plans (SUMPs) are increasingly included in most VEPs. However, other planning documents (e.g. for land-use, ambient air quality improvement, noise abatement) still exist separately with sometimes slightly different objectives.

The most important document describing the state-of-the-art in VEPs is published by the FGSV research community. This document can be used to identify systematic approaches to integrate all different modes and perspectives; to describe the most relevant parts of any VEP; to specify the different tasks within a VEP; and to include aspects of participation, monitoring and evaluation, and continuous planning cycles.

Within the Association of German Cities (Deutscher Städtetag) the transport representatives of most large German cities meet regularly in the Fachkommission Verkehrsplanung. The Deutsches Institut für Urbanistik is also supporting its member cities in such transport-planning issues; the institute, located in Berlin, develops materials for planning and holds regular courses for practitioners in the field. Both institutions may serve as useful networks and as sources of information. They are members of the 'National Task Force SUMP D', an initiative of CIVITAS-PROSPERITY.

### 8.1.9 Parkstad Limburg (The Netherlands)

General description

The city-region Parkstad Limburg covers an area of eight municipalities in South-Limburg, with a total of 255 000 inhabitants. Parkstad Limburg consists of the municipalities of Heerlen, Kerkrade, Landgraaf, Brunssum, Nuth, Voerendaal Simpelveld and Onderbanken. The region lies between the green hills of Limburg and the foothills of the Eifel. Beautiful and peaceful landscapes are located nearby cities that are rich in tradition and culture.

Parkstad Limburg has a central location in Europe. It is less than 15 km away from Aachen, between the economic centres of the Randstad (Rotterdam / Amsterdam), the Ruhr Region (Dusseldorf) and Brussels / Antwerp. The area has a strategically and economically strong location, with other countries less than 20 km away. The region is easily accessible by car or public transport. The road network joins international routes, and rail and bus connect it to Aachen and Maastricht Aachen Airport respectively.

Most trips are made by car (more than 50%). There is not a lot of congestion and there are almost no parking problems in the region. Also, many trips are made by walking (almost 30%) and cycling (more than 10%).

Horizontal dimension

**Legal:**

No information available at the time of this report

**Planning:**

This action entails regional coordination to make the regional Sustainable Urban Mobility Plan (SUMP) a basis for the implementation of SUMPs in municipalities.

The first step consisted in the analysis of the current situation, policy documents and indicators to generate a regional profile (based on mobility indicators and general used GINI-factors) used to define problems, stakeholders and responsibilities.

In a second phase, a two-day workshop (using the Local Future Search Workshop methodology) with the stakeholders was used to establish actions for more sustainable mobility. These steps were carried out and documented by an external contractor.

Region Parkstad Limburg discussed the results of the first steps (workshop) with the municipalities and defined a proposal. Consensus was found on the vision to

adopt and the direction to follow. Based on this consensus, the proposal was adopted by the regional board. The region, together with the municipalities, built a regional SUMP.

The first result is the adoption of the regional SUMP itself, including the common vision and goals. The SUMP has already resulted in measures and actions by municipalities on sustainable urban mobility on the basis of the SUMP directions (Public transport, Biking, E-mobility etc.).
The common vision could allow the adoption of local SUMPs by the municipalities as the SUMP is binding for all municipalities.

**Financial:**
The resources needed were mostly internal staff from the region and municipalities. The EU project PolySUMP provided an external expert to support the process with analysis and workshops, which the region only had to organise (in total €20 000).

Vertical dimension

**Legal:**
According to the traffic and transport plan act passed in 1998 (Planwet Verkeer en Vervoer) provinces in the Netherlands are required to translate national policies to their regional policies. Municipalities have to include the key elements of the provincial and national policy in their local transport policy. Provinces and municipalities often get subsidies from a higher-level authority. This financial incentive allows for much co-operation.
Larger municipalities draft a new plan approximately once every 10 years. Increasingly, they are working with a dynamic policy agenda that is updated annually or biannually. It is also becoming more common that there are no separate mobility policies, but that these are developed as part of a spatial and environmental policy plan. The government has set an example with SVIR (National Infrastructure and Spatial Planning).

**Planning:**
In the Netherlands, there is a long tradition of drafting urban traffic and transport plans. Research by CROW-KpVV in 2012 showed that the current urban traffic and transport plans in the Netherlands largely correspond to the SUMP Guidelines. In that study the plans of eight municipalities were analysed, ranging from a large urban municipality to a rural municipality. The study concluded that possible improvements are:

- the inclusion of climate and energy goals in traffic and transport plans;
- development of scenarios;

- cost-effectiveness analyses;
- cost-consciousness;
- formulating SMART, measurable goals;
- integrated and interactive approach;
- applying all steps of the policy cycle.

The last element is difficult because in most municipalities the different stages of the policy cycle (SUMP cycle) are carried out in different processes and documented in different reports. There are only a few plans in which concrete measures, the responsibilities, and funding are recorded.

By 2019, a new law will be launched on the environment (de Omgevingswet). This law replaces 26 laws on spatial planning and a lot of regulations, including the traffic and transport plan act passed in 1998. One of the elements of the new law is an environmental vision and plan. This is also the strategic plan for mobility matters. More and more municipalities are already working according the new law and developing an environmental vision and plan.

It should be noted that the regional SUMP was prepared within the PolySUMP project. The PolySUMP Methodology is based on the conventional Sustainable Urban Mobility Plan (SUMP) process, adding specific elements to widen the scope to a poly-centric region.

The PolySUMP Methodology has three stages:

- prepare well by understanding your region;
- create common ground and vision;
- use the outcomes and draw up a plan.

Stage 1: Prepare well by understanding your region

The aim is to identify and understand the conditions in the poly-centric region. These are often more complex compared to a city region, since functions and responsibilities are scattered between different administrative boundaries in the region. The poly-centric profile developed in the second stage also allows identification of similar regions in Europe and/or understanding differences.

Stage 2: Create common ground and vision

The process of setting rational and transparent goals in these complex regions is facilitated by means of the Future Search Workshop. In the Poly-SUMP project, the Future Search methodology is used to gather stakeholders around the topic of poly-centric sustainable mobility action plans first at the European level (European

Future Search Workshop-EFSW) and then at the local level (Local Future Search Workshop-LFSW).

Future Search is a learning laboratory for 'getting everybody involved in improving the whole system'. It is typically a three-day meeting that brings together 60 to 100 people who share a common purpose. Future Search enables organisations and communities to learn more together than any one person can discover alone. By bringing the 'whole system to the room', all participants are faced with the complexity and uncertainty of the situation, and can take more informed and clear decisions and actions.

The benefits of the Future Search methodology are:

- to create a shared vision and action plan for an organisation, network, or community;
- to enable all stakeholders to act on common ground and take responsibility for their own plans;
- to help people implement an existing vision that they have not acted on together.

Stage 3: Use the outcomes and draw up the plan

Following the Future Search Workshop, the actions developed should be further refined and prioritised. By doing so, you are taking steps towards preparing and implementing actions in the context of a 'SUMP for a poly-centric region'.

### Lessons learned

As prerequisites for such process, the willingness of parties to cooperate and the fact that involved parties have decision-making power are very important.

Potential for learning or transfer

- Apart from the above-mentioned prerequisites, the measure is fully transferable to regions and their local municipalities.
- To put this measure into practice, it is necessary to have ample skills and be knowledgeable on the process of developing a (regional) SUMP.[16]

[16] Eltis, The urban mobility observatory, Civitas

### 8.1.10 Tallinn (Estonia)

General description

From the beginning of 2013, Tallinn has offered free public transport for its residents, thus becoming first and biggest capital city in the world to provide free public transport. It has been a great success socially (guaranteed mobility for all), economically (enhancing the labour market and stimulating consumption of local goods and services) as well as fiscally (influx of new taxpayers enabled city to make additional investments into qualitative public transport and also other public services). Results on mobility, however, remained modest. The increase of public transport trips/entrances of around 10% have been not enough to stop the increase of daily car usage in mobility split. In combination with redistribution of street space and a drastic increase in parking rates, Tallinn achieved around 6% decline of car traffic in city centre. Paid parking areas even increased slightly (by 4%).

**Financial:**

Free public transport for residents stimulated actual residents to officially register their place of residence in Tallinn. As our personal income tax is allocated according to taxpayer place of residence, the city increased by around 30 000 new taxpayers, and thus the fiscal gain from implementing free public transport covered the lost ticket revenue with heavy surplus.

**Planning:**

The decision was proposed by referendum in March 2012. While legally unbinding, this public decision produced sustainable political mandate for the formal implementation by the city council.

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## 8.2 Identified best practices

| Nr. | Location | Approach |
|---|---|---|
| 1 | Greater Manchester SUMP Spatial approach | Interreg |
| | Greater Manchester | Mobility week |
| | Greater Manchester:<br>Using SUMP to make urban mobility multimodal | ELTIS |
| 2 | Budapest's SUMP: a plan for people and goods mobility | ELTIS |
| | Budapest's BMT: a framework for sustainable urban mobility planning (2015) | ELTIS |
| | Budapest - Hungary | CIVITAS |
| 3 | Cooperation between municipalities and stakeholders: vision, goals and priorities for a polycentric SUMP | Interreg |
| 4 | SUMP development in Slovenia | ELTIS |
| 5 | Valletta: securing political and stakeholder commitment for a SUMP (Malta), 2016 | ELTIS |
| 6 | Participatory approaches prove key to developing Prato's SUMP (Italy) | ELTIS |
| 7 | Setting up institutional cooperation for Brno's SUMP (Czech Republic), 2014 | ELTIS |
| 8 | Fostering sustainable mobility in North Rhine-Westphalia (Germany) | ELTIS |
| 9 | Reaching a shared vision of sustainable urban mobility in Pilsen (Czech Republic), 2014 | ELTIS |
| 10 | Bucharest's involvement of stakeholders for an informed SUMP process (Romania) | ELTIS |
| 11 | Involving stakeholders in SUMP planning in Košice (Slovakia) | ELTIS |
| | Civitas Prosperity (11 cities) | CIVITAS |
| 12 | Dubrovnik, Croatia | CIVITAS |
| 13 | Fagaras, Romania | CIVITAS |
| 14 | Hradec Kralove, Czech Republic | CIVITAS |
| 15 | Jonava, Lithuania | CIVITAS |
| 16 | Kassel, Germany | CIVITAS |
| 17 | Katowice, Poland | CIVITAS |
| 18 | Limassol, Cyprus | CIVITAS |
| 19 | Lisbon, Portugal | CIVITAS |
| 20 | Ljutomer, Slovenia | CIVITAS |
| 21 | Szeged, Hungary | CIVITAS |

| Nr. | Location | Approach |
|---|---|---|
| 22 | Varna, Spain | CIVITAS |
| | CIVITAS Suits (8 cities) | CIVITAS |
| 23 | Alba Iulia, Romania | CIVITAS |
| 24 | Coventry, UK | CIVITAS |
| 25 | Stuttgart, Germany | CIVITAS |
| 26 | Kalamaria, Greece | CIVITAS |
| 27 | Palanga, Lithuania | CIVITAS |
| 28 | Rome, Italy | CIVITAS |
| 29 | Turin, Italy | CIVITAS |
| 30 | Valencia, Spain | CIVITAS |
| | CIVITAS SUMP Ups (7 cities) | CIVITAS |
| 31 | Birmingham, UK | CIVITAS |
| 32 | Budapest, Hungary | CIVITAS |
| 33 | Malmö, Sweden | CIVITAS |
| 34 | San Sebastian, Spain | CIVITAS |
| 35 | Sofia, Bulgaria | CIVITAS |
| 36 | Thessaloniki, Greece | CIVITAS |
| 37 | Turin, Italy | CIVITAS |
| | SUMP Awards | Mobility week |
| 38 | 6th SUMP Award winner: Turda, RO | Mobility week |
| 39 | 5th SUMP Award winner: Brussels, BE | Mobility week |
| 40 | 4th SUMP Award winner: Malmö, SE | Mobility week |
| 41 | 3d SUMP Award winner, Bremen, DE | Mobility week |
| 42 | 2nd SUMP Award winner: Rivas Vaciamadrid, ES | Mobility week |
| 43 | 1st SUMP Award winner : Aberdeen, UK | Mobility week |
| 44 | 2Mov2 | ELTIS |
| 45 | PolySUMP | ELTIS |
| 46 | CH4LLENGE | ELTIS |
| 47 | PUMAS | ELTIS |
| 48 | BUMP | ELTIS |
| 49 | Endurance | ELTIS |
| 50 | Advance | ELTIS |
| 51 | Quest | ELTIS |
| 52 | TIDE | ELTIS |
| 53 | EcoMobility Shift | ELTIS |

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For further information on the Urban Agenda for the EU,
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