

Executive Summary

In 2009 the EC published an Action Plan on Urban Mobility (APUM) with 20 concrete EU-level actions to be implemented by 2012. The EC announced that it would conduct a review on the implementation of the Action Plan following its implementation. The EC has asked a consortium led by Panteia to review the implementation of the Action Plan and to identify what has been achieved.

The starting point for the present review is the Action Plan itself. It is the benchmark for the review which has been conducted in three consecutive steps. In the first step of the review we have analysed how the actions have been implemented, with the EC paper *'The action plan on urban mobility – state-of-play'*¹ as the main source. Additional data was gathered through desk research. The second step of the review analysed how stakeholders received the APUM as such. The stakeholder's responses to the APUM were retrieved from desk research (internet) and a stakeholders' survey. In the survey, stakeholders were invited to upload their reactions to the APUM – if any – since its initial implementation in 2009. The third step of the review focused on the stakeholder's perspectives and views on the implementation of the APUM actions by the EC. This was conducted by a web-based questionnaire. The survey was accessible on the Internet between the 18th of June 2012 and the 7th of September 2012. This questionnaire is attached in Annex 1.

Main findings

The review indicates that all actions have been brought forward and that many initiatives (i.e. studies, projects and conferences) have been deployed over the past years. Progress has been made and many objectives have been achieved and have been acknowledged by several stakeholders. However, the following remarks should be followed up:

- The review shows that there are cases where the Action Plan presented “a declaration of intent”, rather than a specific action.
- The review shows that there are possibilities and necessities to build upon the actions. I.e. the EC should continue to develop its urban transport policy.
- The review shows that the EC should become more transparent (at national and local level) in raising awareness with regards to sustainable urban mobility and further explain its role in this.
- The review shows that the respondents who specified how they received their information on the (implementation of the) actions, received the information from the EC, through discussion with other stakeholders regarding the action plan or through direct personal involvement. I.e. the majority of the respondents have a direct relation with the EC or European Associations and/or are European associations themselves.
- The EC has done useful work, however, has had difficulty in obtaining widespread take-up of this work. An important reason seems to be that the necessary “multiplication and dissemination” at MS-level did not take place. More efforts at national level are needed for change to occur. From the campaigns on sustainable urban mobility behaviour, we draw the conclusion that the EC should provide a framework for a EU-wide campaign, complemented by national structures that support local authorities (combination of top-down and bottom-up).

Findings per theme of the Action Plan

The following boxes give the main findings per theme of the Action Plan. The six themes cluster the 20 Actions of the APUM.

¹ http://ec.europa.eu/transport/themes/urban/urban_mobility/action_plan_en.htm

Main findings theme 1 Promoting integrated policies

- The EC supported local authorities in developing sustainable urban mobility plans by providing guidance material, promoting best practice exchange and supporting educational activities for urban mobility professionals. However, the incorporation of transport and mobility issues in the Sustainable Energy Action Plans is only found in some cases and freight transport in sustainable urban mobility plans, has not been fully addressed yet.
- Funding opportunities and State Aid have been listed and may be found on the ELTIS website.
- Information on the link between sustainable urban mobility measures and regional policy objectives might be more comprehensive.
- The wider framework for sustainable urban development, as well as the link between urban transport and the Trans-European network, has been addressed.
- An important element in addressing the wider framework for sustainable urban development is the link between funding and SUMP's.
- The EC created synergy between public health and transport policies through STEER projects and through the Mobility Week. However, it is not apparent that an in-depth exploration of further synergies between public health and transport policy has taken place.
- The EC has taken useful actions, however, to obtain a wide spread take-up, "multiplication and dissemination" at Member State level is necessary.

Main findings theme 2 – Focusing on Citizens

- The Commission implemented several actions with the focus on citizens:
 - By creating a platform meeting with stakeholders the Commission moderated a dialogue with stakeholders, including organisations representing operators, authorities, employees and user groups.
 - The Commission included the urban mobility dimension in the EU Disability Strategy 2010-2020, as well as in its accompanying working document.
 - The Commission funded projects, aimed at developing quality indicators and reporting mechanisms. The specific issue of quality indicators is addressed in action 16.
 - The Commission launched the Smart Mobility Challenge with its website www.eujourneyplanner.eu and raised general public awareness of travel information and multi-modal planners.
 - The Commission launched and published a study on the different access rules for the different types of green zones across the EU and improved the knowledge on how the different systems work in practice.
 - The Commission facilitated the exchange of good practices by the publication of the study and the website on Europe-wide low emission zones. However, the Commission should also provide stronger support for the exchange of experience and best practices. At the same time it is hard to identify best practices in access to green zones, due to:
 - the availability of data on the impacts of scheme implementation is extremely limited. There is a need for the assessment of ARS, including evaluation frameworks, key indicators, monetary valuation parameters, minimum data requirements and methodological guidance.
 - some respondents indicated that insufficient evidence for the effectiveness of green zones and similar schemes seems to be available at present. They suggest that the Commission could help gather and complement the results of studies aimed at exploring the effectiveness and impacts of such schemes.
 - The Commission continued to support the organisations at all levels, including the European Mobility week.
 - A special award to encourage the adoption of sustainable urban mobility plans has been implemented.
 - Through the adoption in November 2012, of the Commission Directive 2012/36/EU, the ability of the applicant to drive economically and in a safe and energy-efficient way will be assessed by the examiner during the driver test as per 1-1-2014. Due to this Directive the measure is also compulsory with regards to private drivers.
 - The Commission funded several projects (ECODRIVEN, ECOWILL, ECOeffect, ecoDRIVER, UDRIVE)
- There is a conflict of opinions between user organisations and public transport operators and authorities in the creation of a Permanent Platform on passenger rights with related urban transport issues. The aim to put – building on sectoral initiatives and complementing the Commission’s regulatory approach - a set of voluntary commitments in place, has not been reached.
- There is a clear link between health, safety, accessibility, attractiveness and urban mobility (policies), including links between policy programmes such as FP7 and WHO Age Friendly Cities programmes and programmes with initiatives from organisations as FIA (<http://www.fiadisabledtravellers.com>).
- There is no particular focus on travel information on the main nodes within the TEN-T network and their local and regional connections. Integration of travel information at urban level should be given a higher priority.
- The registration for the Sustainable Urban Mobility Campaign (do the right mix) is open to everyone and it is recognised as a key step in further involving the civil society in addressing the sustainable urban mobility challenges and engaging in the exchange of best practices. It is a key step towards involving “multipliers and disseminators” at all levels, to obtain a widespread take-up.
- The Commission should provide a framework for an EU-wide campaign, complemented by national structures that support local activities (combination of top-down and bottom-up).

Main findings theme 3 – Greening Urban Transport

- The Commission implemented several actions with the focus on the greening of urban transport:
 - The Commission continued its support for research and demonstration projects and funded new projects related to electric vehicles, including an 'electromobility' demonstration project.
 - The Commission continued to develop an internet-based guide on clean and energy-efficient vehicles (the Clean Vehicle Portal). This portal facilitates EU-wide information on lifetime costs of energy consumption and emissions of pollutants of actual vehicles on the market, as well as on existing procurement rules and incentive schemes for clean vehicles and market shares. It also gives access to a lifetime cost calculator.
 - The Commission launched a methodological study on the urban aspects of the internalization.
 - The Commission facilitated information exchange amongst experts and policy makers on urban pricing schemes in the EU by establishing a Joint Expert Group on Transport and Environment and by funding and publishing project and study reports.
- The actions can be grouped into two broad categories: encouraging the implementation and the market introduction of lower emission vehicles and alternative fuels through research and information and managing transport demand and behavioural changes through the use of economic instruments. Both categories are aimed at reducing traffic congestion in urban areas and traffic's impacts on the environment and on citizens' health.
- The general objective of the Commission's initiative to propose a strategy to internalise external costs generated by transport and according to the principle of 'polluter and user pays', is strongly welcomed by stakeholders.
- When pricing schemes are correctly implemented, they can be successful in reducing external effects of urban mobility.
- When sufficiently adapted to the local circumstances, pricing schemes can prove to be self-financing and generate net revenues for the city.
- The Commission can raise awareness and obtain widespread take-up by activating dissemination at Member States level.
- City networks would welcome a more structured dialogue at EU level with other stakeholders (including road operators and road transport service providers) to complement existing local and national processes.
- The key prerequisite for the introduction of a city charge is providing sufficient public support.

Main findings theme 4 – Strengthening funding

- The Commission implemented several actions with the focus on the strengthening of funding:
 - The Commission has, in addition to its ongoing activities, considered new targeted RTD and demonstration activities relevant for urban mobility. There is now a dedicated priority area on 'Ensuring Sustainable Urban Mobility' within FP7.
 - The Commission continued to financially support the successful CIVITAS Initiative beyond the third generation of projects that started in 2008.
 - The Commission maintained its support for STEER.
 - The Commission examined the future funding needs that urban mobility improvements involve.
- The study on financing needs by BOOZ&Co (2012) proposed the creation of an additional (new) financial instrument with a strategic view of how best to address the capabilities, capacities and innovation requirements of local agencies to deliver significant gains in urban mobility outcomes. It could enable the EU to provide a central role in realising the greatest potential gains in urban transport sustainability across economic, financial, social and environmental outcomes in the long run and provide a foundation for raising capabilities across cities in Europe.
- The positive impact of CIVITAS is considered to not only be the support for technical experiments, but also of the same importance towards understanding the processes through which sustainable urban mobility can be achieved (drivers and barriers). Although, the support for CIVITAS is strong, the share of the new call for CIVITAS Plus II (€18 million) is relatively low compared to the ongoing CIVITAS Plus phase (€80 million).
- Even now there is a dedicated section on funding on the ELTIS website and several stakeholders mention that it is very difficult for them to obtain a good overview of the variety of funds, programmes and calls through which the EU intends to improve urban mobility and urban environments.

Main findings theme 5 – Sharing experience and knowledge

- The Commission implemented several actions with focus on sharing experience and knowledge:
 - The Commission launched a study on data and statistics with regards to urban mobility, which addressed the lack of data and statistics in this field. The draft study report (the study has not been finalised yet) shows that there are many problems and gaps in urban transport statistics. Take up of this action is needed.
 - The Commission set up an urban mobility observatory which already contains a great amount of relevant data and communication tools. However, the potential use is higher than the present use.
 - The Commission facilitated dialogue, city-twinning, and information exchange on urban mobility with neighbouring regions and global partners, using existing platforms and financial mechanisms.
- The CIVITAS Initiative seems to be an appropriate instrument for international dialogue, given the multiple activities for information exchange with surrounding European regions and other continents in the world.

Main findings theme 6 – Optimising Urban Mobility

- The Commission implemented several actions with focus on optimising urban mobility:
 - The Commission helped in providing information on how to optimise urban logistics efficiency by funding projects and launching and publishing a study.
 - The Commission organised a conference on urban freight transport.
 - At the conference the implementation of urban initiatives was assessed.
 - The Commission offered assistance on ITS applications by launching an ITS expert group and by launching, as part of the 2013 FP7 Transport Call for Proposals, an important topic on 'Managing an integrated multimodal urban transport network', which will support the work of the Urban ITS expert group.
 - The Commission launched a study on improving the interoperability of ticketing and payment systems across services and transport modes (Study on Public Transport Smartcards).
- The integration of passenger and freight transport and the importance of both elements in sustainable transport planning are to be taken into further account by the Commission.
- The creation of the Urban ITS Expert Group has been recognised as a useful step, even if different stakeholders have different points of view.
- The study on Public Transport Smartcards states:
 - The Commission should lead the further integration of smart card systems across Europe, as market parties cannot fully solve the issues of interoperability by themselves.
 - The Commission should make efforts to develop not only technical standards, but also implementation and operation examples through a 'model scheme'.
 - A vision and action plan is considered necessary to enable further development with continuing engagement of the Commission with those designing, implementing and operating the schemes.
- The study on urban freight transport and logistics concluded and recommended a.o.:
 - Urban freight transport plans should be part of sustainable urban transport plans (a high quality plan should be a prerequisite for the receipt of funding).
 - Disseminate guidelines by means of a single and already established website that showcases best practices.
 - Promote development of sustainable UFT (annual award scheme, priority within Marco Polo).
- A key point is improving the collection and availability of comparable, relevant, and timely data for each mode of transport and mobility service.

Recommendations

Based on our review findings, the consortium has defined a set of recommendations for future EU actions. These recommendations are clustered under the following themes: funding sources, guidelines, alternative fuels and dissemination.

Funding sources

- The EC should encourage the use of innovative financial instruments, such as project bonds (as in the project bond initiative, the loan guarantee instrument and connecting Europe facility) and should encourage new business models, allowing for more Public Private Partnerships that point out the benefits for the private sector;
- The focus of future EU Regional Policy will be enhanced towards urban issues (since October 2012 DG REGIO changed its name to the Directorate General for Regional and Urban Policy). In the 2014-2020 programming period the support of Regional Policy should be focused on sustainable forms of transport, based on the lines set in the White Paper on Transport. Therefore, the development of integrated urban mobility plans should be a priority. Key actions identified under the investment priority of supporting a multimodal Single European Transport Area in the draft Regulation for the 2014-2020 programming period, governing the European Structural and Investment Funds, include deployment of intelligent transport systems, adequate pricing for the use of infrastructure and an urban mobility concept.
- European funding and co-financing of urban transport projects should be conditional upon the existence of SUMP and underlying action plans, in order to not fund the projects, but the outcomes thereof (possible impacts).

Guidelines

The development of SUMP may be seen as a framework for integrated sustainable transport. However, there is no official EU document as of yet, with a SUMP definition. The review shows that topics (for example mobility possibilities and needs for persons to allow them to reach educational, work and social activities) are linking several actions of the APUM (in the given example: SUMP (Action 1), health (Action 3), passenger rights (Action 4), accessibility (Action 5) and financial Actions (2, 14, 15)). An integrated vision will link Sustainable Urban Mobility Plans with Sustainable Energy plans and Sustainable Logistics plans, as well as with actions resulting from the Smart Cities Initiatives that foster integrated approaches for energy, ICT and mobility. To let SUMP function as an integrated framework and as a basis for funding and impact, it is recommended that the EU take the lead and action in defining a SUMP.

Alternative fuels

There are high expectations with respect to the future of electro-mobility. At the same time there are still many technical, operational and economic challenges. In this light, objective monitoring of the developments and in particular, of the experiences in practice, is important for keeping expectations realistic and for optimal policymaking on all levels. The European Electromobility Observatory (EEO) is an important instrument for this. European RTD programmes should support these as well and a clear view on the development of the fuel mix for transport and mobility at European and national levels is needed.

Dissemination

It has been difficult to obtain widespread take-up. An important reason seems to be that the necessary "multiplication and dissemination" at Member State level did not take place. Therefore, the Commission should provide a framework for an EU-wide campaign, complemented by national structures that support local authorities (combination of top-down and bottom-up). It is also important for the Commission to be more transparent and to continue raising awareness on the sustainable urban mobility goals and possible instruments. There are more national and local partners as coordinators needed to avoid reaching organisations and citizens that have already adopted sustainable behaviour. The dissemination methodology of the Sustainable Urban Mobility campaign supports this. The Commission should also continue to raise the awareness of policymakers (and finally the public) towards providing quantitative data regarding energy and cost reduction connected to eco-driving with and without technical support systems. This could be supported by a European study and communication.