

## **Background Paper – Urban Mobility**

# Introduction

**This Paper serves as background information to the Public Feedback on the nine actions developed by the Partnership on Urban Mobility. Stakeholder feedback will be considered by the Partnership for the development of the final Action Plan, which will be published on Futurium in Summer 2018.**

During the Dutch Presidency of the EU in the first half of 2016 the Pact of Amsterdam was adopted by EU ministers of the Interior. It states that European cities will be more involved with the creation of EU legislation, EU funding and knowledge sharing. The relevance of this involvement is highlighted when considering that cities and urban areas now house more than 70% of all Europeans.

This simultaneously makes cities the drivers of innovation and the European economy but also the battleground for many of the societal struggles of the 21st century. In order to ensure that this is reflected by EU legislation, funding and knowledge sharing, the Urban Agenda for the EU was created. The Urban Agenda is composed of 12 priority themes essential to the development of urban areas. Each theme has a dedicated Partnership, which brings together cities, Member States and European institutions. Together, they aim to implement the Urban Agenda by finding workable ideas focused on the topics of EU legislation funding and knowledge sharing. One of the partnerships is the Partnership on Urban Mobility.

The Partnership is co-coordinated by the city of Karlsruhe and the Czech Republic. Members of the Partnership are the cities of Bari, Bielefeld, Burgas, Gdynia, Malmö, Nijmegen, Torres Vedras, the regions of Skåne and Wallonia, the countries of Cyprus, Finland, Romania, and Slovenia, as well as EUROCTIES, the Council of European Municipalities and Regions (CEMR), POLIS, the European Investment Bank (EIB), the European Cyclists' Federation (ECF), the International Association for Public Transport (UITP), URBACT and three Directorates-General of the European Commission: Regional and Urban Policy (DG REGIO), Transport and Mobility (DG MOVE) and Environment (DG ENV).

## Focus areas and activities

To frame its work, the Partnership has identified four thematic areas:

1. Active modes of transport;
2. Innovative solutions and smart mobility;
3. Public transport for cities; and
4. Governance and planning

For each of the above-mentioned themes, the Partnership identified bottlenecks and potentials. First and foremost, it did so through in-depth research and analytical work. Scoping fiches were elaborated on the four thematic areas of the Partnership, to identify the so-called 'bottleneck areas'. The scoping papers highlighted how the EU funding, EU legislation and EU knowledge exchange

are the 3 key areas in which changes could have a significant impact on the better functioning of urban mobility.

This is why the partners of the Partnership developed the nine actions which are presented in this Public Feedback Paper and are open to stakeholder feedback. The actions presented in the next sections aim at addressing real needs: issues that have real and visible impact and concern a larger number of Member States and cities; actions should be 'innovative' without 'recycling' elements which have already been done or would be done anyway.

In the meantime, recommendations for workable policies, governance and practices are being developed. They are meant to call for other actors to implement them and to highlight existing practices and policies that can be used as a source of inspiration. As work is still ongoing, they will be inserted in the Action Plan which will be published on Futurium in Summer 2018.



# 1 Theme 1: Active modes of transport

## 1.1 Action 1: Guidelines on infrastructure for active mobility supported by relevant funding (Knowledge/Funding/Regulation)

### 1.1.1 Bottleneck to be addressed

In order to develop the full potential of the active modes of transport, cycling and walking have to be taken seriously in urban mobility policies, including in the allocation of space and in the allocation of budgets.

A comprehensive network of active mobility infrastructure which is well-designed and safe, is critical / a basis requirement for making cycling or walking a viable and attractive option in everyday travel.

Nowadays in many cities pedestrians and cyclists must deal with incomplete networks, unnecessary detours, inappropriate surfaces, bad or no signage of routes, not enough or inconvenient crossings, long waiting times at traffic lights. In many cities, safety concerns – often linked to the absence or poor development of walking and cycling infrastructure, as well as bad inappropriate driver behaviour and poor traffic law enforcement – remain a major barrier for more people to walk or cycle to work or school.

Walking and cycling infrastructure is developed mostly using local and regional resources and knowledge. In some parts of Europe there is a long and successful history for implementing ambitious cycling policies. In other parts of Europe, however, there is little experience with the development of cycling policy and the design of good cycling infrastructure, never mind walking. There are no European level standards or recommendations on how to design safe, comfortable, direct and attractive infrastructure for the active modes and the knowledge is missing in several member states, cities. Most of the member states do not have a good national standard for walking and cycling infrastructure. The quality of implemented projects varies. It prevents a quicker increase of the share of walking and cycling and decreases the effectiveness of the public (including EU) funds used for financing such projects. This applies both to dedicated active mobility projects and elements of pedestrian or cycling infrastructure in other investments (e.g. in public spaces, road or public transport).

### 1.1.2 Objective

Developing walking and cycling as active modes of mobility in urban areas offers great socio-economic benefits: it helps reducing the emission of noise and air pollutants, as well as greenhouse gases. It encourages a healthy lifestyle and creates a more attractive urban environment. It can also increase the accessibility of public transport, by covering first & last mile of the journey and increasing the catchment areas of public transport stops. The reduction of car traffic and thus congestion (better accessibility, reduction of loss of travel time) improves the economic competitiveness of the urban area. In monetary terms, investing in active modes can bring a very high return: as an example, one Euro invested in a cycle highway generates between two and 14 Euro in health benefits alone.

Getting more people to walk and cycle helps reduce congestion not only within city centres but also within functional urban areas and, especially where cycling highways are built, along the main road arteries such as the TEN-T corridors. Within poly-centric areas cycling helps to get a more accessible region, where in cities walking and cycling may become a mobility alternative for socially excluded - in this way also tackling transport poverty.

### 1.1.3 Output

In light of the above the action should focus on two areas:

1. Infrastructure for active modes:
  - a. *Develop European guidelines for walking and cycling infrastructure, with minimum quality standards and with examples of good implementation practices. The infrastructure guidance should take the increasing variety in the types of bicycles (size, speed, etc.) into account as this creates both new challenges as well as opportunities.*
  - b. *Encourage Member States to develop their own standards on this basis, taking into account varying environmental and historical context.*
2. Financing for active modes:
  - a. *For the current 2014-2020 programming period, keep the EU Funding Observatory for Cycling updated in order to inform about funding opportunities for cycling, highlight successful cycling projects and best practices. Take the different development stages of countries / cities into account when defining good practices as well as the impact of good practices on well defined indicators.*
  - b. *For the next financial period (2021-2027), ensure that funding for active modes of transport to support the development of comprehensive walking and cycling policies, relevant research and innovation activities, and the large-scale implementation of high quality walking and cycling infrastructure is properly included in the relevant European funding programmes, and encourage Member States, regions and cities to propose ambitious targets in that regard.*

## 1.2 Action 2: Active modes behaviour change (Knowledge)

### 1.2.1 Bottleneck to be addressed

Walking is considered by many as the most basic, natural and independent form of transport, followed by cycling. Walking, in particular, is the backbone of and a prerequisite for every other mode of transport (e.g. walking is required to catch a bus, access a bike sharing facility or reach your final destination after exiting a transit terminal). Despite the above, active modes are still not perceived as serious and fully-fledged as complementary to other modes. This causes many other issues, such as often being neglected in policy, biased allocation of space and funding, and results in rising negative social, economic and environmental costs due to over-utilisation of polluting transport modes.

There are also many definitions what walking means and when do we perceive it as transport mode. Diversity of opinions causes misunderstandings in calculating walking/pedestrian indexes and modal splits in cities. Without detailed research on walking and cycling, it is difficult to prepare solutions to change transport behaviour into more active modes.

Many people also do not change their transport behaviour towards a more active one – even when infrastructure (physical barrier) is in place - due to mental barriers: a lack of knowledge of the

availability of options, lack of motivation, lack of positive attitude towards active modes, safety and comfort aspects, perceived travel time aspects, lack of understanding of the benefits, lack of incentives from work / school and general resistance to change. Changing behaviour through soft incentives is often not evaluated, thus its effects are not known and neglected. Positive health benefits of walking and cycling are known for experts, with a lot of evidence supporting it, but often citizens are not aware of them. Sedentary life-style, on the other hand, is not only bad for health but also brings concrete losses to the economy: estimated over €80 bln is lost every year in the EU due to lack of physical activity.

Currently, the EU-wide European Mobility Week (EMW) campaign has as one its main objectives the awareness rising when it comes to sustainable and active mobility. It is used by national, regional and local authorities as an opportunity to encourage cycling and walking in close cooperation with relevant stakeholders such as schools, NGOs and companies. Experiences and best practices of the EMW should be used to reinforce this action.

### 1.2.2 Objective

Unfortunately, a key role of 'soft' policies such as sustainable mobility campaigns is often simply to inform people who are using their car for the majority of trips about other modes. A combination of measures, linking 'hard' and 'soft' transport policies in a co-ordinated strategy, has the greatest chance of success.

Data needs to be systematically gathered on mobility behaviour and preferences as well as barriers and drivers of mobility patterns. Traffic generators such as schools and companies should be primarily addressed because of their high potential for influencing commuting patterns. Children are most prone to transport behaviour change and have a large influence on the transport behaviour of their parents, therefore high focus is needed on introducing mobility plans for schools.

### 1.2.3 Output

1. Analysis of the experiences of the European Mobility Week campaign in order to collect relevant best practices and other useful learnings.
2. Analysis of different types of campaigns (traditional campaigns, image or brand building, social & cultural events, education programmes, bike to work campaigns) and dedicated of active modes application to collect good practices.
3. Analysis what challenges addressed above can be addressed in upcoming Raising Awareness of alternatives to private car study of DG MOVE 2018.
4. Development of a toolkit on collecting data (focusing on increasing cycling and walking) to support elaboration of sustainable mobility plans for schools and companies.
5. Development of a guideline with a set of key indicators for systematic monitoring and evaluation of mobility plans for schools and companies.
6. Making mobility plans for schools and companies obligatory at relevant level (legal requirement over established employees) – courses & training on active mobility should be included on school level.
7. Provision of training/capacity building on mobility plans elaboration for schools, large companies (e.g. 100+ employees), institutions, based on the best practices.
8. Mainstreaming active mobility in national strategies for health, environment, education, transport/mobility and climate change.

## 1.3 Action 3: Urban Vehicle Access Regulations (Regulation / Knowledge)

### 1.3.1 Bottleneck to be addressed

Following on the Action Plan on urban mobility of 2009, the Commission published a Study on Urban Vehicle Access Restrictions (UVARs) which found that the situation in Member States varied considerably when it comes to legal basis and practices. The Commission's Urban Mobility Package (UMP) of 2013 recognised the important role that Member States play in providing the right framework conditions for local action.

For very good reasons, cities across the EU are implementing, or considering implementation of UVARs, such as congestion or Low-Emission Zones (LEZs). This is due to growing evidence and awareness of effects of air pollution on health, rising congestion (and related negative costs to the society) and the fact that real world driving emissions in a number of cases exceed the limits set down in EU legislation. It is also because cities need to take such action to comply with legal obligations set down in the EU Ambient Air Quality Directive. Growing number of schemes may create confusion for citizens and businesses, and is seen by some as a limitation to the freedom of movement. It is also difficult, and in some cases impossible, to enforce UVAR rules against vehicles from other Member States.

The European Commission currently receives many inquiries concerning the diversity among urban access regulation schemes in the EU and the lack of their harmonisation; fragmentation of approaches leads to inefficiencies. This suggests there may be a need to examine the various schemes to see if any actions could be taken at relevant level to address such concerns.

### 1.3.2 Objective

1. Ensuring transparency of UVAR schemes locally in effect and making available relevant centralised information to the public/travellers/commercial traffic: this is already being supported by the Commission , however new, more effective means could be necessary.
2. Beyond technical issues, the decision of setting up a scheme should also include all aspects of planning and implementation. This means ensuring an effective consultation with the public and other relevant stakeholders.
3. Public authorities should make accurate real time traffic information available to users through effective implementation of EU specifications for Intelligent Transport Systems as per Directive 2010/40/EU and its delegated regulations.
4. Sustainable Urban Mobility Planning (SUMP) can provide the overarching context and rationale within which a UVAR can be placed and promoted.
5. There seems to be a need for guidance at the EU level; already a support study has been performed to help cities implement UVAR schemes effectively and is available on the Commission website .
6. It should be explored whether common technical standard, based on interoperability of IT solutions, could be found EU-wide for implementing and charging for the schemes, so that there is no need for separate stickers, vignettes etc. anymore. The Directive on the interoperability of electronic road toll systems, could constitute a basis or source of inspiration for achieving such interoperability. It should be recalled, in this regard, that the Commission recently proposed to extend the scope of the Directive to electronic toll systems using automatic number plate

recognition (ANPR), a technology suitable for and used in many city-based access regulation schemes.

7. More effective enforcement is necessary, with increased visibility for pan-European service for collecting fines from UVARs and LEZs violation; this could be ensured with the EETS Directive above.

### 1.3.3 Output

1. Increase transparency of the schemes and make available relevant information to the public easier, more effective and increasingly digital, by e.g. using the existing tool ([www.urbanaccessregulations.eu](http://www.urbanaccessregulations.eu)) as a starting point (Local-National-EU levels);
2. Member States to effectively implement EU Directive on Intelligent Transport Systems in order to make accurate real time traffic information available to users and encourage cities to go beyond by making data available at national access points (Local-National levels).
3. Collect the evidence on existing schemes and assess their effectiveness and impact when it comes to attaining the stated goals such as reduction of congestion and air pollution (subject to availability of resources) (EU level).
4. Address fragmentation and patchwork of the schemes while respecting the subsidiarity principle *inter alia* by:
  - a. Member States and cities to work together on addressing the issue, working on commonalities, facilitating the exchange of data in the context of Low Emission Zones (LEZs) and the exchange of vehicle data pertaining to infringements in context of UVARs and LEZs; Commission to facilitate this via the Member States Expert Group on Urban Mobility and to explore the possibility to set-up (digital) information exchange platform involving cities, manufacturers and users. (Local-National-EU levels)
  - b. Revise the guidelines on Sustainable Urban Mobility Planning (SUMP) to better include UVARs so that they can be properly designed, placed and promoted. (EU level)
  - c. Issue guidance at the EU level exploring possible commonalities of the schemes. The thematic recommendations of the recently published Commission study on UVAR could be used as a starting point. (EU level)
  - d. Analyse the possibility of a common interoperable standard and more effective enforcement of cross-border violations of UVARs and LEZs, by exploring common grounds with the legal framework for EU tolling system and the EU-wide database of vehicles (Local – National – EU levels).

## 2 Theme 2: Innovative solutions and smart mobility

### 2.1 Action 4: New Mobility Services action (Knowledge, Regulation, Financing)

#### 2.1.1 Bottleneck to be addressed

Today's cities face many challenges in terms of congestion, lack of space, air quality, noise, liveability, social inclusion and health. This action aims to investigate how deployment of New Mobility Services (NMS) can deliver solutions to citizens and support transport authorities in dealing with these challenges.

The future transport system will be a combination of transport services aggregating travel data and communicating with the infrastructure around it. The new mobility services theme reflects a dynamic change in the sector. It is also a broad concept covering many new types of transport services based on new forms of vehicle sharing (e.g. car sharing/clubs, ride-hailing/car-pooling and bike sharing) as well as new ways of providing access to such new transport services and conventional transport services (buses, trams, etc) through integrated platforms, such as the MaaS/Mobility as a Service approach.

Besides the service innovation, a key issue for cities is the impact that these services are having on the overall urban transport system and the urban area. Also, the growing role of the private sector in instigating and operating mobility services represents a paradigm shift for city and regional authorities and is leading to questions such as to what extent should authorities support and/or regulate these services? And, how will the role of the transport authority evolve?

There is a lot of knowledge that needs to be implemented and valorised in 'learning by doing' concepts and real life test environments. Moving from pilots to practice and encouraging deployment of NMS should be done with delivering social, economic and environmental benefits in mind. Small- and medium sized cities (50.000 - 400.000 inhabitants) can benefit from using NMS largely because of their dependency on car mobility and often reduced access to public transport services. However, NMS should not be seen as a reason to decrease funding in infrastructure as public transport modes should remain the backbone of cities and regions.

Digitalisation in urban mobility is not new for cities. This is happening already through provision of real-time travel information, integrated ticketing and payment options and improved multimodal journey planning and shared based services, sometimes through a single card, implemented with various degrees of success.

Discussion of NMS (including MaaS), driven partly by business and technology priorities, is beginning to have an impact on policy thinking, including at EU level. For aligning the development of NMS with the sustainability goals and local mobility agendas it is important that city and regional authorities, who play a key role in regulating and/or providing transport services shape this debate. The key factor for sustainable urban mobility is effective integration of planning and services. The Urban Agenda's Partnership for Urban Mobility would like to ensure that this integration is

developed collaboratively with local and transport authorities and supports city and regional transport priorities and policies.

To summarise, the specific challenges that the PUM wishes to address under this action are:

1. Support cities and regional authorities to develop new approaches for working new mobility services
2. Support pilots, research and innovation actions in small and medium sized cities for NMS as well as potential for rural and poly centric areas
3. Find adequate legislation frameworks for integration of new transport operators
4. Support research on New Mobility Service impacts and their potential for decarbonisation, cleaner air, urban and rural transport, social inclusion, use of road space behaviour and changing commuting/travel/freight&logistics patterns in relation to a digitalisation of production.

### 2.1.2 Objective

#### **Setting up actions on New Mobility Services & Urban Mobility in cooperation with existing networks:**

It is important that the EU builds on the ongoing work for a comprehensive, strategic and ambitious analysis on the new multimodal mobility services looking into its potential for developing sustainable urban mobility. It is also important to monitor and evaluate the effects of the new services by benchmarking different kinds of already existing new mobility services in order to prevent a rise of undesirable effects, e.g. those conflicting the general societal objectives or priorities.

The PUM recommends to use the existing New Mobility Services initiative of the European Innovation Partnership in Smart Cities and Communities to work with the PUM community to create an active partnership dedicated to new mobility services to elaborate the action. This partnership should include the European Commission, regions, cities, transport authorities, several providers of new mobility services and MaaS platforms, experts on open data, startups / scaleups and academics with knowledge of this issue. There should also be links to existing knowledge-platforms that have explored this topic.

To this end, the PUM should start a formal cooperation with the New Mobility Services Initiative as part of the European Innovation Partnership on Smart Cities and Communities which is currently taking shape. The PUM could use this partnership to implement and provide answers to some of the sub-topics outlined below. Alternatively, the PUM can lead a working group within the initiative to elaborate challenges and pilot solutions. In this way, the PUM will create a legacy beyond December 2019. Overall, the PUM recommends to continue the NMS initiative activities in the EIP-SCC or any future activity on smart cities market creation.

### 2.1.3 Output

The actions should focus on the following five sub-topics:

1. Impact assessment of new mobility services for urban travel behaviour – a study on this topic will be undertaken (ERANet Cofund on Urban Accessibility and Connectivity, starting mid-2019).
2. Investigate regulatory and financial frameworks needed for effective integration of new mobility services in the transport offer of cities and regions.

3. Develop the testing and piloting concepts in co-creation with all partners (led by New Mobility Services initiative of the European Innovation Partnership in Smart cities and communities)
4. Encourage the availability of open data and exploring the role of the government.
5. Take stock of existing work done on new mobility services from CIVITAS and MaaS for EU and in existing European platforms.

## 2.2 Action 5: A European framework for fostering urban mobility innovation (Funding and knowledge)

### 2.2.1 Bottleneck to be addressed

Although the existing framework as described above provides several possibilities for funding innovative mobility solutions and for knowledge-sharing, there seems to be room for improvement to match them even better to the needs of the cities and functional urban regions.

The following bottlenecks can be identified:

1. **Lack of knowledge at local governments about existing funds and their objectives**

For employees working for cities, especially the cities that are not involved in European projects regularly, it's not always clear what the existing framework is and which fund is suitable for their specific project. The difficulty arises inter alia from the number and complexity of the existing instruments.

2. **Most funds focus on bigger projects, many local authorities want to pilot smaller projects first**

Most of the funds focus on bigger projects, worth multiple millions of Euro's. For example: the indicative EU contribution per project in the Urban Innovative Action is € 5 million. This is challenging for many cities and regions, because:

- a. Most innovative projects need less funding than multiple millions, but cannot be implemented without external funding.
- b. Cities frequently lack funding to co-finance large projects.
- c. Some of the smaller cities lack the capacity and the knowledge to manage such an extensive project.
- d. There is the need for subsidy in phases: first start off with a relatively small pilot and if that is successful: more money for a scaleup.

Occasionally, the ERDF allows smaller projects, but isn't always open for (innovative) mobility projects. This is a matter of regional priorities of the ERDF-funds.

3. **Heavy administrative burden and low success rate**

Cities perceive a heavy administrative burden to apply for a subsidy and the success rate is often quite low. That is discouraging for some cities. An extra administrative burden is for voluntary co-operating municipalities in poly-centric regions, not being a formal regional authority. Most funds require a consortium with several international partners. That is difficult and time-demanding to arrange. UIA doesn't ask for those partnerships, but out of the 93 applications, only five projects were granted funding. Therefore, a lot of cities won't apply at all. Although the failed UIA actions are in principle still eligible for "regular" ERDF support, we notice that not all ERDF-funds are able or willing to fund these kind of projects. In the exploration phase of this action, we want to get more clear what the perceived bottlenecks are.

#### **4. Innovation demands new business- and governance-models and cooperation between many actors. The current framework doesn't always match this new approach**

We see that mobility-solutions are more and more a responsibility of several private and public partners, rather than just the local government. It is a shared task and a shared interest and risk for all interested parties involved:

- a. the cities and regions (interest: getting better results for less resources);
- b. the businesses (interest: development of new, successful business)
- c. the state / federal government (interest: supporting activities connected to achieving national or international goals, and promoting businesses with new innovative ideas of global potential);
- d. the bigger employers (interest: making sure their employees, students, customers can access their company).

This means that the framework must be flexible enough to deal not only with technical innovations, but also take new business and governance models and partnerships into account. That could lead to local authorities investing in providers of new mobility services that can help them solving their specific problems.

#### **5. It is difficult to scale up a successful pilot and the dissemination of knowledge about successful and failed pilots can be improved**

Pilots can provide us with a lot of useful information and insights, whether the pilot was successful or not, but we don't always learn from the lessons learned. When a pilot is successful, you might want to scale it up in the same city or apply in other cities with other characteristics to see if the innovation also works there. That could help improving the innovation. Documenting the knowledge at an accessible location could help other cities to identify what measures are most promising for their specific conditions. When a pilot is not successful, it could be even more valuable to learn from, although it is difficult to admit failures. The problem with upscaling is that the initial pilot is innovative, but the upscaling is not eligible for funding anymore because it is not a completely innovative project anymore. A staggered subsidy could be a solution. Or maybe a funding-percentage that is depending on the degree of risks and innovative character of the project. We want to sharpen this problem in the exploration-phase of this action.

#### **2.2.2 Objective**

1. Create an overview of the prevailing funds and their objectives and create a flow chart to help cities and regions to pick the right fund for their project.
2. Write recommendations to optimise existing funding-schemes to make it easier for cities and regions to apply for and get funding for smaller innovative projects, e.g. for UIA.
3. Write recommendations to make the upscaling of successful pilots in the same city and in other cities easier in order to elaborate those innovations, e.g. by a staggered form of funding, or a subsidy to consolidate initiatives in a slightly altered manner, so there are still lessons learned. This could give EC-fundings more of a red thread.
4. Create a more innovative approach on funding aspects, considering the fact that mobility-solutions are the responsibility of a consortium of partners (such as Public Private Partnerships) and new business models are created.
5. Write recommendations to improve the dissemination of knowledge about successful and unsuccessful pilots.

6. Support private sector driven innovation and establish mechanisms to harvest the successes.

### 2.2.3 Output

#### 1. Phase 1: exploration

The first phase is the further exploration of the bottlenecks that authorities and innovative businesses experience. The main bottlenecks are described in this action-fiche, but we need a more detailed insight in the general bottlenecks and specific bottlenecks per funding-scheme, and collect ideas for improvements. We want to do this in three ways:

- a. A questionnaire that will be distributed among the PUM-partners with the request to fill it in and to distribute within to their own networks. Because multiple actions have proposed a questionnaire, it could be wise to combine some of them in order to reduce the amount of questionnaires. We could add some questions to the questionnaire of action 4.1.
- b. In-depth Interviews with a maximum of ten specialists of European subsidies from regions and cities and the Commission.
- c. This might be supplemented by desk analysis.

Although the response rate of questionnaires is usually low, we still want to use one to explore the bottlenecks and possible solutions with European stakeholders. The in-depth interviews will provide us with a more specific insight in the bottlenecks and possible solutions.

#### 2. Phase 2: elaborate draft-recommendations

We want to create a taskforce to elaborate the recommendations. This taskforce will consist of members of the PUM. If needed, they will consult external parties like mobility-innovators.

#### 3. Phase 3: consultation

We will consult a broader group of experts and other stakeholders, so they can react to the draft-recommendations.

#### 4. Phase 4: finalize the recommendations

The recommendations will be finalized with the input from phase 3, and this will be the starting point for the implementation of the recommendations.

## 3 Theme 3: Public transport (and accessibility)

### 3.1 Action 6: Best practices in convenient access to public transport (knowledge)

#### 3.1.1 Bottleneck to be addressed

In most cases, cities and regions are still designed for car transport. This has created a situation that is not sustainable: severe congestion, urban sprawl, poor air quality, noise and high levels of carbon dioxide emissions. Access to quality public transport systems is a good way to reduce these negative externalities. The European Commission encourages improved access to public transport as it aims at bringing mobility right to where, when and how it is needed in the cities and the regions and offers an alternative to private transport.

The absence of access to public transport systems can cause problems and inconveniences for users and authorities, such as a lack of services, information and travel times. According to Eurostat, 20.4% of people in the EU report 'high' or 'very high' levels of difficulty of access to good public transport. This means that one in five of EU citizens have a high lack of access to basic urban services, like jobs, schools and so on. On the flip side, a high level of accessibility to public transport is an important pillar for solving the challenges individuals and cities face, including delivery of the EU Urban Agenda and wider international agreements, including the Sustainable Development Goals (SDGs).<sup>1</sup>

#### 3.1.2 Objective

Improving the accessibility to public transport, as measured by the supply and ease to accessing public transport, is particularly important for gauging progress towards the EU Urban Agenda and SDGs. The Goals include a target to enhance access to urban and regional (multi-modal) public transport systems<sup>2</sup> but in many cases, cities and Member States often lack the necessary data and information on how accessible their public transport systems are. Without this information, the impact of investment decisions and policies cannot be tracked. This is particularly true for EU Cohesion Policy which is a substantial source of investments in clean urban transport. A key action under the Urban Agenda should be to better understand how accessible public transport systems are in cities and regions as well as nationally and across Europe. This is important for the latter as both the EU and Member States have committed to report progress against the SDG target on public transport which the EU Urban Agenda aims to support.

A new method of analysing access to public transport has been developed by the European Commission, taking into account the extent of the urban centre, the distribution of population and the exact location of public transport stops and the frequency of departures<sup>3</sup>. It is an important step forward because it allows cities and regions to measure in a comparable way which can help

<sup>1</sup> <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

<sup>2</sup> Public transport is defined as a shared passenger transport service that is available to the general public. It includes buses, trolleys, trams, trains, subways, and ferries that are shared by strangers without prior arrangement. See: <https://unstats.un.org/sdgs/metadata>

<sup>3</sup> [http://ec.europa.eu/regional\\_policy/sources/docgener/work/2015\\_01\\_publ\\_transp.pdf](http://ec.europa.eu/regional_policy/sources/docgener/work/2015_01_publ_transp.pdf)

identify the impact of different best practice strategies to improve public transport which in turn can improve the decision making at all levels. It can also help to identify the impacts of higher public transport frequencies, extension of lines, new lines and networks etc. Therefore, by complementing the European Commission's methodology with public transport supply data, it can provide city and national governments with an enhanced understanding of their public transport access and offer. Furthermore, by scaling up the use of the methodology across European cities, the impact of EU investment decisions linked to Cohesion Policy can also be better tracked alongside enhanced SDG reporting.

### 3.1.3 Output

1. Raise awareness of the SDGs, EU Urban Agenda and the important links to enhancing access to public transport. This will help to promote the need/benefits and how to measure access to public transport using the Commission's methodology. This can be done through events and guidance to be distributed through relevant networks (e.g. EUROCITIES, CEMR, UITP etc).
2. Increase the number of cities analysing access to public transport.
3. Develop a tool to facilitate the monitoring of multi-modal public transport service provision in cities to further complement the European Commission's methodology.
4. Develop recommendations on how local and regional level data can be aggregated up to the national level for SDG reporting.

## 3.2 Action 3.2: Scaling up innovative clean buses (Funding/ Knowledge/ Regulation)

### 3.2.1 Bottleneck to be addressed

It is widely recognised that serious effort is needed in the EU to break the current dependence of the transport sector on oil. The present dependence undermines our efforts to mitigate the effects of climate change and global warming, it raises serious concerns about our energy supply security, and it undermines our efforts to protect human health and the environment.

In July 2016, the Commission presented a low-emission mobility strategy, in order to drive a transition towards low-carbon, circular economy in the transport sector.<sup>4</sup> The introduction of clean vehicle and the infrastructure to recharge/refuel them is a key element of this strategy:

"The potential to introduce low or zero emission technologies differs among categories of such vehicles. For some categories – such as city buses – early adoption of zero emission technologies seems in reach [...]. Public procurement is a powerful instrument to create markets for innovative products and it should be used to support take up of such vehicles. Since a significant part of public procurement is undertaken by municipal and local authorities, there is particular potential for public transport vehicles, such as buses, using low-emission alternative energies."

The present action seeks to support the market introduction of clean buses. Clean (alternatively fuelled) buses in urban areas can offer considerable advantages. Reductions in emissions of greenhouse gases, air pollutants and noise bring about considerable public health

<sup>4</sup> [https://ec.europa.eu/transport/sites/transport/files/themes/strategies/news/doc/2016-07-20-decarbonisation/com%282016%29501\\_en.pdf](https://ec.europa.eu/transport/sites/transport/files/themes/strategies/news/doc/2016-07-20-decarbonisation/com%282016%29501_en.pdf)

benefits. Moreover, moving on quietly and smoothly means greater passenger comfort and new opportunities for routes, making public transport more attractive.

However, the potential of these innovative technologies is far from being fully utilised in the EU, owing also to still wide-spread concerns over technical maturity and high costs, particularly of battery-electric and fuel-cell electric buses.

Many important implementation issues remain to be resolved, including legal, organisational, technical and financial. Any decision to invest large-scale into alternatively fuelled bus technology needs to be based on a sound, well-understood business model that leaves all involved partners with sufficient confidence into its financing model and its funding strategy seen from a total cost of ownership perspective.

Moreover, there needs to be trust into the ability of the market to deliver products at larger scale and fitting specific local requirements. In addition, public and private stakeholders raised the issue of better coherence of different policy and financial levers.<sup>5</sup>

### 3.2.2 Objective

The current share of alternatively fuelled buses in the European bus fleet is roughly 10 -12 percent. The action should focus on increasing this share by creating relevant enabling conditions and promoting the application of innovative clean buses at all levels of governance.

### 3.2.3 Output

#### **EU level:**

1. Support through EU regional policy and relevant EU funding sources
2. Clean Buses Deployment Initiative:

The Clean Bus Deployment Initiative was launched on the 13th of July 2017 during the plenary session of the Committee of the Regions; It consists of the following:

- Clean Buses Declaration
- Expert Group under the Sustainable Transport Forum
- Hub/deployment platform (will rely on inputs from the Expert Group)
- The website of the European Alternative Fuels Observatory (EAFO) will be used as a dissemination tool ([www.eafo.eu](http://www.eafo.eu))

#### **National level: create ambitious enabling conditions:**

Member States to set-up and implement relevant financing and taxation schemes, such as national financial support programmes and tax incentives for alternatively-fuelled buses.

#### **Local/regional level: create awareness of relevant tools**

Local and/or regional authorities being aware and use total cost of ownership models in contracting public transport.

---

<sup>5</sup> See [https://ec.europa.eu/transport/themes/urban/cleanbus\\_en](https://ec.europa.eu/transport/themes/urban/cleanbus_en)

## 4 Governance and planning

### 4.1 Action 41: Reinforce multi-level cooperation and governance (Better Knowledge/Funding/Regulation)

#### 4.1.1 Bottleneck to be addressed

Developing and implementing comprehensive and integrated urban mobility policies for towns and cities, as well as the functional urban area, requires close cooperation between different levels of government (in particular municipal) and across administrative boundaries. Furthermore, the key players for different policy areas, sectors, and modes of transport need to be brought together. This includes public authorities with explicit responsibilities in the field of mobility and transport, but also other relevant actors such as urban planners, schools and universities, major employers, representatives of civil society.

Last but not least a good cooperation with national and EU-level institutions is needed to ensure that local and regional mobility policies, on the one hand, and the development of national and EU transport networks, on the other hand fit together. Good cooperation with national and EU institutions is also needed to ensure that the regulatory and financial framework created at these levels responds to local and functional urban needs and circumstances. This is also particularly relevant in the case of cross-border cooperation for mobility projects.

There is broad agreement today that tackling urban mobility requires multi-level governance and partnership approaches which ensure a high degree of horizontal and vertical integration.

But how to implement such integrated, multi-partner approaches in practice, in a way that respects the respective competences and responsibilities of all involved actors and delivers good results in a timely and efficient manner?

So, what working structures, formal or informal, have been or could be put in place to facilitate the planning and funding processes for local and regional authorities?

#### 4.1.2 Objective

The present action seeks to collect and share examples of practical experiences with multi-level governance and partnership approaches that have been implemented on the ground, in urban and functional urban areas (including poly centric, urban / rural areas) across Europe.

Formal and informal multilevel cooperation mechanisms, including planning and financing schemes, e.g. for the development and implementation of Sustainable Urban Mobility Plans and the further implementation of transport infrastructure, including on the Trans-European Transport Networks (TEN-T) will be collected in order to identify solutions to better collaborate between different levels of governments and transport authorities in terms of funding and legal frameworks.

In doing so, it will be important to point out the added value of multi-level governance for cities / municipalities and to provide practical recommendations. Challenges and barriers of multi-level

governance should also be included. We also recommend to ensure links and synergies are made with other EU urban agenda partnerships.

The PUM high-level political meeting in Karlsruhe on 6 March 2018 should help to raise awareness on this action and already provide some feedback.

#### 4.1.3 Output

1. Literature review and desktop research on existing materials available on multi-level governance in urban mobility policies (studies, EU projects, SUMP awards, URBACT, etc... )
2. An external expert to develop a questionnaire with the partners of WG4
3. Widely circulate the questionnaire to the partnership members and their relevant networks (Member States, urban areas, EUROCITIES, UITP, ECF, Polis, CEMR, EC Directorates-General, etc.). The questionnaire should be addressed to all levels of governance and cooperation (EU, Member States, regions, cities, and also the cross-border level). Possibly organise bilateral meetings, interviews and focus group meetings.
4. Compile and analyse all the contributions
5. Formulate recommendations on national and local authorities' involvement
6. Develop a joint publication
7. Dissemination of the publication to national, local and regional authorities

Many actors, including the European Commission, have actively promoted the concept of multi-level governance for several years. Cooperation across different levels of government should be fostered. However concrete examples of mechanisms need to be found out and shared between functional urban areas and Member States to develop the right conditions for such cooperation. Such analysis does not exist yet.

## 4.2 Action 4.2: Reinforce and monitor SUMPs (Knowledge)

### 4.2.1 Bottleneck to be addressed

As highlighted in the European Commission's Communication "Together towards competitive and resource-efficient urban mobility" [COM(2013) 913 final]; new approaches to urban mobility planning are emerging as local authorities seek to break out of past silo approaches and develop strategies that can stimulate a shift towards cleaner and more sustainable transport modes, such as walking, cycling, public transport, and new patterns for car use and ownership.

The Commission has actively promoted the concept of sustainable urban mobility planning for several years, e.g. through the EU Platform on Sustainable Urban Mobility Plans. The concept has gained considerable momentum in recent years, and an increasing number of towns and cities from the EU and beyond have used this to make good progress in developing and implementing such plans, often (within the EU) benefiting from significant support from e.g. the European Structural and Investment Funds. In other urban areas, however, the efforts for more sustainable urban mobility could be reinforced.

In many urban areas, urban transport planning is still primarily focused on infrastructure projects, rather than fostering new urban mobility paradigms and patterns. It is important to link successfully political vision, strategic planning, and the needs and expectations of citizens and businesses.

A clearer picture is needed regarding the state-of-play of the SUMP implementation across the EU; about where the main bottlenecks lie for the broader implementation of sustainable urban mobility policies; and about what is and should be done at EU and national level in support of municipalities. Currently there are many approaches to SUMPs at national level, and municipalities indicate that the lack of national/regional support (including financing) and adequate regulatory framework are among the main barriers to develop SUMPs.

EU targets and policies, and national frameworks have an impact on the way and capacity of local authorities to develop adequate mobility policies in their municipalities. Thus the EU and national governments need to create an enabling environment to support action by local authorities.<sup>6</sup>

#### 4.2.2 Objective

Reinforce, update and disseminate information on the SUMP framework – at both EU level and in the Member States – in order to encourage more urban areas to adopt and implement SUMPs, in particular:

1. Present an analysis of the national frameworks (policy, regulatory, knowledge, financing) that exist in the 28 MS (to update/replace the country profiles available via the SUMP platform).
2. Based on above, strengthen the national framework to facilitate and support implementation of SUMPs.
3. Create an overview of the state-of-play for implementing urban transport plans (to feed into a single city database of the SUMP platform or ELTIS – the urban mobility observatory). Analyse both the good practice and the shortcomings for SUMP implementation.
4. Update the guidelines and tools available from the Platform on Sustainable Urban Mobility Plans in line with recent developments in transport and mobility (digitalisation and automation, shared mobility and new mobility services, alternative fuels (including a link to planning of energy infrastructure), urban vehicle access regulation schemes/low emission zones, urban logistics, regional SUMPs etc.). The planning concept has to accommodate the need to shift the focus from the needs of the transport sector to the needs to people (quality of life; health, etc.).
5. Provide targeted EU financial support for the development, revision, and implementation of comprehensive sustainable urban transport plans.

#### 4.2.3 Output

1. Present an analysis of the national frameworks that exist in the 28 MS in order to create a complete overview of the state-of-play for implementing urban transport plans and complete country profiles available via the SUMP platform, on ELTIS – the urban mobility observatory.
2. Provide appropriate framework conditions in the Member States at national level (so that planning authorities have suitable technical, legal, financial and other tools at their disposal) in order to accelerate the take-up of SUMPs for the urban areas (including small and medium-sized; poly-centric, etc.) in every EU Member State.

<sup>6</sup> See [https://ec.europa.eu/transport/themes/urban/cleanbus\\_en](https://ec.europa.eu/transport/themes/urban/cleanbus_en)

3. Populate a single SUMP city database on ELTIS – the urban mobility observatory
4. Produce a set of examples of good practice with regard to SUMP, from across the EU, covering towns and cities of different sizes.
5. Publish updated SUMP guidelines (and other related documents, if needed).
6. Strengthen the SUMP Platform, including its Coordination Group, and ensure its future continuity in order to provide quality support to all SUMP-related actions and projects. Assess the tools made available by the Platform and improve where found necessary, e.g. in order to accommodate better accelerated innovation cycles and data-based planning.