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Expert Working Group on Sustainable Urban Transport Plans

Interim Report
Deliverable D2

2 September 2004

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Guide to the reader

The scope and objective of this Interim Report is to provide an overview of the issues discussed in the first two workshops of the Expert Working Group on Sustainable Urban Transport Plans (SUTP) and of the conclusions drawn so far. The report represents a milestone in the work of the group, half way towards the formulation of recommendations to the European Commission on the key elements of SUTP's, establishing which are essential and which can be regarded supplementary, and on the contents of a potential EC directive regulating SUTP preparation in all Member States

In the first chapter the general context for preparing SUTP's in Europe is sketched, highlighting the transport challenges urban agglomerations are facing, the framework policy approach of the European Commission, the reference to pertinent regulation and practice in some Members States, and the specific situation in the New Member States.

Chapter 2 then provides an outline of SUTP's as a local approach to planning and urban management, and as an instrument for influencing urban mobility in a sustainable way.

The different components of a SUTP are then fleshed out in Chapter 3-5. This comprises the description of a development vision and definition of objectives, the specific policies and measures the plan should include, and the arrangements for monitoring and evaluation.

Finally, an outlook on the main discussion issues to be addressed in the next meetings of the Expert Working Group is provided in Chapter 6.

1. Context for Sustainable Urban Transport Plans (SUTP)

1.1 Transport as a challenge for the urban environment

Urban transport, dominated by the private car, has significant adverse impacts on the environment, the health of citizens, the economy and the general quality of life for people living and working in Europe's cities. These adverse impacts include noise (100 million urban citizens exposed to traffic noise above 55dB(A), 40 million over 65 dB(A)), air pollution (97% of urban citizens are exposed to levels of PM10 exceeding EU limits, 44% for ozone), CO2 emissions contributing to climate change, ill health (premature deaths and higher levels of illness through poor air quality), safety (one fatal accident in two is in urban areas), sedentary lifestyles (giving rise to higher levels of cardio-vascular disease and premature death), congestion (accounting for 0.5% of GDP), social exclusion (imbalanced mobility opportunities and accessibility in physical, economic and informational terms) and an overall reduction of the quality of life and a weakened sense of neighbourhood and community. Comprehensive measures at the EU level tackle some of these impacts but in spite of significant improvements in engine performance and fuel quality, the growing levels of road transport are a significant problem. If nothing is done, CO2 emissions from road transport will rise 40% between 1990 and 2010, contrary to the overall cut of 8% demanded by the Kyoto commitment.

As concluded in the Gothenburg Council, "a sustainable transport policy should tackle rising volumes of traffic and levels of congestion, noise and pollution". In addition to the technological improvements of fuels and vehicles, it is also necessary to tackle the issue of the planning and management of urban mobility, including rationalising the use of private cars, with an integrated policy approach. This needs most urgently to be done in the largest towns and cities, as that is where the problems are most acute.

1.2 National approaches and regulations

In several Member States the issue of sustainable urban transport planning has already led to the design and implementation of more specific policy approaches and instruments. These existing examples of regulation in practice constitute the key reference for elaborating recommendations on a Europe-wide framework for developing SUTP's. In particular if the European Commission would decide to devise a directive in this matter, it would need to build on the national governance systems and policy approaches in order to ensure efficiency and avoid duplication. At the same time, it would have to guarantee that national and local practice in urban transport planning meet a number of minimum sustainability requirements, thus maybe demanding an adaptation of Member State regulation where necessary. In its final recommendations, the Expert Working Group will have to define, how a possible directive of the European Commission should be formulated that complements the existing national approaches and effectively enhances SUTP preparation in cities across Europe.

Specific issues concerning the New Member States (NMS)

Although the situation in the New Members States is certainly as heterogeneous as it is in the old ones, a number of common issues can be identified that require specific attention when discussing the development of Sustainable Urban Transport Plans. While the relevance and impact of these issues may differ from country to country, they represent a shared spectrum of particularities to be considered:[1]

- Problems related to the change of the political system;

[1] cf. EAUE 2003

- Different value orientations (e.g. private vehicle as a key status symbol);
- Limited decentralisation and autonomy of municipal governments;
- Horizontal and vertical integration deficits between plans and policies;
- Limited public participation, stakeholder involvement and information practice in planning;
- Lack of capacities of key personnel and staff in public administration, and professional and academic education deficits (esp. engineers, architects);
- Different spatial and urban structures (esp. functions, densities, urban design);
- Infrastructure endowment and status (old roads, rolling stock, ICT);
- Transport development starting point and trends (modal shift, motorisation, vehicle age);
- Policy priorities (esp. infrastructure expansion) and strong budget restrictions;
- Availability of dedicated European funds (ISPA, cohesion funds, ERDF, ESF).

The final recommendations of the Expert Working Group on SUTP will have to take these issues into account and partly formulate specific requirements or actions targeted at the NMS and their cities. The perspective of the NMS has been addressed only vaguely so far but will be discussed explicitly in the third and fourth workshop 2004 (see work plan in the Annex).

1.3 The framework approach of the European Commission

On 11 January 2004 the Commission adopted the Communication "Towards a Thematic Strategy on the Urban Environment".[2] The Communication is the intermediate step in developing the Thematic Strategy on the Urban Environment, due in summer 2005, which will provide the policy framework for actions to be taken in this field. As such, the Thematic Strategy is a requirement of the Community's 6th Environment Action Programme.[3] During 2004 extensive consultations are taking place on the Communication in order to explore and develop the ideas it sets out.

The Communication identifies four cross-cutting "priority themes", which are deemed essential to the long-term sustainability of European towns and cities, and proposes specific actions addressing these:

- **Sustainable urban management**: Cities above 100.000 inhabitants should develop, adopt, implement and regularly revise an Environmental Management Plan defining targets for environmental impacts, and implement an Environmental Management System for monitoring progress (e.g. EMAS[4], ISO 14001, eco-budget);
- **Sustainable urban transport**: Cities above 100.000 inhabitants should develop, adopt, implement and regularly revise a sustainable urban transport plan, with short, medium and long-term targets. Therefore, all Member States should provide policy frameworks supporting sustainable urban transport, evaluate the respective

[2] http://europa.eu.int/comm/environment/urban/thematic_strategy.htm; See also details on the preparatory phase: working groups, stakeholder consultation events and studies.

[3] http://europa.eu.int/comm/environment/newprg/index.htm

[4] Regulation (EC) No 761/2001

impacts of new transport infrastructure projects and closely follow the guidelines for the use of structural funds. Furthermore, the Commission plans a number of measures in related areas supporting sustainable urban transport (clean vehicles and alternative fuels, regional energy agencies, indicators, promotional activities) and aims to provide support through guidance, training, best practice dissemination and research;

- **Sustainable construction**: The Commission plans to develop a common evaluation method for the overall sustainability of the built environment, and environmental labelling for construction materials. The Member States should develop and implement sustainable construction programmes, and adopt together with other public authorities sustainability requirements for public tendering;

- **Sustainable urban design**: Members States should ensure that their land-use planning systems are aimed at achieving sustainable urban settlement patterns, and develop policies for densification. The Commission aims to provide support through guidance, training, best practice dissemination and research.

Moreover, also the requirements resulting from the EC directive on strategic environmental assessment (SEA) represent a crucial reference regarding the preparation of SUTP's.[5] The Expert Working Group on SUTP will therefore have to specify how an efficient integration between planning activities concerning the four priority themes could function in practice, taking into account the existing EC policy framework.

2. SUTP as a local approach and instrument

The Working Group recognizes the vital need for preparing and implementing SUTP's in European cities. The main objective is to outline the required plan contents and preparation procedures, as well as a possible European directive that would make SUTP preparation obligatory for certain cities.

On the basis of the first two workshops, the following sections formulate recommendations of the Working Group for the local preparation and design of SUTP's.

2.1 Plan character

1) Subject of a SUTP should be the movement of goods and people, its conditioning factors (existing transport space, vehicle ownership, land-use structures, mobility patterns, etc.), and impacts (transport emissions, safety, quality of life, etc.).

Rationale: The plan should be comprehensively addressing public and private transport, motorized and non-motorized transport, moving and parked vehicles, as well as freight transport and logistics. These transport categories should be dealt with in an integrated way.

2) The SUTP should be a plan delivering concrete actions to meet specific targets. It should have duration of ca. 5-10 years, but the actions and budgets contained should be revised more frequently (every 1-2 years).

Rationale: The emphasis of the SUTP should be on implementing policies and measures for achieving real change and impacts. To ensure flexibility and allow for adaptations according to the progress made, a review process needs to be built into the plan. A longer duration would provide greater stability to the plan and limit the influence of short-term politics.

[5] Directive 2001 / 42/ EC

3) The SUTP has to be embedded in an overall development strategy with a long-term perspective (ca. 20-30 years). This strategy should integrate transport and mobility with other key planning, especially for land-use, environment (especially Environmental Management Plans), social inclusion, economic development, safety, health and education. The strategy could be an existing one, or be developed in the course of the SUTP preparation process.

Rationale: The long-term strategy should provide the local policy framework for the SUTP. It ought to describe the general development vision for the entire urban agglomeration (see chapter 3) and provide the link to other sectoral plans, setting priorities, seeking for synergies and avoiding conflicts. If a specific strategic planning process is not envisaged, the Agenda21 development offers a good opportunity for establishing this strategy.

4) The plans should be titled "Sustainable Urban Transport Plans". Regarding the alternative title of "Sustainable Urban Mobility Plans", however, the Member States should be given flexibility to use the term that appears adequate in their national context, avoiding conceptual confusion and indicating policy change compared to the present status. Independent from the term used, the actual content and design of the plans should commonly reflect the concept of „mobility" regarding objectives, issues and approaches.

Rationale: "Mobility" is the wider concept as it refers to people, and not to infrastructure. It takes into account the user perspective, addressing also the need to travel and land-use issues. By contrast "transport" is a more sectoral concept, while it includes the physical and institutional dimensions. In spite of this, diverging country-specific understandings and practices (meaning, current plan titles and institution names) could pose a problem - e.g. in the UK "mobility" mostly refers to transport for the disabled or elderly.

2.2 Area of plan application and responsible authorities

1) The SUTP should apply to the „urban agglomeration", defined as: Part of a territory, delimited by the Member States, having a population in excess of 100.000 persons and a population density such that the Member State considers it to be an urbanised area.

2) The Member State shall, in cooperation with regional and local authorities as appropriate, designate the competent authorities and bodies responsible for developing and implementing the plans, and the geographical area covered by each plan.

Rationale: To focus on the "urban agglomeration" as the actual target area for transport planning is regarded essential, since this is the scale at which most transport movements are taking place. However, in practice the problem is usually that the perimeters of decision-making and (required) plan application do not coincide. Given the diversity of governance and planning systems and of urban structures, a sensible delimitation of the area where the SUTP applies can only result from an agreement between the Member States and the regional and local authorities concerned.

2.3 Procedures for plan preparation

1) The preparatory process for the SUTP needs to be based on close cooperation between all relevant authorities, the scope of which should be oriented at ensuring integration between all transport modes and policy sectors, as well as geographical coverage of the entire functional urban agglomeration (e.g. the travel to work area). Usually this calls for cooperation at least at each of the following three levels, as well as between them:

- Agencies developing national/regional policy frameworks have to ensure the coherence of their plans regarding transport impacts and implications. This concerns in particular land-use, environment, social inclusion, economic development, safety, health and education;
- Local, regional and agglomeration authorities;

- Transport providers (including road and highway agencies);

Rationale: Effective cooperation can in principle not be forced, but needs to be based on the commitment of the cities and all relevant authorities. However, for ensuring a minimum level of cooperation the Member States should define a clear requirement as a part of the national SUTP policy framework, while supporting wider voluntary cooperation arrangements and providing incentives (see future chapter on framework conditions).

2) Consultation, participation and information have to be built into the SUTP from the start, ensuring maximum transparency throughout the process. Of particular importance are the key stages of defining objectives and targets, measure development, setting priorities and evaluation. This should comprise to:

- Involve citizens, relevant stakeholders and politicians – e.g. via working groups, Fora and surveys. A fair and balanced representation including all (professional) capacities to develop an integrated plan should be ensured; and

- Inform the general public regularly (in accordance with EC directive 2003/4 on public access to environmental information).

Consultations may in principle be based on two different approaches:

- "Core plan" approach: Consultation takes place on a framework rather than on the detailed plan (e.g. as in the UK). This will contribute to manage the expectations better;

- "Blank sheet" approach: Consultation starts from scratch (e.g. as in NL), which can enhance a wider support and ownership of the plan. However, more time may be required and decision making may be more difficult in this case

Rationale: Consultation and participation are essential prerequisites to improve the quality, acceptance and effectiveness of any plan. Especially where measures may affect lifestyles and decisions need be taken on the basis of value orientations - as in the case of sustainable transport planning - policies and measures have to rely on a broad consensus. Moreover, involving a large group of stakeholders in developing the plan stimulates innovative solutions.

3) Responsibilities among the cooperation partners have to be clearly defined, assuring that the principle of subsidiarity is observed. While the ownership of the SUTP should be placed at the level of the urban agglomeration (as defined by the member State), the further distribution of responsibilities should aim to cover existing gaps regarding tasks and competencies.

Rationale: To ensure full commitment and put liabilities into place, the cooperation between the partners has to go beyond a mere "Memorandum of Understanding". Therefore, actors should aim to make SUTP preparation a part of the formal planning procedures in a mid-term perspective.

4) The cooperation partners shall ensure that their key personnel have the necessary skills for driving and managing SUTP preparation and implementation. Where necessary, capacities have to be built through targeted training and guidance.

Rationale: Deficits in skills are often deeply rooted in the systems of education and professionalization, favouring specialization and traditional boundaries between disciplines. In contrast, sustainable urban transport planning requires cross-sectoral thinking and the openness to modify established procedures and methods. Targeted training can thus at least help to overcome the present symptoms at local level, and enable SUTP preparation decisively. Here, the EC should play an important role through realizing training programmes and good practice dissemination activities (see future chapter on framework conditions). Moreover, general guidelines and assistance from the EC and the Member States e.g. through establishing specific "SUTP help-desks" should be provided.

5) As a basis for the SUTP, a comprehensive review of the current situation has to be carried out, identifying the opportunities for cities to act This review should at least include to:

- Select suitable indicators that describe the status;
- Ensure that all necessary data is also made available by the agencies concerned;
- Carry out an external evaluation and develop a baseline scenario against which progress can be measured;

Moreover, the quality of the SUTP can be improved significantly if the review also includes to:

- Evaluate previous plans (urban transport and other) regarding their impacts and effectiveness; and
- Make a development forecast as a general quantitative background to the plan.

Rationale: Cities should be given flexibility for selecting the indicators that best suit their specific objectives and data collection practices. Nevertheless, in order to improve comparability and benchmarking possibilities and to facilitate the selection, the EC should recommend a list of common indicators to be adopted (see future chapter on framework conditions).

6) SUTP preparation should be co-funded by the European Commission as well as national and regional governments . Funds should be granted for the plan preparation phase (consultation, participation, reviews) and for implementation (measures conditioned by the previous preparation of a SUTP, monitoring, evaluation).

Rationale: Financial incentives are a key motivation for the actors concerned. A higher level of financial support can yield a wider scope of cooperation and justifies the additional requirements placed on local governments for preparing SUTP's. In this, the support of the EC could play a strategic role when setting up the local cooperations, even if the actual amount is marginal. Support from national and regional governments would equally have a facilitating effect, but depends on the decision of national/regional authorities (see future chapter on framework conditions).

7) Complementary funding sources that urban agglomerations could take into consideration for financing the preparation and implementation of the SUTP include:

- Setting new priorities after (re-)assessing basic policies and current service levels;
- Using existing sources more effectively, focusing on the priorities of the plan;
- Gaining the liberty to manage available funds more freely at the local level;
- Increasing the financial responsibility of the private sector;
- Opening new income sources through policies and measures: Income generated by transport policies should in general be earmarked for transport investments improving the overall level of service (e.g. road pricing, parking management, land-use charging) - closely linked to the goals of the plan);[6]
- Developing structural changes affecting the level of responsibility and policy priorities (within and between government levels);

[6] This will require changes in the legal framework and supporting national policies as well as support from EU policies (e.g. funding priorities in the structural funds).

- Calculating financial benefits to society and cost savings for government institutions.

Rationale: While situated outside the scope of a SUTP, these possible funding sources are suggestions for local governments to consider. Mention of these possibilities is justified by the crucial importance of making sufficient funds available.

2.4 Implementation mechanism

1) The SUTP has to integrate six basic components that together establish an efficient mechanism through which the plan's implementation can be ensured. In the logical order of the process, these five components are:

- Review and analyse the present situation (see 2.3.5 above);
- Describe an overall vision and define clear objectives (see Chapter 3);
- Set quantified and meaningful targets, supported by option modelling (see Chapter 3);
- Define and prioritise actions (policies, measures) and required budgets (see Chapter 4);
- Assign responsibilities and resources (see 2 below); and
- Monitor progress and evaluate the implementation results (see Chapter 5).

Rationale: The implementation mechanism should be carefully designed in order to make sure that the plan will actually "make a difference": Only if all six components are fully considered, the plan will be able to accomplish its purpose.

2) The plan has to assign clear responsibilities for the implementation of the actions and allocate the corresponding resources. The budgets required for each action need to be specified and an overall business plan has to be provided. This should include to:

- Analyse potential sources for financing (other sectoral policies, revenue generation, see 2.3 – 7);
- Ensure a fair cost-benefit distribution among stakeholders i.e. cost-equity;
- Involve also the implementation agencies (e.g. hospitals, refuse collection services)

Rationale: The SUTP is meant to be an action plan delivering targets. To avoid conflicts over cost coverage and improve efficient and effective implementation, the financial planning for each measure and the definition of the duties of each actor have to be an integral part of the plan – especially since the SUTP exceeds common practice.

3. SUTP vision, objectives and targets

1) The SUTP should provide a long-term vision for transport and mobility development in the entire urban agglomeration, developed in coordination with all policy perspectives concerned (land-use, environment, social inclusion, economic development, safety, health and education). For this purpose it should combine descriptive and normative elements to outline a future situation aimed at, addressing local priorities, attitudes, values and emotions rather than technical content.

Rationale: Before formulating the concrete objectives, policies and measures, it is important that the SUTP preparation serves to stimulate a public debate on the question: What kind of city do we want to live in? The vision should open development horizons, provide

the motivation for innovation and change, and offer new possibilities for identification. It is a key element to enhance consensus and broad support of the plan

2) The SUTP shall have as its central goal to ensure the sustainability of transport at the urban level (in accordance with the definition adopted by the EU transport council 2001). If the urban transport plan is not fully integrated with other plans, and land use planning in particular, then the plan is at a minimum incomplete, if not fundamentally undermined. It is incumbent on the MS to coordinate the integration of the sustainable urban transport plan with other relevant plans.

Definition: A sustainable transport system: [7]

- Allows the basic access and development needs of individuals, companies and societies to be met safely and in a manner consistent with human and ecosystem health, and promotes equity within and between successive generations;
- Is affordable, operates fairly and efficiently, offers choice of transport mode, and supports a competitive economy, as well as balanced regional development;
- Limits emissions and waste within the planet's ability to absorb them, uses renewable resources at or below their rates of generation, and, uses non-renewable resources at or below the rates of development of renewable substitutes while minimising the impact on the use of land and the generation of noise.

Rationale: By referring to an existing common definition of a sustainable transport system a coherent orientation of SUTP's in cities across Europe can be assured at the highest level possible. The suggested definition already counts on the approval by the EU15 and would only require consent of the New Member States.

3) In pursuit of developing a sustainable urban transport system, the SUTP should address at the minimum the following specific objectives explicitly:

- Ensuring the accessibility offered by the transport system to all categories of inhabitants, commuters, visitors and businesses, in line with the objectives below;
- Reducing the negative impact of the transport system on the health, safety and security of the citizens, in particular the most vulnerable ones;
- Reducing air pollution and noise emissions, greenhouse gas emissions and energy consumption (including contributing to meeting legislative requirements on air quality and environmental noise e.g. EU directive 2002/49/CE);
- Improving the efficiency and cost-effectiveness of the transportation of persons and goods, taking into account the external costs;
- Contributing to the enhancement of the attractiveness and quality of the urban environment.

Rationale: This set of specific objectives addresses the full range of aspects invoked by the above definition of a sustainable transport system. It should serve as a reference for fixing concrete targets that the SUTP aims to achieve. Moreover, also communication-oriented objectives should be formulated in order to allow citizens to take ownership and see their own benefit.

4) The SUTP has to define concrete targets based on a realistic analysis of problems and objectives, using the selected indicators (see 2.3 – 5). A minimum set of targets should be defined at EC level for core indicators. As a basic requirement, these targets should be:

[7] EU Transport Council 2001

- Few and representative of the objectives of the SUTP;
- Technically measurable (precise and operational);
- Covering long-term and short-term objectives - including qualitative targets if they can be assessed;
- Reflect the integrated nature of sustainability issues (cross-sectoral);

Rationale: Quantified targets are difficult to set, but essential to have. The targets form the basis for evaluation and should serve to justify the costs related to the plan and the actions it contains.

5) A logical framework of goals, objectives, targets and actions should be drawn up, clarifying their relations and providing a consistent and comprehensive basis for evaluation. The definition of suitable objectives etc. can be supported by the alternative scenario technique (option modelling), thus integrating qualitative and quantitative aspects into a coherent basis for decision making.

Rationale: The logical framework ("logframe") approach has proved to be a useful tool for ensuring a goal-oriented design of policies, measures and targets, and that progress towards the objectives can be verified.

Figure 1: Logframe outline for SUTP preparation (example)

	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Hypotheses
Overall goal	What is the overall goal to which the plan will contribute ?	What are the key indicators related to the overall goal?	What are the sources of information for these indicators?	
Specific objectives	What are the specific objectives, which the plan shall achieve?	What are the quantitative or qualitative indicators showing whether and to what extent the plan's specific objectives are achieved?	What are the sources of information that exist or can be collected? What are the methods required to get this information?	What are the factors and conditions not under the direct control of the plan which are necessary to achieve these objectives? What risks have to be considered?
Impacts and targets	What are the concrete impacts and results envisaged by the plan? What improvements and changes will be produced ?	What are the indicators to measure whether and to what extent the project achieves the envisaged results and impacts?	What are the sources of information for these indicators?	What external factors and conditions must be realised to obtain the expected outputs and results on schedule?
Actions	What are the key policies and measures to be carried out and in what sequence in order to produce the expected impacts?	What are the means required to implement these actions, e.g. personnel, equipment, training, studies, supplies, operational, facilities, etc.	What are the sources of information about plan implementation progress?	What pre-conditions have to be met before the plan can be implemented? What conditions outside the plan's direct control have to be present for the implementation of the actions planned?

4. SUTP policies and measures

The SUTP has to contain a precise description and prioritization of actions, agreed with all parties involved. The selection and design of these actions should be oriented at:

- Defining really problem-oriented solutions;
- Focusing on target achievement - and not measure implementation.

Rationale: The SUTP is conceived as a strategic tool that should be clearly distinguishable from traditional "master plan" approaches and from implementation programmes simply scheduling expenses. All measures need to be derived directly from the objectives and focused on achieving targets.

In setting up the SUTP, cities should be required to address each of the following four policy categories, integrating a maximum of the approaches and measures indicated as examples below:1) General objectives and principles

2) Reducing the need for transport

3) Transport management

4) Developing clean and fair transport systems

4.1 General principles and objectives

1. Decouple economic from transport growth;
   - Focusing on economic activity with a better use of existing infrastructures;
   - Internalising external costs and achieving a level playing field for all transport modes – as far as the national policy context allows;
2. Improve the integration between transport planning and other key planning;
   - Taking into account regional land-use and transport patterns;
   - Considering transport generating implications;
   - Preventing and minimising negative transport impacts.
3. Safeguard diversity and the flexibility of approaches;
   - Recognising local (cultural) diversity;
   - Developing specifically local solutions;
   - Ensuring sufficient flexibility for new approaches;
   - Carrying out benchmarking exercises and good practice dissemination and exchange;

4.2 Reducing the need for transport

1. Providing door-to-door access choices
2. Making efficient use of land (land-use management), promoting a "compact city" and mixed-use urban development oriented at public transport, walking and cycling;
3. Protecting existing short-routes in the network;

4.3 Transport management

1. Reduce congestion and rationalise the use of vehicles;

- Minimising the individual use of vehicles through general restrictions for cars (access restrictions, parking management, etc.) or selective restrictions (energy-efficient, low-emission, high-occupancy, space-efficient vehicles only);
- Reducing / limiting the modal share of motorised vehicles;
- Optimising speeds of motorised road traffic according to objectives;
- Setting up an overall parking management (including pricing and the provision of space);

2. Enhance modal shift and intermodality;
   - Reallocating space for PT, cycling, walking: avoiding a capacity increase for private vehicles as far as possible;
   - Improving cycling and walking (functional and for recreation);
   - Developing attractive PT services: Priority measures for increasing commercial speed, punctuality and decreasing operating costs (dedicated lanes, signal pre-emption, etc.), clean fleets, frequent, accessible, comfortable, modern, fair-priced, well-linked services;
   - Coordinating transport services and improving the quality of interchanges: design, connections, functions;
   - Providing traveller information (pre-/on-trip, reliable, real-time).
3. Perform mobility management;
   - Managing the overall offer and demand to optimise the use of infrastructures and transport systems, also developing new services;
   - Applying financial instruments such as road and other pricing, incentives, local taxation – charging the use and not the ownership of a private vehicle (including use of public space for parking);
   - Promoting behavioural change through awareness raising, information provision, marketing;
4. Optimise freight transport and logistics and reconcile the needs of urban freight transport with the wider transport system;
5. Make use of intelligent transport systems (ITS) as a tool for improving efficiency and strengthening the integration between policies and measures - also beyond the transport domain – and especially with environmental management systems. Other important applications are traffic and fleet management, parking management, road pricing, passenger information, public transport priority schemes or speed control.

4.4 Developing clean and fair transport systems

1. Promote and favour the use of clean and energy efficient modes, i.e. less energy consuming, less noisy, air-polluting and GHG-emitting (including freight and public transport vehicles).
2. Improve the quality of urban environment and public space
   - Removing severances and ensuring social inclusion;
   - Improving visual impacts and the design quality.
3. Improve road safety for all travellers

Rationale: Experience has shown that in pursuing the overall goal of developing a sustainable urban transport system, these policies and approaches must be considered. They should be adapted to the local conditions and elaborated to constitute an integrated package of measures - the broader the coverage, the more synergy effects can be achieved by the SUTP (e.g. "push and pull" effect).

5. SUTP evaluation and monitoring

1) The SUTP has to define the procedures and responsibilities for evaluation in detail. The evaluation shall be carried out by an external agency (e.g. by the next government level) and cover the following components:

- Quality of the plan (including the preparatory process) and the timetable;
- Quality of the implementation process;
- Impacts of policies and measures (ex-ante and ex-post);

In the course of the plan implementation process, a complementary "sanity check" should be carried out by:

- Involving stakeholders, the public and possibly peers from other cities;
- Establishing links to good practice in the EU (informal benchmarking).

Rationale: The credibility of the SUTP strongly depends on the actual independence of the assessments undertaken and the level of stakeholder involvement achieved. Therefore, the evaluation framework should safeguard transparency and objectiveness, based also on the rules of co-funding institutions.

2) The implementation of the SUTP has to be monitored on the basis of the indicators defined. Regular (e.g. annual) progress reports should be prepared and published widely.

Rationale: The reporting mechanism should ensure that the actual results of plan implementation are fed back into the public debate, thus enabling all actors to consider and realise corrections where necessary (e.g. if targets are achieved, measures appear to be conflictive, etc.)

6. Next steps: Main discussion issues

6.1 Workshop 3 and 4 issues

As the first two workshops of the expert group have served to specify the preparation process, character and contents of a SUTP at the local level, the upcoming workshops will address the framework conditions and guidance required at national and European level for enhancing plan preparation. The following discussion topics will be dealt with, reviewing the topics discussed so far and aiming to formulate concise recommendations to the European Commission:

Workshop 3: How to support the plans? - Framework conditions for SUTP preparation

- What are the costs and benefits of preparing and implementing SUTP's?
- What frameworks conditions, supporting measures and incentives are required to enhance SUTP preparation at the different levels (European, national, regional, local)?

- What are the exact linkages to be established between the SUTP and other plans (different policies and levels)?

- What are the implications of making SUTP preparation an obligation at European level (Commission directive)?

Workshop 4: What guidance is needed? - Recommendations for enhancing SUTP preparation in European cities

- How can the essential characteristics and requirements of a SUTP be defined so that overlaps and interferences with national regulations can be avoided?

- What are the actions and priorities to be recommended to the European Commission?

- What specific guidance is required (for all actors) to implement these recommendations?

6.2 Links to Urban Environmental Management Plans

The SUTP is meant to have a significant impact on the urban environment e.g. through measures concerning vehicle emissions, congestion or access restriction. Therefore, especially regarding issues such as the institutional set-up, indicator selection or data collection, integration of the SUTP into an overall urban environmental management is required.

With a view to the parallel Expert Working Group on Urban Environmental Management Plans and Systems, these specific links need to be identified and integrated into the final recommendations.

6.3 Research and training needs

The definition of the requirements of SUTP preparation and implementation has already led to identify significant needs in terms of training (see 2.3 - 4). Regarding the parallel Expert Working Group on Research and Training Needs, all findings will still have to be analysed in the light of possible implications.

6.4 Complementary desk research topics

To complement the work of the experts and provide input to the discussions, Rupprecht Consult will carry out some desk research on one ore more topics identified by the group. A final selection of these topic(s) will be made in September 2004. The most important suggestions so far concern:

Research topics	Suggested by
National regulations on urban transport plans Realise 1-3 case studies (UK, FR, IT), identify key elements of their regulations (differences, similarities), compare these with the SUTP as defined by the expert group and conclude what a European directive should consider;	
Gender and social equity implications Carry out an assessment of the recommendations on SUTP preparation regarding their implications for gender and social equity at all levels;	

Success factors for SUTP preparation Carry out 3-4 case studies of existing local or regional good practice examples, analysing the particular conditions for successful plan preparation and implementation versus key obstacles that have been encountered. The focus should be on the plan preparation process.	CM, BR
Structuring SUTP policies and measures Identify and discuss various ways in which SUTP policy measures are categorized, grouped and presented to cities/citizens in various literature, existing laws, guidelines, example plans etc. Which types of categorisation have been proposed by researchers and practitioners, and which ones seem to work best?	HG
Indicators systems for SUTP's Clearly cities will have to identify their own indicators with reference to local objectives, information and interests, but there are also important general aspects of SUTP indicators to consider (e.g. to ensure data quality, relevance, utilisation, linking to other management issues, drawing on existing indicator systems such as TERM, some degree of comparability across cities in Europe, etc).	HG, BR

7. Annex

7.1 Reference list

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7.2 Expert papers

Workshop 1

TOPIC: Transport and Environment Plans in Denmark; EXPERT: Henrik Gudmundsson

- **What is the perimeter of existing plan examples? Who are the competent authorities for plan implementation**?

Existing plans in Denmark are defined for the administrative unit of the Municipality (at urban level) and County (at regional level).

Denmark presently has 271 municipal administrative units. Four (4) of them has more than 100.000 inhabitants (+ one of 91.500).

The municipality produce a comprehensive municipal land use plan ('Kommuneplan'). Some aspects of urban transport are dealt with as part of the 'Kommuneplan'. Several municipalities have adopted specific "Transport and environment action plans" (TEAPs). These voluntary plans may comprise the whole of the municipality area or (more rarely) parts thereof like the urban core, or a specific neighborhood.

The counties also have planning responsibility. There are presently 13 counties in Denmark. The counties must produce a comprehensive land use plan for the county ('Regionplan'). The Regionplan defines the overall transport structure in the County. The Greater Copenhagen Development Council 'HUR' has in 2003 produced the first comprehensive regional transport plan for the whole capital region (consisting of 5 counties including City of Copenhagen) on a voluntary basis.

- **What are the long term objectives of existing plan examples?**

Typical general objectives of municipal Transport and Environment Action plans in Denmark are to provide for a well-functioning transport system while ensuring substantial reductions in threats to the environment and traffic safety through a broad range of measures, including e.g. land use development, promotion of public transport and cycling, parking restrictions, traffic calming, etc. A general objective in many TEAPs has been to contribute to filfilling national targets for traffic safety, noise and emissions of Nitrogen Oxides, Hydrocarbons, Particulate Matter and Carbon Dioxide.

Following National guidelines in the 1990'es more than 60 municipalities as party of TEAPs defined local targets for several or all of the following topics:

- Energy consumption

- Noise,

- Emissions

- Accidents

- Barrier effects

- Visual intrusion

- **What is the overall layout of existing plan examples?**

A typical layout of a municipal TEAP consists of the following elements

- Status and perspectives for current traffic and environment situation

- Objectives and targets for safety, air, pollution, CO2 emissions, noise, etc

- Measures to be taken, including land-use, infrastructure, traffic restrictions, information etc
- Financial implications /action plan
- Assessment of likely effects and goal fulfilment

- **What of this is regulated through legislation? Which aspects are binding and which are voluntary?**

Law does not mandate a municipal TEAP as such. There are no requirements to define environmental objectives, measures, actions etc

Some elements of transport and mobility planning are, however, required by law, in particular in the Danish Planning Act. These mandatory elements often form the 'backbone' and formal anchoring of a voluntary municipal TEAP.

The comprehensive Municipal Plan ('Kommuneplan') is mandated by the Danish Planning Act. According to the act, the municipal plan must establish a general structure for the whole municipality, indicating the overall objectives for development and land use in the municipality, including the development of housing and workplaces, and transport services.

The municipal plan must also ensure that areas are designated for retail trade purposes in locations to which people have good access via all forms of transport, including especially walking, bicycling and public transport.

According to § 33 of the Planning Act municipal councils must also publish a report on their strategy for the contribution to sustainable development (Local Agenda 21). This strategy must promote i.e. interaction between decisions on environmental, transport, business, social, health, educational, cultural and economic factors.

The Danish Road Act requires that road owners (including Municipalities) make plans concerning the construction of new roads and major changes of existing roads. There are no binding requirements for the contents of these plans

The Danish Public Transport Act requires that the counties after consulting the Municipalities provide a plan for public transport service in the County.

TOPIC: UTP Preparation in Germany; EXPERT: Markus Krajewski

Questions:

- What is the perimeter of existing plan examples? Who are the competent authorities for plan implementation?
- What is the overall layout of existing plan examples?
- What of this is regulated through legislation? Which aspects are binding and which are voluntary?

(Please erase the questions you are not addressing)

Question 1a) (in inverse order): Competent Authorities

German federal legislation (Personenbeförderungsgesetz PbefG) mentions Local Transport Plans (Nahverkehrspläne NVP); they are mandated by Länder-level legislation. In charge of creating NVPs are the competent authorities for local / regional public transport. Those are cities without county-affiliation, counties and, depending on the Land, county-affiliated towns and municipalities.

Question 1b): Geographical Perimeter

NVPs pertain to the area of the competent authority. In Länder-level laws, the perimeter can extend to a Verkehrsverbund (Integrated public transport system, e.g. of an urban agglomeration or greater metropolitan area). In practice there is a distinction between local and regional NVPs. Regional NVPs integrate local plans into regional integrated transport systems. Integrated transport systems practically cover all of Germany.

Question 4: Overall Layout

NVPs are framework plans for the development of local / regional public transport; they are to be taken into account by the supervisory authority when granting licenses for scheduled transport.

From the point of view of the transport authorities, NVPs serve to describe the state of affairs, meaning that they contain the legislative requirements as to what is sufficient provision of the population with public transport services. Furthermore, NVPs serve as blueprints for the cahiers des charges with respect to future call for tenders, since they highlight what the competent authorities aim for politically and financially. NVPs thereby also trace the development of public transport services and objectives.

There is a certain dispute as to the level of detail of the plans. On one end of the spectrum, some plans contain highly specific criteria (frequency of service, design of vehicles, apparel of personnel etc) to rather abstract objectives which must be met by service providers.

Question 5 (What of this is regulated through legislation? Which aspects are binding and which are voluntary?):

Supervisory authorities competent for granting transport licences shall give consideration to the NVPs; this however only

- if existing transport structures have been taken into account in the drafting of the NVP,
- if currently active transport providers have been involved,
- all transport providers are treated equally and specific needs of mobility impaired people have been incorporated.

Länder-level law contains further and sometimes diverse requirements. Typical ones address the integration with Länder-level plans for rail transport services as well as integration with other regional planning objectives and reporting on financing and investment. Legislative objectives typically contain the aim that public transport constitute an equal alternative to motorized traffic.

TOPIC: LTP preparation in the UK; EXPERT: Peter Lee

What is the perimeter of existing plan examples? Who are the competent authorities for plan implementation?

Local Transport Plans (LTPs) are produced by all local transport authorities (LTAs) in England outside of London. The LTAs are either the County Council for two-tier authorities or Borough Councils for unitary authorities. They are the competent authority for plan implementation.

In the largest urban agglomerations the LTAs work together to produce a joint plan. These correspond to the six English passenger transport authority (PTA) areas (Greater Manchester, Merseyside, South Yorkshire, West Yorkshire, West Midlands and Tyne and Wear). Several other urban authorities work with their surrounding travel to work area to produce a joint plan. These include Nottingham, Derby and Leicester.

Plans are produced every five years. The first plans covered 2000/01-2005/06, the second will cover 2006/7-2010/11.

What is the overall layout of existing plan examples?

The first round of local transport plans (the second round plans will not be submitted until July 2005) contained five key elements:

1) A set of objectives consistent with our national objectives as set out above.
2) An analysis of problems and opportunities.
3) A long-term strategy to tackle the problems and achieve the objectives.
4) A costed and affordable 5-year implementation programme of schemes and policy measures.
5) A set of targets and performance indicators so that progress can be measured.

What of this is regulated through legislation? Which aspects are binding and which are voluntary?

The local authorities are under an obligation under the Transport Act 2000 to produce a local transport plan every five years. The Act requires authorities to, „…develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services to, from and within their area…".

The only authorities that are exempt are those who's overall performance as a local authority recieves the top rating (excellent) from the UK's independent auditing body, the Audit Commission. This exemption will come into effect with the second round of local transport plans.

The requirements of the Act are relatively few. The specific requirements of the DfT are set out in various guidance notes. These can be viewed on the DfT website at http://www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=5976&l=2.

A key element of the LTP system is the funding that accompanies it. The introduction of the system coincided with a more than doubling of the infrastructure funding available to local authorities, from around £650m in 2000/01 to £1.3bn the following year. The last annual settlement we announced (2004/5) was for £1.9bn. The extra funding available incentivises local authorities to follow the „rules" of the LTP system.

Further funding decisions are made on an annual basis in response to annual progress reports submitted by local authorities. If an authority has performed well in delivering its transport plan in that year, an increased allocation is made available the following year.

Major local transport schemes (costing more than £5m) are bid for seperately by authorities. If they are successful in their bid, they receive separate, ring-fenced funding for the scheme.

When drawing up their first local transport plans, authorities were free to develop local solutions to the local problems that they identified, in consultation with their communities and stakeholders. However, it was made clear to them that a number of criteria would be taken into account when the DfT assessed the quality of the plans (and decided how to allocate funding). These included the extent to which the plans presented an integrated, comprehensive set of solutions and the extent to which they sought to address the key objectives set out above.

There are a number of pieces of statutory guidance that local authorities have a duty to have regard to when drawing up their LTPs. For second-round LTPs, these include:

- Regional transport strategies.
- Regional planning guidance.
- National planning guidance.
- Accessibility planning guidance.
- Traffic management guidance.
- Bus strategy guidance.
- Air quality action plans (where relevant).
- Rights of way improvement plans.
- Strategic environmental assessment (SEA) requirements.

TOPIC: PDU preparation in France; EXPERT: Jacques LESNE

Questions:

- What is the perimeter of existing plan examples? Who are the competent authorities for plan implementation?
- What is the overall layout of existing plan examples?
- What of this is regulated through legislation? Which aspects are binding and which are voluntary?

1 - What is the perimeter of existing plan examples? Who are the competent authorities for plan implementation?

The domestic Transport Orientation Law (LOTI) of December 30th, 1982, introduced the formulation of urban mobility plans (*plans de déplacements urbains – PDU*). These documents are drawn up by the urban transport organizing authorities (AOTU can be a „commune“ or a group of „communes“ created to manage together one or more areas of responsability including urban transport) to define the general principles undrlying the organization of transport (passengers and goods), and traffic and parking in the urban transport area.

The competent authoritie is the urban transport organizing authoritie. The perimeter of the plan is the perimeter of the urban transport organizing authoritie.

The law on air and rational energy use (LAURE) of December 30th, 1996, reasserted the role of PDU, to ensure a sustainable balance between requirements for mobility and ease of access, on the one hand, and environnemental and health protection on the other. Drawing up a PDU became obligatory for urban transport organizing authorities in urban areas whith over 100.000 inhabitants.

2 - What is the overall layout of existing plan examples?

There are 72 PDU in urban areas with more than 100.000 inhabitants (in fact 58 urban areas because sometime there are several transport authorities in an urban area).

On September first, 2003 :

- 54 of them are approved; it means that the measures can be implemented
- 18 are pronounced; it means that the local authority has to consult all the authorities and organisations on the project, and after that, the public enquiry should be done;
- 2 of them must be drawn up after been invalidated by court of law.

3 - What of this is regulated through legislation? Which aspects are binding and which are voluntary?

The law defines 8 aims for the PDU :

- Improve road safety for all users, particularly pedestrians and cyclists
- Reduction of automobile traffic
- Development of public transport and more economic and less polluting modes of travel such as bicycle and walking
- Improve efficiency of use of main roads by sharing the use and information about traffic
- Organisation of car parking and the pricing system applied at the urban area level
- Rationalization of transport and delivery of merchandize and development of multi modal transport
- Encouragement of companies and local authorities to draw up a mobility plan and promote the transport of their personnel in particular by using public transport and car-pooling
- Implementation of fare and ticket systems that privilege inter modal transport

But, for example, there is no obligation to have formal and quantified objectives to reduce automobile trafic. About twenty or thirty urban transport organizing authorities of less than 100.000 inhabitants have elaborated PDU.

TOPIC: Provincial Traffic and Transport Plan Gelderland (Netherlands); EXPERT: Coen Mekers

Questions:

- **What are the long term objectives of existing plan examples?**

- Accesibility of cities, economic and social centres must be guaranteed in the long term (2004 - 2014); economic growth is accommodated.

- traffic safety: reduction of deadly victims by 30% (1998 – 2010)

- quality of life: reduction of air and noise pollution: all places / locations in Gelderland where air and noise pollution is above European level / guidelines should be resolved by 2010. Cooperation with Environmental Plan Gelderland

- sustainable development: balance between economic development, quality of life, nature

- integrated approach and cooperation with all players (all levels of government, companies, consumer organisations etc.)

- **What are the issues addressed in existing plan examples?**

- accesibility

- traffic safety

- sustainable development

- better use of existing transport systems

- mobility management

- demand management

- public transport

- transport of goods

- bicycles and infrastructure

- road pricing

- land use planning: regional economic development around nodes of public transport

- integration of transport networks; cooperaton with other transport authorities

- integrated approach of problems; cooperation with environmental plan, spatial plan, economic development plan

- **What is the overall layout of existing plan examples?**

The overall layout of the Provincial Traffic and Transport Plan Gelderland has three parts:

Part A: Headlines of transport policy, 2004 - 2014

- problem identification on accesibility, traffic safety and environmental issues

- overall strategy: prevention, better use of transport systems, build infrastructure, road pricing

- ways of cooperation with other plans, e.g. environmental plan, spatial plan

- general measures for the whole province of Gelderland

- regional strategies and challenges, resulting in regional measures

Part B: Dynamic agenda for the first two years, 2004 - 2005

- general and regional measures

- regional maps

- regional tables

Part C: Appendix, information in depth on key issues

- accesibility
- traffic safety
- environmental issues
- sustainable development
- road network
- public transport
- transport of goods
- bicycle
- nodes of development
- mobility management
- spatial policy
- better use of existing transport systems
- innovations
- cooperation with other stakeholders
- monitoring the plan

TOPIC: UTP preparation in Slovenia; EXPERT: Aljaz Plevnik

Foreword

None of the bigger Slovenian cities (only Ljubljana and Maribor have more than 100.000 inhabitants) have implemented an Urban Transport Plan or similair document yet. Maribor developed a longterm transport strategy 3 years ago, but it wasn't accepted by the City Council.

However some issues of the UTP are addressed in the longterm Spatial concept for Ljubljana and Spatial plan of Maribor. Both documents contain a transport development concept. The following answers relate to both mentioned documents.

What are the long term objectives of existing plan examples?

Ljubljana

Improvements of modal split - reduced volume of motorised traffic and promotion of alternative transport modes;

Maribor

Integrated development of all transport systems and quality cooperation among them.

What are the issues addressed in existing plan examples?

Ljubljana

- Development of a quality PT system - introduction of a new light urban rail, transformation of a main rail station into main passanger terminal, development of other interchanges in PT;
- Development of P+R system;

- Completion of road network to spread road flows and redirect them out of the city center;
- Network of parking houses around inner ring;
- Completion of cycling network;
- New rail by-pass and freight terminal.

Maribor

- Development of a PT system;
- Parking management (new parking houses and sites, parking management scheme);
- Development of cycling network;
- Traffic calming in residential neighbourhoods and pedestrianisation of the city center and recreational areas;
- New freight terminal.

What is the overall layout of existing plan examples?

- Introduction
- Description of current problems
- Objectives
- Integral concept
- Sectoral concepts
- Measures

What of this is regulated through legislation? Which aspects are binding and which are voluntary?

Only the spatial aspect of the transport system development is regulated in above mentioned documents (locations of transport network, parking lots and houses, interchanges, minimum parking standards etc.)

TOPIC: Traffic and transport plan of the municipality of Leeuwarden; EXPERT: Bert Roona

2. The long term objectives of existing plan example

To realise a effective, safe en sustainable traffic and transport system to contribute to the functioning of the city of Leeuwarden (90.000 inhabitants)

Starting points are:

- A clear, logical and understandable traffic and transport system
- A traffic and transport system that garantees accessability
- A traffic and transport system with a sustainable road safety
- A traffic and transport system that fits with a sustainable society

- A traffic and transport system that handles a strong and a modest growth of the city of Leeuwarden
- Organize the spaces for traffic with respect of, and in harmonization with the surrounding
- A manageable, to realize and payable traffic and transport system.

3. The issues addressed in the existing plan example

- A connected traffic and transportsystem
- Public transport
- Cycling
- Pedestrians
- Cars
- Parking
- Transferia
- Transportmanagement
- Ict
- Transport of goods
- Recreation and navigation
- Road safety and social safety
- Accessability
- Information and education
- Image

4. Overall layout of the existing plan example

- Preface
- Summary
- Introduction
- Problem analysis
- Starting point of policy
- Integral traffic and transport policy
- Elaboration of the theme's
- Routes and connections
- Action programme
- How to realize
- Monitoring and evaluation.

TOPIC: Regional Transport Plan; EXPERT: Chairman Rob Sangen

1 The perimeter of exsisting plan

The regio Haaglanden: the Greater The Hague Region 1,1 mio inhabitants, 450.000 workingplaces

8 municipalities :

80% of the internal and incoming and outgoing trips are generated within this region

2 What are the long term objectives of existing plan examples?

Accesibility of the Regio within the limits of the envirnment and safety as expressed by the central Government.

- level playingfield within the Randstad

- economic growth is accommodated.

- traffic safety: reduction of deadly victims according to National Plan

- quality of life: reduction of air and noise pollution: all places / locations in Haaglanden where air and noise pollution is above European level / guidelines should be resolved by 2010.

- sustainable development: balance between economic development, quality of life, nature accessibility and available (financial) means

- discussion about solutions: who pays what: State, province (with its tax capacity) region with it decentralised means of investement and exploitation) local authorities, (parking charges) car owners, real estate developpers etc.

3 What are the issues addressed in existing plan examples?

- accesibility:

- a certain congestion level in peak and off peak hours.

- a defined quality of public transport: : 23 km /hrs, 10/15 and 30 minutes interval

- accessible for eledry and handicapped acc to European legislation

- traffic safety

- spatial policy oriented on maintaining existing transport systems

- mobility management

- demand management

- transport of goods

- bicycles and infrastructure

- chain mobility

- integration of transport networks

- integrated approach of problems; cooperation with environmental plan, spatial plan, economic development plan. Because of the costs of infrastructure priority is givin to excisting transport systems

4 The overall layout of the Regional Transport Plan Haaglanden

Headlines of transport policy

Look back period 1996-2004

Looking forward 2010 new trends

Challenges

- problem identification on accesibility, traffic safety and environmental issues

- niches in transportation policy: chainmobility

- Priorities: integration of budget for public transport, private transport

- Investment sheme 2004-2010

Appendix, information in depth on key issues

- monitoring the plan

Problems:

getting the money: there is no regional mobility tax

the mobilist is not charged so: demand managament is only possible by capacity management (infrastructure and parking) .

competition between regio s

democratic legitimation

TOPIC: PDU preparation in France; EXPERT: Jean Thevenon

What are the long term objectives of existing plan examples?

The long term objectives of existing plan examples are the objectives enforced by three laws : law on internal transport organisation (LOTI, 1982), law on air quality and rational use of

energy (LAURE “clean air act”, 1996), law on urban solidarity and renewal (SRU, 2002). They are summarised in the new 28-1 article of LOTI :

- Improve road safety for all users, particularly pedestrians and cyclists
- Reduction of automobile traffic
- Development of public transport and more economic and less polluting modes of travel such as bicycle and walking
- Improve efficiency of use of main roads by sharing the use and information about traffic
- Organisation of car parking and the pricing system applied at the urban area level
- Rationalization of transport and delivery of merchandize and development of multi modal transport
- Encouragement of companies and local authorities to draw up a mobility plan and promote the transport of their personnel in particular by using public transport and car-pooling
- Implementation of fare and ticket systems that privilege inter modal transport

All these objectives are enounced in approved plans with local adaptations. Generally, plans approved before June 13th, 2001 don’t mention the first and the last.

A revision of PDU is provided each 5 years but objectives need a more long time to be reached or even measuring

Example of objectives of modal split set in PDU

Urban area		Private car	Public transport	Two wheeled vehicules	Walking
Grenoble	Reference (1992)	54%	14%	5%	27%
	Do minimum	Not given	Not given	Not given	Not given
	PDU objective 2010	48%	17%	8%	27%
Metz	Reference (1992)	57%	9%	2%	30%
	Do minimum	57%	Not given	Not given	Not given
	PDU objective 2010	53%	11%	4%	31%
Reims	Reference (1996)	60%	10%	1%	27%
	Do minimum	69%	?	?	?
	PDU objective 2010	52%	11%	4%	30%
Lille	Reference (1998)	61%	8%	3%	29%
	Do minimum	62%	8%	2%	28%
	PDU objective 2015	53%	15%	4%	28%

What are the issues addressed in existing plan examples ?

- On September 1st 2003 (last survey), 54 PDU were approved instead of 72 stipulated by law. 6 are finalised and 12 are draft plans. The dead line was June 13th 2001 except for two urban areas
- If there are several urban public transport organizing authorities in a conurbation, several PDU must be elaborated
- Only 2 PDU (Paris and Lille) have formal and quantified objectives to reduce automobile traffic

- Legal definition of urban area is often different from the area of people's life/mobility
- Lack of quantified objectives and a lot of projects and measures must be specified (e.g. urban transport and delivery of goods)
- First PDU were very vague about financial aspects
- Monitoring/observatory is not a main question

What of this is regulated through legislation? Which aspects are binding and which are voluntary ?

All these issues are regulated by legislation.

Before the SRU law was enforced, 14 urban areas included quantified objectives about road safety in their PDU (Annecy, Bordeaux, Caen, Grenoble, La Rochelle, Lille, Lorient, Lyon, Nantes, Nice, Nîmes, Orléans, Rennes, Toulon) and some other qualitative objectives.

About 20 urban areas less than 100,000 inhabitants have elaborated PDU. Some of them don't follow the procedure enforced by the law, but it's therefore an interesting process.

TOPIC: Mobiliteitsplan Gent; EXPERT: Peter Vansevenant

Contribution on the Gent Urban Transport Plan („Mobiliteitsplan Gent")

1. Perimeter of plan

The perimeter is the boundary of the city of Gent. The city council is the competent authority.

However, the province is also working on a Transport Plan for the Gent Region, where also neighbouring municipalities are involved.

2. Long term objectives

Quantitative:

- an increase of use in public transport use by 100% in 10 years time
- an increase in bicycle trips by 30% in 10 years time
- a reduction in accident numbers by 30% in 10 years time
- a stabilisation of traffic levels on the local road network

Qualitative:

- modal shift
- decreasing car dependency
- further working on road hierarchy
- integration of land use and transport
- network for heavy goods (for harbour and industrial estates)

3/ 4.Structure of the plan (issues and lay-out)

I.

Problems to be tackled (car, bicycle, pedestrian, parking, local impacts of traffic)

II.

Objectives of the plan

Scenario's: „do nothing", „trend", various sustainable scenario's and their potential impact

Choice of the leading scenario for the plan

III.

Relation between land use strategic plan and transport plan

- interaction between land use development and transport networks
- mobility aspects of areas chosen for socio-economic developments (including accessibility and parking requirements)

Networks

- pedestrian networks
- bicycle networks
- public transport network
- car network (including road hierarchy, speed categories, parking management)

Accompanying measures

- addressing actors (schools, families, employers,…)
- financial issues (parking)
- enforcement
- guidance and signs

IV.

Priorities and actions

- priorities
- action list per mode

V.

Financial costs

VI.

Evaluation and monitoring

5. Legislation

There is no 100% binding legislation. Plans are required by the Flemish Region. If a local authority does not have an UTP, it cannot ask road improvements (including construction of cycle paths), nor will it get funds for better public transport. The plan is voluntary, but there is a ‚moral' commitment.

Peter Vansevenant, City of Gent, May 2004

Workshop 2

TOPIC: Local Transport Plan London; EXPERT: Patrick Allcorn

1. What have been essential elements of the preparatory process?

- Consultation
- Broad agreement on priorities
- Partnership development
- Regional Strategy produced
- Guidance on implementation

2. What are the key approaches and solutions addressed?

- Framework for London – 8 required strategies (4 additional)
- Land use first – transport needs from that – joined up with all other strategies
- Borough implementation plans to achieve these targets
- Partnership with business and operators
- Open and transparent process
- high level targets
- strategic buy in
- funding to support schemes
- priority areas
- local flexibility

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

- submitted for approval at local and then regional level
- 18 programme areas with clear separate guidance, monitoring and evaluation
- outline schemes in bid
- inclusion of scheme development
- Monitor outcomes
- Monitor spending

4. What arrangements have been made for evaluation?

- Local committee sign off
- Regional level evaluation of strategy and of scheme by scheme programmes
- Monitiored on a bi monthly report and invoiving
- Future funding criteria include performance in previous years

- Mapping – PT accessibility, land use + growth, air quality, ambient noise etc

5. What is the duration of the plans and how are they being reviewed?

- Plan will have a 5 year life
- Annual scheme submission

Reviewable at local and regional election

TOPIC: Transport and Environment Plans in Denmark; EXPERT: Henrik Gudmundsson

1. What have been essential elements of the preparatory process?

The most essential elements for preparing Transport and Environment Plans in Denmark during the 1990s were two things:

A: Voluntary approach with government co-funding

- A voluntary approach starting from dialogue between Planning Agency and pilot municipalities, gradually extending to more municipalities

- Provision of central guidelines and not least up to 50% government co-funding to actually implement specific measures in Municipal transport and environment action plans: No funding if a comprehensive plan with targets etc was not drawn up or in the making

B: Extensive registration and mapping of environmental situation and 'hot-spots'

- In order to ensure that municipal projects were to provide maximum environmental and safety benefit, detailed guidelines and assistance to measure and calculate environmental status were provided. This served to increase local awareness and knowledge of traffic induced problems and 'hot-spots' in the cities.

2. What are the key approaches and solutions addressed?

A. Approaches/principles

- Target based approach (based on mapping of current situation and locally defined contribution to fulfil national environment and safety targets)

- Synergy between environmental and traffic safety improvement to be considered

- links with formal municipal planning ('kommuneplaner)

B. Solutions: Full local discretion in choice of measures, but some typical:

- Speed reduction in urban areas (redesign of roads)

- Improved facilities for cycling and pedestrians

- Improved public transport facilities

- Campaigns to change traffic behaviour

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

- Targets for (some or all) of 6 issues were to be defined and adopted by Municipal Council: safety, air quality, noise, energy/CO2, insecurity, barrier effects and visual environment

- Ex-ante assessments of expected outcomes of plans were to be made as part of drawing up Transport and Environment Action Plans

- Key elements of Transport and Environment Action Plans were to be incorporated into the formal municipal land use plans ('kommuneplan') and aligned with annual budget (recommendation, not requirement)

- Evaluation to be made of implemented measures, which had received government co-funding (but not done systematically). No actual monitoring requirement

4. What arrangements have been made for evaluation?

- Government support to project implementation (as part of plans) was conditioned by an ex post evaluation of effects of these specific projects. Limited actual control if this took place

- Unfortunately no mandatory ex-post evaluation of each municipal Plan as a whole.

- An extensive ex post evaluation of the whole government program to support and co-fund Municipal Transport and Environment Action Plan implementation was made by consultants in 1998. The overall result was that the programme had been effective to promote environmental and safety concerns in Urban traffic planning (much increased activity with limited government money), but the that it did not succeed very much in generating radically new ideas, or in addressing more problematic long term concerns such as CO2 and energy consumption; most focus on Safety, Noise and Visual improvements

5. What is the duration of the plans and how are they being reviewed?

The plans typically have a perspective in the span of 6-8 years. Specific projects were mainly identified for the first 4-year period. No formal requirement for plan duration was made from central government but it was recommended to plan for fulfilling targets around year 2000 (= 8 year time span). The main aspects of the plans were to be incorporated in formal municipal land-use plans ('kommuneplaner'), which has a 12-year horizon with a 4-year revision cycle.

There is no formal requirement to review the Transport and Environment Action Plans, but the municipalities are expected to review their general municipal land use plan on a 4-year cycle or at least once in every election period. This (as well as the annual budget cycle) provides an opportunity to review the Action plans or at least to reconsider the various elements and projects, even if the action plan as such is mot continued/revised.

TOPIC: Characteristics of a SUTP; EXPERT: Carlo Iacovini

Questions:

1. What have been essential elements of the preparatory process?

We suggest that the SUTP plan would require a national strong political framework:

- a specific law that would define procedures and contents
- a financing instrument to support local authorities in the introduction phase

In particular the procedures should follow the following guidelines:

- To define the areas of interest (local, metropolitan, regional)
- To establish a governance process, in particular an inclusive decision making process
- To prepare an elaboration plan for all possible measures and alternatives,

- ➲ To approved a financial statement that would show the financing opportunities to implement the measures

2. What are the key approaches and solutions addressed?

   The main key approaches should be

   - o To develop the city from all different aspects, in particular from the social, economic and environmental point of view
   - o To integrate transport planning with infrastructures, safety, environment and social issues
   - o To provide attention to all modes of transport
   - o Integration between short term measures and long term strategies

   The main solution to be addressed should be

   - ➲ To develop new mobility service
   - ➲ To control mobility demand
   - ➲ To promote public transport in particular regarding the new needs of people
   - ➲ To promote a sustainable lifestyle, coherent with the new system of living in urban areas

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

To be effective the plans require:

- ➲ A strong legal framework that would stimulate local authorities to define concrete goals
- ➲ To define the set of indicators to be respected
- ➲ To define the involvement of all stakeholders, in all the phases of the implementation in order to keep their interest
- ➲ To ask authorities to approved a specific budget for the implementation phase of the plan
- ➲ To provide strong responsibility to the local authorities, in particular towards citizens. (a kind of agreement with city)

4. What arrangements have been made for evaluation?

   The evaluation phase require an annual review of the plan, but only as far the implementation phase is concerned. Once the strategic guidelines have been approved it is not necessary to make any review of the preparatory phase. On the contrary, it is required an yearly control of the measures, in particular after a monitoring phase. This allow to make some changes if some specific measure will not be effective.

5. What is the duration of the plans and how are they being reviewed?

   The plan should be on a middle-long basis. The temporal arc should not be more than 10 years, in terms of strategy, but there should be an annual (or every 2 years) review of the measures, after the monitoring phase.

TOPIC: Local Transport Plans in Germany; EXPERT: Oliver Mietzsch / Markus Krajewski

Q1: What have been essential elements of the preparatory process?

Although mentioned in the Federal Passenger Transport Legislation (Personenbeförderungsgesetz), the Local Transport Plans are mandated by Länder-level legislation.

Q2: What are the key approaches and solutions addressed?

The content and scope of these Local Transport Plans differ according to the legislation of the *Land*. Further information concerning Local Transport Plans have been already given by our expert Markus Krajewski in the context of the 1st Workshop on 19.5.2004.

Common trait of the plans is the aim to ensure high-quality public transport. As they are technical plans in nature, their scope does not cover general political aims such as favoring healthy modes of transport. They do however improve and regulate the way public transport services are provided.

The difficulties German cities are facing in environmental terms are not primarily the result of a lack of sustainable planning on the urban level, but of a lack of instruments to tackle the environmental problems, such as pollution and noise. Cities can neither influence the oil industry to provide for environmental cleaner fuels, nor have they any say in defining limit values for noise or air pollutants. The only real instrument they can dispose of in order to reduce noise or air pollution deriving from traffic is the decision to restrict the number of vehicles entering the city. But even this decision has to be carefully weighed out according to German constitutional law. The free movement of people is a fundamental right, that cannot be easily dismissed. And even if a city decides to restrict the number of verhicles in one part of the city, traffic will unavoidably be shifted to other parts, that have up to now not be serverely stricken.

Q3-5: How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)? What arrangements have been made for evaluation? What is the duration of the plans and how are they being reviewed?

The EU directive 2001/42/EG has yet to be transferred into German law. Even after it has been transfered into national law, according to the draft legislation of the German federal government (Entwurf eines Gesetzes zur Einführung einer Strategischen Umweltprüfung und zur Umsetzung der Richtlinie 2001/42/ EG - SUPG -), urban transport will not be covered.

In § 19b SUPG (concerning spezial procedural provisions) strategic environmental screening only applies to transport planning on the federal level (such as motorways, railway networks and air traffic.) Although § 14 b provides for general provisions, asking for strategic environmental screening for certain plans or programms and individual cases, urban transport plans are not mentioned in this context.

According to the federal structure of Germany, the federal states (Länder) are partially responsible for the implementation of EU law. Therefore, there are provisions in the SUPG which leaves it to the Länder to decide, which transport plans shall be covered or not. As far as we know and since the national law has yet to be implemented as a prerequisite for further steps taken by the Länder, no federal state wants to include urban transport plans.

TOPIC: Provincial Traffic and Transport Plan Gelderland (NL); EXPERT: Coen Mekers

1. What have been essential elements of the preparatory process?

The preparatory process for the Provincial Traffic and Transport Plan Gelderland (PVVP) had the following essential elements:

- We started with an evaluation of the former transport plan and made some investigations on the overall trends in mobility
- We then started with a blank paper. Agenda-setting was important. We worked together with cities, communities, chambres of commerce, green organisations, citizens, public transport user platforms etc to get the right agenda. Also the involvement of politicians in our parliament was organised.
- Our process as very interactive and transparant, and we spent a lot of time in talking and meetings with all the stakeholders.
- We made priorities together with the other partners and governments.
- The interaction with other provincal plans such as spatial plan, environmental plan and economic development plan was essential.
- Communication was essential. We spend money and time to get a right communication and to keep everybody involved.

2. What are the key approaches and solutions addressed?

Our overall goals: provide good accessibility, attain better traffic safety and environmental benefits.

Our strategy was:

a. Prevent
b. Make better use of existing transport systems
c. Build and construct infrastructure
d. Road pricing

Key approach: regional differentation, problem oriented solutions, no big research but actions, dynamic agenda, cooperation with other partners and governments, participation of organisations such as chambres of commerce and green organisations.

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

The programming of actions in our department of traffic and transport is already tuned to the actions in our transport plan. There are three programmes: infrastructural measures, non-infrastructural measures, maintenance of the roads.

Every programme has actions, targets and indicators based on the transport plan. The effects of the measures are monitored continuously. In the programme, budget and responsibilities are settled, also co-financing by other authorities as communities or cities.

4. What arrangements have been made for evaluation?

Every two years the implementation part of the transport plan (dynamic agenda) is evaluated.

If necessary, the actions will be changed or intensified.

5. What is the duration of the plans and how are they being reviewed?

The duration of the headlines of the transport plan is 10 years. The duration of the dynamic agenda (with actions for the next 2 years) is 2 years.

A review of the headlines is foreseen in 2014.

TOPIC: Traffic and transport plan in Groningen & Leiden (NL); EXPERT: Bert Roona

Example Groningen (176.000 inhabitants)

1. What have been essential elements of the preparatory process?

The preparatory process had the following elements:

The city of Groningen started with a public consultation (500 persons on both meetings). The next step was the installation of 12 working groups with participants from local society.

The outcomes were 3 possible ways to develop traffic and transport. The city takes into account these three alternatives

After these preliminary consultations the city chose a preference variant, which they brought into formal consultation.

There is a strong link with the spatial planning of the city.

2. What are the key approaches and solutions addressed?

- High quality public transport
- Park and travel facilities at the borders of the city
- Accessibility by car
- Transport of goods: city distribution before 11.00 am and after 6.00 pm.
- Road safety
- Cycling
- Transport management (establishment of a transport information centre).

3. How do plans ensure their implementation (target/indicator integration, actions, budgets, responsibilities and monitoring)?

Alongside the plan there is a annual action programme for transport projects. This action programme is updated every year and it also includes the necessary budgets and financial covering. The projects are on public transport, cycling, infrastructure, road safety and Park and Travel facilities.

For measuring the progress of the objectives to be reached inquiries on public transport and there are held the use of cars on vital roads in the city is measured. The results are reported regularly to the city council.

4. What arrangements have been made for evaluation?

For a period of 18 years the use of cars is measured in the agglomeration of Groningen (the city and its surroundings). These figures are used to see if the goals on car use/traffic flows are reached. The use of public transport has also been measured constantly.

To get input from the public and companies a working group gives its opinion on the progress, which has been made so far.

5. What is the duration of the plans and how are they being reviewed?

The duration of the plan is 5 years. However, governors change every 4 years and it is common that after for years the program are adjusted or changed. The action plan may be adjusted every year.

Example Leiden (117.000 inhabitants)

1. What have been essential elements in the preparatory process?

Since 2001, the city of Leiden has been working on a traffic and transport plan. It is expected to be finished at the end of 2004/beginning of 2005.

- Internal cooperation between the different divisions of the municipality (transport, spatial planning, environment etc.)
- External consultations with representatives of the SME's, cyclists, environmental organizations etc.

Subjects were bottlenecks and desires for the future. The concept plan will be send to the actors before the official procedure will start.

2. What are the key approaches and solutions addressed?

The plan fits in the national transport plan as well as in the provincial and regional transport plans:

- Transport is OK
- Reduce growth
- Local transport (cycling and public transport)
- Car traffic: better use of existing infrastructure and probably a city ring.
- Parking at the city borders

3. How do plans ensure their implementation (target/indicator integration, actions, budgets, responsibilities and monitoring)?

Alongside the plan there is an action programme with budgets and priorities.

Targets have to be set but are not yet available.

4. What arrangements have been made for evaluation?

Is not clear yet. Probably every 4 years (new members of the city council)

5. What is the length of the period for which the plans apply and how are the plans reviewed?

A vision has been developed up to the year 2020. The action programme will look forward until 2010. Revision will take place every 4 or 5 years.

TOPIC: Regional mobility Plan The Hague (NL); EXPERT: Rob Sangen

1. What have been essential elements of the preparatory process?

We are targetting at a regional mobility plan (cityregion Haaglanden)

Inventory of excisting plans: national and regional guidelines and targets, socioeconomic indexes (population, car ownership and usage, spatial plans, envirnmental indexes)

Inventory of the irreversable plans of neighbouring regions and and the different cities

Inventory of the idea s of stakeholders: inhabitants chamber of commerce, PT companies (national railroads)

Inventory of the scope of the prognozed availabilty of budgets.

2) *key approches and solutions*

2-1) making prognozes of the "do nothing" situation: what kind of problems do we have to face if the transportation planning is "as always" congestion, envirnment, accidents exploitation of PT capital need etc

2-2) scenarios: long term planning: infrastructure, related to spatial planning

The most important thing is the role of the different partners: it is in the interest of the commercial partners to keep qualitiy of urban envirnment, accessibility safety. It is essential to prevent competition in the field of envirnment and accessibility. and who pays what: an open planning proces.

what is the "best" transportation scenario: wich spatial development is the best seen from the mobilty effects. In many cases there is lack of space, so there are only 2 or 3 spatial scenario s. The new transportation plan is based on the excisting PT infrastructure: bring dwelling, urban vitalisation, econmic activities to the places where the infrastructure is already there: maximum/minimum mobility effects for PT support for exploitation.

3) *Implementation*

short term circulation plans: make best use of excisting infrastructure: modal split, PT planning based on sound exploitation, demand management: arrangements with companies. parking pollicy, 30 km zone s, parking and "garaging" as a result of growing car ownership, traffic management

4) *PLANS ENSURE IMPLEMENTATION BY SAFEGARDING THE FINANCIAL RESOURCES:*

relation between spatial devel and payment for infrastructure and eploitation PT (this days we get money from the central government wich reflects the problems and the need for level playingfield

traffic management: sometimes it is "more efficient" to use the infrastructure as a whole, not each trustee(?) its own. Therefore we established regional transportation authorities.

Within the region there is subsidiarity: ech communitiy does what is possible at it level;

5) *arrangenments for evaluation*

In NL we have a tradition in working together: so we evaluate the different pollicies in close harmoney. but in practise evaluation is on project base.

6) *Duration and review*

strategic plans have a durarion of 12 years, but are every 4 years revieuwd (we have elections every 4 years).

TOPIC: Piano Urbano della Mobilità (IT); EXPERT Alberto Santel

1. What have been essential elements of the preparatory process?

The essential elements that permitted to realize the " Sustainable Urban Transport Plans", in Italy are mainly included in:

- the low n°340/2000 that's stated about the procedures to prepare and improve the PUM (Piano Urbano della Mobilità / urban mobility plan). There's to say that it hasn't been pulled into practice yet because the government didn't approve the "realization rule" and it has moved the financing scheduled for realizing the PUM to the law for the realization of the great infrastructural works,

- the legislative decree n° 400/1999 that modified the previous n° 422/1997 with which the national government trasferred to regional governments all legislative powers about public transport,

- the ministry decree 60/2002, with which the national government trasferred to regional governments all legislative powers about the air quality improvement, in execution of the correspondent EU directives. According to this law the Regions have to individualize the areas when the limits of the air pollution have been overcome (especially in the principal urban areas where traffic emissions are responsible for at least ¾ of the totality of them) and adopt / finance together with the local government the necessary provisions to reduce the pollution within the limits of law.

The innovative principles of the above mentioned decree consists on:

1) decentralization of the competences from the government level to regional one .

2) the creation, to the local level, of strong public subjects to exercise their planning, administration and check functions ("Agenzie", as the "PTA/PTE" in UK and as the "Autorités organisatrices de transport" in the French experience);

3) a new vision in the management of the public transport services, with the transformation of the previous public transport operators in firms that enter to the market, in accordance with the mechanisms characteristic of the competition.

The PUM preparatory process:

the integrated realization of the foreseen procedures from the institutive law of the PUM (340/2000) and Air and Environment Quality Amelioration Law (DM 60/2002) would allow a nearly perfect intervention for the solution of the problem related to traffic congestion and their negative environmental effects in all Italian cities/meropolitan areas.

This procedure is characterized by:

individualization of the areas of intervention, at least all areas in which the air quality limits are not complied (taking into account that, in urban areas, ¾ of the air pollution is made by traffic/transport system)

consultation with local authorities and citizens,

evaluation of the alternatives,

financing of the interventions

monitoring of the results,

and represents a good model for the realization of the directive.

Principal goals that have to be all pursued by the realization of the PUM, are:

1. satisfaction and the development of the requirements of mobility (citizen's and goods);
2. environmental improvement;
3. safety of the transport;
4. services quality
5. economic improvement for the firms in the transport field;
6. economic efficiency in transport.

To make measurable, even if in relative terms, the attainment of such objectifies, models for the accessibility index calculation (ex ante and ex- post) founded on the level of offered service from the transport system (deprive and collective)have to be adopted.

According to the objectifies above mentioned in the individualization of the interventions, PUM has to respect some links, and in particular:

- the respect for existing plans on which PUM not is able affect (for example the regional plan of the transports);
- the technical possibility to realize the interventions for functional phases in way to get of the appreciable and quantifiable benefits in the short and medium period;
- the availability of the financial resources to cover both the costs for investment and for the system management;

Environmental compatibility links are not foreseen since the environmental improvement is one of the objectifies so it plays, in the PUM context, an active and propositive role rather than passive one.

The realization of the interventions contained in the PUM involves a notable quantity of resources both for the financing and the management of the foreseen system.

The PUM has to contain an in-depth analysis of all the possible usable sources for the coverage of the costs.

The main sources would be:

- for the investments financing: external ordinary resources (government financing), extraordinary resources for investments (U.E. co-financing) or from local authorities budget;
- for the management financing: external resources, or ministerial incentives (from Transport and Environment Ministries; tariff from public transport , from the roads-pricing (road and park pricing); local tributes.

Subjects that can access the financings and, then, that have the necessity to compile the PUM, are the urban conglomerations that overcome the threshold of 100.000 inhabitants. They can derive from:

- Single towns with population superior to 100.000 inhabitants;
- Aggregation of neighboring councils with population superior to 100.000 inhabitants;
- Provinces admit neighboring cities with general population superior to 100.000 inhabitants, on behalf of each interested cities;

2. What are the key approaches and solutions addressed?

Leave to the local authorities the more ample freedom in the choice of the infrastructural, organizational managerial technological solutions of intervention, when all possible options have been studied, quantifying the expected results in comparison with PUM objectifies (reduction of the environmental problems etc., as above mentioned), evaluating the external effects and deciding in terms of efficiency / effectiveness of the expense. As already said, the tool across which the local reality defines the intervention mix more appropriate is the Urban Mobility Plan (PUM).

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

PUM is well-grounded on a group of investments and organizational-managerial innovations to be realized in a definite temporal arc.

PUM aims to realize a system that leads the local authorities in conditions to manage the mobility/transport system. It is possible to require grants to the central government for fit interventions to achieve the objectify in the mobility field.

It is important underline that it doesn't subsist any more the link in the choice of the invest-ments, as improvement of supply infrastructures (metropolitan, streetcar, roads, park), or improvement in demand management (road pricing, regulatory schemes, etc.), but it is possible to decide freely what is better to realize to achieve the objectifies of the plan, on condition that the local authority value different options, decide the most effective one and check the results.

The financings, then, won't be more " for works " but " to objectives ".

4. What arrangements have been made for evaluation?

PUM, although is a plan for the whole system of the transports, is articulated operationally in units for each sector of the public and private transport. It’s necessary to avoid that the approval of some adjustment, during the plan development might be required (for example the dimension of a parking lot), put in discussion all the plan with the long consequent procedural course.

The monitoring system, during the ten years of the plan, permits to adjust choices made by the local authorities, and to decide, by the central/regional government that fund the projects, if continue or not to finace a single project when the results are different by the goals.

5. What is the duration of the plans and how are they being reviewed?

PUM, a strategic plan of middle-long term, besides the already existing works, forecasts investments and managerial organizational innovations to be realized for phases in a temporal arc not superior to 10 years with evaluation phases every two years.

TOPIC: Traffic Strategy in Malmö (SE); EXPERT: Torbjörn Suneson

1. Some initial facts and background

Local level: municipalities

- Sweden has 13 municipalities with a population of around 100,000 citizens or more: Stockholm (762 824), Göteborg (479 242), Malmö (267 834), Uppsala (181 231), Linköping (136 373), Västerås (130 092), Örebro (126 247), Norrköping (124 103), Helsingborg (120 381), Jönköping (119 390), Umeå (108 153), Lund (101 164) and Borås (98 659).
- The Swedish system of physical planning is regulated by the Planning and Building Act (PBA). The system is characterized of a strong decentralization to the municipalities. All municipalities (290) are requested to develop and maintain a comprehensive plan which is to cover the entire area of the municipality. The cities and municipalities have a land use planning monopoly. The government supervision of these plans are limited to issues of environment, health and security and specific national interests.
- The Swedish regulatory system works mainly through the Planning and Building Act (PBA) and the Swedish Environmental Code (EC). There are no requirements in the Swedish legislation on specific urban transport (nor traffic or mobility) plans, but the issue is necessary to deal with according to the PBA and the EC. **The transport issues are integrated in the comprehensive plans (PBA)**.
- EC serve as an umbrella for both PBA as well as other special acts connected with the physical environment (for example Road Act, Railway Act and Pipeline Act). EC prescribes environmental impact assessments (EIA) for bigger/major industrial developments and infrastructure projects, and for plans that has considerable impact on the environment. The EIA often take transport issues into consideration. When an activity demands environmental permit according to EC it is possible to include conditions also for transports.
- Most municipalities have on voluntary basis some sort of traffic plan (net plan). The long-term objectives of these have developed over the years. Today they often deal with safety, noise, emissions, urban life quality and sustainable development.
- Some cities, as Malmö and Lund, have made **transport strategies** including targets, actions and monitoring/evaluation – something closer to SUTP. Even other cities and municipalities (not only from the 13 mentioned) have started work in different manners or shown interest to start.
- Many municipalities work with local environmental action plans/programmes – including transport issues.
- 107 of the 290 cities and municipalities (including all of the 13 above) has, in the system of Climate investment programmes (Klimp) developed a general GHG emitting strategy and action programme proposals for its local area. The most cost effective programmes have received grants from the government –local and regional bodies and business enterprise can apply for funding.
- It is made proposals for action programme in the county of Stockholm (26 cities and municipalities) and in Göteborg region (13 cities and municipalities) exceeded air quality standard (NO_2 and PM_{10}). In other concerned cities the work is in progress.

Regional level

- If there are issues of interest, from a planning perspective, of interest to several municipalities, the government may appoint a regional planning body, which can draw up a regional plan, which is a form of comprehensive plan incorporating several municipalities. The County Council of Stockholm has a regional developing plan (RUFS) – which includes land use planning, all modes of technical indfrastructure (incl transports), as well as economic and social aspects.
- County administrations (government or regional bodies) together with SRA, Swedish Road Administration (with regional bodies), make long term transport plans, primary with the purpose of planning the use of state money for infrastructure investments and maintenances. The plans objectives concerns the same issues as the Swedish objectives for road transport policy; environmental impact, road traffic safety, accessibility, level of service, efficiency and contributions to regional balance and gender equality.
- Regional bodies in all counties make plans for public transports.
- Some ten to fifteen County Councils and other regional bodies are also involved in the activities of Climate investment programmes (Klimp) and have made general GHG emitting strategies and action programme proposals for the regional area.

Commercial enterprises/Business life and other activities

- Many companies in Sweden participate in EMS, environmental management systems such as ISO 14001 or EMAS. Many of them have identified transport and travel as a significant environmental aspect and shown great interest in these issues., But there is a lack of efficient tools to handle these issues in a progressive, structured and efficient way. They work with the issues, but want to improve.
- *To stimulate business to work with transport plans seems to be fruitful.* SRA has subsidised a report from a company (Borlänge Energi) how to work structurally with transports and travels in an ISO 14001 adapted system.
- The system in Sweden (PBA or EC) doesn't include any requirement of SUTP for transport intense activities at the local enterprise (or other environmentally interesting) level of activities. When an activity demands environmental permit according to EC it is possible to include conditions also for transports.

2. Questions & answers - in the form of an example/City of Malmö – Traffic Strategy (a deepened development of the comprehensive plan, on a voluntary basis – not requested, but a possibility in the Planning and Building Act):

1. What have been essential elements of the preparatory process?

   Review of current situation in context with the development of the city – a city in expansion.

   Great political interest in developing the already expansive city to a city with more citizens and more jobs, a city in social balance, attractive in a region perspective and evolving towards sustainability. The Traffic Strategy is **one** part of this planning.

   The strategy was mainly prepared as a project by concerned city administrations.

   The proposal was widely consulted and within the internal city organization, other concerned authorities, business life, organisations and the public had possibilities to influence.

2. What are the key approaches and solutions addressed?

Expansion of the city in a sustainable way – economically, environmentally and socially.

Attractive city environment and region centre.

Social balance.

Air quality standards. Comment: The standards for NO2 and PM10 and benzene (and other standards coming) seems to become of great importance as incentives in many Swedish cities and municipalities because of the strict regulations and the consequences of exceeded standards.

The strategy is thought as (improved) integration of transport planning with other key planning (environmental, land use etc.).
Comment: Congestion is not such a relatively big problem in Sweden (outside Stockholm and Göteborg) compared to other European cities.

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

Scenario technique has been used - 4 different scenarios

3 main objectives; safe and accessible city, a stronger region and more effective transports.
Description of targets, actions, responsible administration, monitoring and evaluation mainly in the action programme 2004-2006.

4. What arrangements have been made for evaluation?

Description of monitoring and evaluation in action programme 2004-2006.

A first collected evaluation planned to 2006.

No national evaluation planned – so far.

5. What is the duration of the plans and how are they being reviewed?

After a 3 year period according to action plan an evaluation is planned.

TOPIC: Urban Mobiltiy Plan City of Gent (BE); EXPERT: Peter Vansevenant

1. What have been essential elements of the preparatory process?

- analysis of present situation and identifying problems per mode
- involvement of citizens groups (user groups, other stakeholders, …) in the discussion on analysis and identification of problems
- set-up of a steering committee involving all competent authorities (city administration, province, public transport company, railway company, regional road authority, ..)

2. What are the key approaches and solutions addressed?

Relation between land use strategic plan and transport plan

- interaction between land use development and transport networks

- mobility aspects of areas chosen for socio-economic developments (including accessibility and parking requirements)

Networks

- pedestrian networks
- bicycle networks
- public transport network
- car network (including road hierarchy, speed categories and traffic calming, parking management)

Accompanying measures

- addressing actors (schools, families, employers,…)
- financial issues (parking)
- enforcement
- guidance and signs

3. How do plans ensure their implementation (integration of targets/indicators, actions, budgets, responsibilities and monitoring)?

- the plan needs to have a list of actions. Per action is summed up: responsible authority, authorities that are participators, budget needed, term of the action (short term, middle or long term action). Each year this list of actions is reviewed in the progress report. When short time actions are delayed, an explanation is needed.

4. What arrangements have been made for evaluation?

- evaluation is partly on a yearly basis (progress reports)
- longer term evaluation will depend on availability of data (e.g. travel survey for the area). In the plan some possible indicators for evaluation are summed up.

5. What is the duration of the plans and how are they being reviewed?

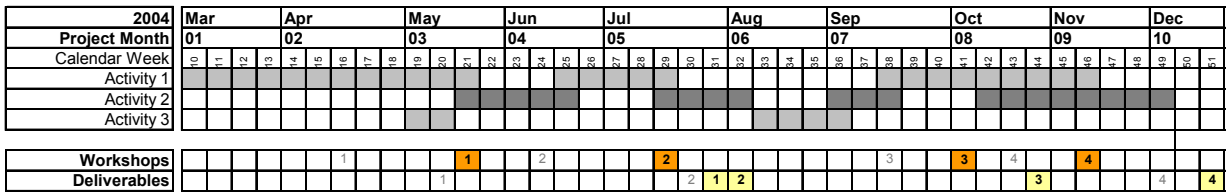
- there is a time horizon of 10 years. Each year a progress report is made. A more thorough evaluation and adaptation is planned after 5 years.

7.3 Workplan

Figure 2: Activity schedule of the Expert Working Group

Activities	Month	Date
Activity 1: Workshop preparation and synthesis	**Mar-Nov**	
Workshop 1, Brussels, DG Environment *Topic: What's in the plan? - Key components of Sustainable Urban Transport Plans (SUTP)*	May	19.
Workshop 2, Brussels, DG Environment *Topic: How to realize the plan? - Procedures for preparing and implementing SUTP*	Jul	13.
Workshop 3, Brussels, DG Environment *Topic: How to support the plans? - Framework conditions for SUTP preparation*	Oct	05.
Workshop 4, Brussels, DG Environment *Topic: What guidance is needed? - Recommendations for enhancing SUTP preparation in European cities*	Nov	9.&10.
Activity 2: Summary of results and reporting	**July-Dec**	
Preparation of deliverable D1 - Inception Report	Jul	28.
Preparation of deliverable D2 - Interim Report	Aug	06.
Preparation of deliverable D3 - Draft Final Report	Oct	29.
Preparation of deliverable D4 - Final Report	Dec	17.
Activity 3: Complementary desk research	**Aug-Sep**	
Specific research (as identified by the WG)	Aug-Sep	
Activity 4: Expert papers	**Apr-Oct**	
Written contributions on WS1 discussion topics	May	09.
Written contributions on WS2 discussion topics	Jul	03.
Written contributions on WS3 discussion topics	Sep	25.
Written contributions on WS4 discussion topics	Nov	31.

Figure 3: GANTT chart of activities, workshops and deliverables



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