



VALENCIA april 2009

# EMTA brief

European Metropolitan Transport Authorities

## Mobility Plans: the way forward for a sustainable urban mobility

Planning has always been a usual activity in the transport sector, whether it was in the hands of administration at a higher level giving main strategic orientations in the development of road traffic or railway services, or in the hands of public transport operators.

Since the past ten years though, the planning of public transport activities has become more of a subject for research and a new task for the Public Transport Authorities.

As a result, comprehensive planning documents bearing various names such as urban mobility plan or mobility master plan or local transport plan, have emerged and enjoy quite a success even calling the attention of the European Commission<sup>1</sup>. What is so new about those planning documents, which purpose do they serve, what are their strengths and weaknesses, are they the way forward to better deliver mobility services in metropolitan areas?

*The following summary is taken from an EMTA workshop held in Valencia in April 2009 where the transport authorities of the metropolitan areas of Barcelona, Paris-Ile de France, Madrid, London, Sheffield, Turin and Warsaw shared their experience. The full recording of the session along with the different presentations from the speakers can be downloaded at [www.emta.com](http://www.emta.com)*

The practice of Urban Mobility Plans has emerged in the past ten years as a comprehensive road map, reflecting real concern on how public transport should develop as a sustainable activity itself, but also to support economic activity and reinforce social cohesion. Those local comprehensive strategies in fact signaled the evolution of the Public Transport Authorities themselves. Through the process of decentralization, a large number of central governments in Europe decided to hand over to local administration, whether at regional or sub-regional level, the competencies for urban transport with a view to improve efficiency. As a response to the devolution of new roles and responsibilities, Public Transport Authorities started building a wider strategy for improving transport services, based on the existing transport networks and including new technologies and new services related to mobility at large. They also included a variety of actions such as tariff integration, green zones and the promotion of soft modes.

### Transport Authorities have different experience of the Urban Mobility Plan that reflect local circumstances.

Often what prompted the laying out of a Urban Mobility Plan is a national legislative initiative and the necessity of combating pollution.

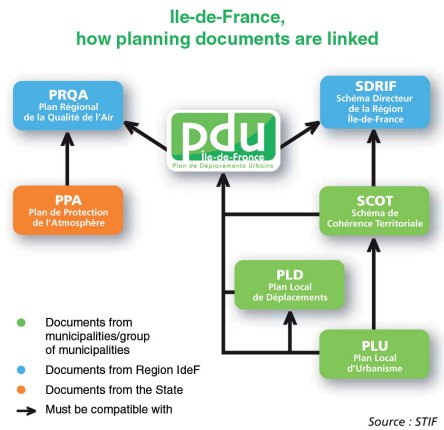
In Barcelona the Regional Government of Catalonia, after approving the National Mobility Directives issued from the Mobility Law of 2003, entrusted the Transport Authority (ATM) as Regional Mobility Authority with the new task of drawing the Urban Mobility Plan (PDM) including targets for reducing pollution. The PDM was approved in September 2008.

In Ile-de-France, the mobility plan was made compulsory as a provision of the Law on Air Quality (1996). The first Mobility Plan (PDU 2000-2005) was set up by the National Government, then, thanks to the devolution of competencies to the transport authority STIF, the latter inherited the task to assess and revise the Mobility plan and launch the following one.

In the case of Spanish Regions, a new actor at national level within the Ministry of Energy, the IDEA (Institute for the efficiency and saving of energy) developed a specific programme within the national strategy for Energy Saving for 2004-2012 known as "E4+" that allows Spanish Regions to receive funding in order to achieve the targets of "E4+". Among the actions are

<sup>1</sup> European Commission in the Green Paper "Towards a new culture for urban mobility"(2007) recommends the taking up of sustainable urban transport plans at local level.

transport measures and notably Urban Mobility Plans, mobility plans for trips to work (work travel plans) and the development of public transport by road. The Transport Authority CRTM is responsible for the implementation of those plans.



As of Warsaw it all started with the first transport policy document in 1995, then completed with a Strategic Vision for the development of the city towards 2020 drafted by the City of Warsaw. In the years 2007-2009, a new Strategy for Sustainable Transport Development was drawn as a continuation of the above documents. The main point of the strategy is the sustainable transport development plan which unfolds into 2 goals. One is the settlement of a metropolitan Transport Authority, in cooperation with the regional government, covering the main city and the surrounding municipalities<sup>2</sup>.

The second is the modernization of the transport system taking all modes simultaneously into account, with a view to upgrade (tram network), to extend (building of 2 metro line), to replace and "green" the vehicle fleets, to improve bus route conditions, and to achieve integration of fares and of sub-systems in a comprehensive way (eg integrate the suburban train services into the urban transport network). Warsaw working on the wider scope of Urban Mobility, adds measures concerning road safety, walking and cycling policies and contemplates the possibility of a road charging scheme but only after the transport system has been improved.

In Torino the situation was a preexisting overlapping of different levels of planning (from region, province and municipality) and a real expertise of the urban transport operator for the transport planning. The

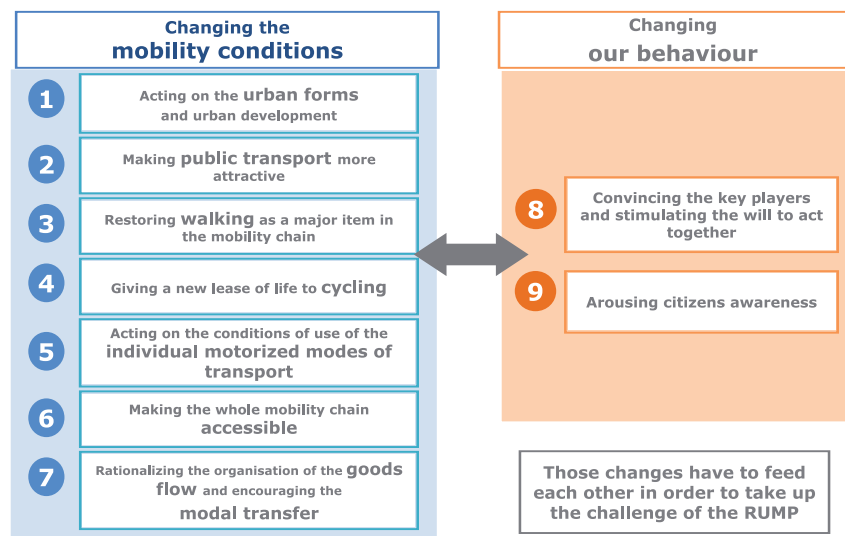
planning of transport services was handed onto the transport authority AMMT when created in 2003 by law. Interestingly the scope is at once a metropolitan one (Torino city plus surroundings) and covers public and private transport modes. AMMT is also bound by the law to write the Mobility Plan. It started planning in 2005 with a mobility and transport development plan that encompassed road traffic, Public Transport network, environmental impacts with appropriate assessments, then articulated the document with other planning documents on railway services and tariff integration.

The context of Sheffield metropolitan area is the following: Public Transport Authorities PTAs have according to the law of 2000, to deliver along with 4 other partners (from highway, parking and land-planning administrations) the Local Transport Plan

**not only do they have to be compatible with national targets but they even become an important tool at local level to fulfill the national effort in combating climate change and supporting economic and social challenges.** ATM Barcelona also sees the PDM as a tool to rationalize and consolidate various pre-existing separate sectoral plans. VBB Berlin-Brandenburg adds these plans are very efficient tools that hold the whole transport strategies together.

Mobility plans are comprehensive documents. They cover main areas such as the management and monitoring of regional mobility, the promotion of collective public transport and the enhancement of soft modes (walking and cycling) with a view to influence modal shift from private car to collective or non motorized means, the

**STIF - The challenges of the revised urban mobility plan to reduce road traffic and promote alternative modes of transport**



(LTP) that must be approved by regional partners then given permission and funded by national government.

The reason was first to pass down national funding of city regions to local areas for implementing the LTP measures and second to contribute to the fulfillment of national targets about the air quality. First generation 2001-2006 of LTP was assorted with bonus mechanisms of "reward funding" which were felt incentive but disappeared with the second generation.

**All these Mobility Plans somehow refer to a wider national strategy and**

transport and distribution of goods, and to a certain extent the planning of road traffic and the organization of parking (London, Barcelona, Torino). Targets are precise which relate to environment, to expected modal share, to noise. Guidelines are issued (in Barcelona and Madrid) to facilitate implementation of measures by local actors and in particular municipalities. And lastly, sets of indicators are elaborated to monitor progress and assess the results, for the emphasis must be put on delivery as Sheffield stresses, detailing the three axes of evaluation in the LTPs: about the delivery of the announced scheme, about

<sup>2</sup> A draft-law is foreseen end of 2009.



	Agenzia per la Mobilità metropolitana TO + 31 Municipalities	TP Company GTT former ATM Bus Tram Metro	City of Torino	Province of Torino 315 Municipalities	Region Piemonte 8 Provinces
< 2000		5T Project	General Plan of Urb. Traffic PGTU		Regional Transp. Plan
2000		IMQ 2000	5T Private/Public Company		Agenzia was established by law
2001					
2002		IMQ 2002	Urban Traffic Plan PUT		
2003	Birth of Agenzia	PT development Strategy			
2004	Start of Planning activities	IMQ 2004	Mobility & PT develop. (1st metro line eval. tn)		Regional Transp. Plan
2005			Mobility & Transport development (2nd metro line evaluation)		
2006	IMQ 2006	SFM development			
2007	2007-9 -> PT Plan	Urb. PT Upgrade Plan		2007-9 PT Program	2007-9 PT Program
2008	IMQ 2008	Tariff Integration devel.		5T Public Company	ITS & electron. ticketing @ regional scale
2009	Railway node evaluation		Urban Mobility Plan PUMS	Province Strategic Plan	Agreement with Govern. for funding
2010	IMC 2010	"Strong network" 2012			
2011	Metropolitan Mobility Plan PLIM				
2012	Agenzia gets competence on metro				
	Start of SFM operation				

the related spending of money and finally about how in fulfilling the first two axes, are the indicators on a trend basis positively affected.

The Mobility Plans have developed in a positive way and numerous implemented actions are successful. Work travel plans, strongly emphasized in Madrid by way of a specific network of T-lines (T standing for trabajo, spanish for work) put in place to reinforce the provision of service at peak hours is an example of flexibility and efficient answer on the part of the Transport Authority.

**The process of adopting a Mobility Plans is described in similar ways by the transport authorities. There is always a consultation phase which is emphasized everywhere.** Transport Authorities such as ATM in Barcelona have

case of Ile de France not only debates are organized in municipalities around the proposed Mobility Plan, but a public enquiry is mandatory by law), is seen by Warsaw ZTM as very enlightening, many good ideas emerge that are taken into account. But most of all, STIF says, it is an important step to raise population interest and hopefully help implementing measures. **Nevertheless, after this long process is over, the final decision belongs to the Board of the Transport Authority.**

### Mobility Plans though aren't an easy path to go.

Mobility Plans are cross-sectors documents, they therefore call for a new mindset among the technicians and training is needed for administrative entities coming from different technical culture to share and collaborate (AMMT Torino, SP Vilnius). The process of implementing measures can be slowed down or even only partially achieved by the diversity of actors acting at different administrative level. STIF Ile-de-France gives the example of road traffic measures which responsibilities are split between the regional, the sub-regional and the local level making it difficult to know who is in charge of what.

Beyond the classical transport network, additional aspects of mobility such as demand management of work travel plans, car-sharing, public bike-renting, even walking, are to be taken into account in the Mobility Plans.

### New aspects of urban mobility combined with the recent devolution of responsibilities at local level, result in an increasing need for expertise and training.

Transport authorities have to acquire new skills to cope with emerging needs of mobility reckons AMT Barcelona, while the recently settled AMMT Torino thinks that expertise is still for a large part with the operator of public transport in the city of Torino. Not least important is the transfer of expertise to municipal level. CRTM Madrid and Stadsregio Amsterdam have pointed out that in the metropolitan area, expertise is more likely to be found in the main city rather than in smaller municipalities where actually many of the measures will have to be implemented.

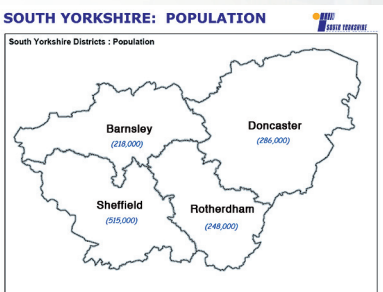
**Mobility Plans, because they embrace the wider scope of reducing congestion, and supporting economic growth and social inclusion, are linked to other planning policies and documents are deemed to interact nicely. Actually it is not always the case.** Sheffield recalls that in the first generation of LTPs (2001-2006) such links with land use planning were assumed to happen but not always did, a five years period of time is too short. Besides the planning activities are still kept running in parallel in the different administrations even if they acknowledge each other's.

### One interesting question is how influential becomes a Mobility plan set up with various partners, when they themselves draw their own planning?

It appears that when the partners are other sector of the administration, one can assume targets are more easily reconciled but when it comes to the private sector it is more difficult to ensure consistency in the long term and go against private initiative in a liberal context. The point of view is shared by Brussels and ZTM Warsaw. ATM Barcelona offers a way to solve the problem by making it mandatory by law that the Transport Authority is consulted about real estate projects and issues a favorable opinion, otherwise the project has to be stopped.

### Lessons learnt from experience by Transport Authorities are numerous

Moving from a local to a metropolitan viewpoint is a slow process. On the other hand, as different local authorities join-up in the process of elaborating the Mobility Plan, it becomes an opportunity for better



a specific Consultation Council, AMMT Torino opted for a specific board of technicians from all administrative levels (Region, province and city) to join-up different expertise. In Ile-de-France at STIF a technical council sits alongside the strategic council. Even if specific councils exist there is a second step, which is that of consulting with the population. This phase, although time consuming (in the



consistency in planning says AMMT Torino, which adds that municipalities enjoy the process feeling that they are better heard than in the previous planning process at higher level.

**The intricacy of inscribing the Mobility Plans into a wider national planning frame, with same objectives but different selected targets or time frames, may generate constraints.** Sheffield emphasizes that targets are chosen locally in the LTPs, however they must contribute to national targets and sometimes all interests aren't going in the same direction. Sheffield gives the example of Manchester where the LTP contemplated to setting a road charging in order to decrease congestion, but the local population didn't agree to the proposition, so the Manchester LTP had to find another way to reach the goal. In the same way, to reconcile national and local objectives, especially when local partners have different time-frame horizons can prove difficult. Sheffield gives the example of suppliers of transport services which are private and operate on a one-year basis, they need to secure profit. This doesn't fit very well into the three to five years planning of the LTPs.

There is also the risk, says CENTRO from Birmingham, that various short term measures don't add up necessarily in a consistent result in a longer term perspective. All the more it is difficult to deliver a major scheme within the five years range of an LTP, especially in case of problems of land use or economic crisis and then little space is left to maneuver towards alternative schemes, stresses again Sheffield.

Several Transport Authorities actually enjoy a high level of integrated competencies, beyond the pure public transport, to reach numerous aspects of mobility activity. TfL is a good example. As a matter of fact, a recent law passed in the UK (December

2008) will result in the evolution of Public Transport Authorities into Integrated Transport Authorities extending competencies over highways and freight management. When asked if this higher level of integration is



the solution to get things work better, the answer is that it certainly helps, but is not sufficient. Another main point of Mobility Plans is the delivery of measures and that happens at local level.



**This remark brings us to consider more closely the municipal level.** Municipalities are crucial actors in achieving sustainable mobility and in particular medium sized to small municipalities surrounding the main city. First of all, this is where the modal share of motorized trips goes as far as 80% in favor of the private car (in Madrid metropolitan area for example) while length of trips are in their majority under 5

to 7km. Typically a large part of those trips could be done by soft modes like cycling or walking and for the longest of them by public transport. The real challenge to reverse the trends towards more sustainable mobility lies with the medium size to small cities within the metropolitan area.

Secondly they often draw their Mobility sub-Plans that have to be consistent with the regional document, hence the guidelines issued by the metropolitan Transport Authorities, as in Barcelona and Ile-de-France. Besides it is at local level that citizens give their comments through debates organized by the municipalities. Therefore, as STIF Ile de France points out, they need to be convinced of the relevance of specific measures and on the other hand, understand that their action will impact the Mobility Plan at regional level.

Thirdly they are the ones who implement

the measures agreed upon. However there is a need for expertise and training of technicians, for one part and there is a need for money for the other part. Municipalities are "the end of the chain", but they shouldn't be the weakest point.



### The Financial issue

Mobility plans are mainly strategic documents, they are not investment planning document, although among the measures agreed upon and depending on local circumstances, they can include some investment schemes, usually not major ones. But again it depends on local circumstances. The case of Warsaw is somehow specific where the necessity to modernize and upgrade the whole transport system led to the laying out of major investment schemes like the building of metro line 2, aside the mobility plan, within the general strategy.



In the case of LTPs, in the United Kingdom, the major schemes (over 5 mio €) are funded by the central Government whereas the ongoing funding for providing services is funded by local tax paid for by the citizens. But **the problem arises says Sheffield when it comes to fund the providing of services related to new infrastructures.**

severeness according to local circumstances and thus the development of Mobility Plans. **The main worry is about covering the operational costs of the whole system when public funds cannot be increased and fare revenues are on the decline** due to a decreasing number of passengers. Responses from Transport authorities are diverse. TfL

**The experience of Transport Authorities with public-private-partnerships PPPs are rather good ones which tends to prove that there is clearly a place for the private sector in the field of mobility schemes.** Several infrastructure projects have been or are currently successful whether in Madrid, Barcelona or London. When it comes to smaller schemes like a bike-rental or car-sharing, business models diverge and implementation is too recent to allow sound assessment. However there is a fear that revenues based on advertising would not be as attractive nowadays for the private sector.



Generally speaking, the financial issue of covering expanded services and higher level of quality resulting from either the recommended measures included in the mobility plan or the simple increase of provision to respond to a higher demand encouraged by successful policy on modal shift, remains a problem. It seems always easier AMMT Torino adds, to fund an investment than to cover current operational costs.

**Sheffield recommends funding are secured on a long term basis (longer than five years) to ensure measures recommended are implemented and the whole system benefits.** This in turn calls for the responsibility of the Transport Authority to demonstrate it delivers value for money.

Then there is the problem of the municipalities. They have to implement the measures and often to launch studies before hand. They not only lack the expertise, they also lack the money. In Catalonia, municipalities contribute to a large extend to financing metropolitan mobility measures. Even in particular schemes like Spanish regions where the "E4+" programme provides for 60% of the funding, there still remain 40% to be covered by municipalities or by the Public Transport Authority as is the case for Madrid. This proves very difficult in recession circumstances.

The economic crisis has impacted the public transport sector with more or less

London reckons some smaller projects of the Mobility Transport Plan had to be postponed. But the fact that the plan enjoys a budget secured by the Central Government for ten years until 2017, and that will cover around 50% of the running costs while the other 50% come from the fare box, even if passenger ridership has indeed decreased compared to 2007, should avoid TfL a major threat. In the case of CRTM Madrid some schemes had to be delayed or postponed, fortunately of smaller importance, for the main investment projects had already happened in the past 12 years and the remaining schemes are related to buses, thus less costly. However CRTM Madrid is contemplating a reduction of transport services on the network in order to adjust to lower revenues, while ATM Barcelona thinks about turning to a loan to be able to maintain the same level of services considering it is a necessary support to economic recovery. What about attracting the private sector? Would it be a break-through?



## Conclusions and recommendations

There has been a long tradition of planning in the transport sector and Mobility Plans reflect the expansion of this activity taking into account the new aspects of urban mobility. The slow process of decentralization devolving more competencies to the regional or sub regional level happened at a time when levels of pollution and environmental threats led central governments to take legal action and set targets to decrease the negative impacts in a wide range.

**The Mobility Plans have emerged as a local response to unacceptable levels of pollution and congestion, of unnecessary damaging consumption of energy and also as a response to the economic and social inefficiency in the dispersion of planning authorities each of them running after its own goals.**

A higher integration of competencies within the Transport Authorities, covering public transport networks, tariff integration, road administration and parking policies and new aspects of urban mobility at large will certainly help. The challenge though lies more with the municipalities. Mobility Plans have regional objectives which must be locally delivered.

**Municipalities are places where strong collaboration with the Transport Authority is useful to stimulate a more pro-active acting; where the transfer of expertise should be cared for to help developing the feasibility studies; and where funding needed for implementing measures is harder to find even if matched by regional funds.**

Members  
as of  
1<sup>st</sup> may 2009



Montréal



## Members 2009

PTA	City	Population	Web Site
STADSREGIO	AMSTERDAM	1,365,485	<a href="http://www.stadsregioamsterdam.nl">www.stadsregioamsterdam.nl</a>
ATM	BARCELONA <i>MoB*</i>	4,857,000	<a href="http://www.atm.cat">www.atm.cat</a>
CMTBC	BAHIA DE CADIZ in summer season	1,194,062 1,512,750	<a href="http://www.cmtbc.es">www.cmtbc.es</a>
VBB	BERLIN-BRANDENBURG <i>President</i>	5,951,809	<a href="http://www.vbbonline.de">www.vbbonline.de</a>
CTB	BILBAO	1,139,863	<a href="http://www.cotrabi.com">www.cotrabi.com</a>
CENTRO	BIRMINGHAM	2,591,300	<a href="http://www.centro.org.uk">www.centro.org.uk</a>
MRBC	BRUSSELS-CAPITALE REGION <i>Treasurer</i>	2,988,029	<a href="http://www.bruxelles.irisnet.be">www.bruxelles.irisnet.be</a>
BKSZ Kht	BUDAPEST <i>MoB*</i>	3,200,000	<a href="http://www.bksz.hu">www.bksz.hu</a>
MOVIA	COPENHAGUEN	1,831,751	<a href="http://www.movia.dk">www.movia.dk</a>
DTO	DUBLIN	1,535,000	<a href="http://www.dto.ie">www.dto.ie</a>
RMV	FRANKFURT	5,000,000	<a href="http://www.rmv.de">www.rmv.de</a>
HVV	HAMBURG	3,320,000	<a href="http://www.hvv.de">www.hvv.de</a>
YTV	HELSINKI	996,000	<a href="http://www.ytv.fi">www.ytv.fi</a>
TfL	LONDON	7,512,400	<a href="http://www.tfl.gov.uk">www.tfl.gov.uk</a>
SYTRAL	LYON	1,373,300	<a href="http://www.sytral.fr">www.sytral.fr</a>
CRTM	MADRID <i>Vice President</i>	6,008,183	<a href="http://www.ctm-madrid.es">www.ctm-madrid.es</a>
GMPTÉ	MANCHESTER	2,553,800	<a href="http://www.gmpte.com">www.gmpte.com</a>
ATM	MILAN	3,700,000	<a href="http://www.comune.milano.it">www.comune.milano.it</a>
AMT	MONTREAL	3,596,000	<a href="http://www.amt.qc.ca">www.amt.qc.ca</a>
RUTER	OSLO	840,000	<a href="http://www.ruter.no">www.ruter.no</a>
STIF	PARIS ILE-DE-FRANCE <i>Vice President</i>	11,491,000	<a href="http://www.stif.info">www.stif.info</a>
ROPID	PRAGUE	1,700,000	<a href="http://www.ropid.cz">www.ropid.cz</a>
CTAS	SEVILLA	1,250,597	<a href="http://www.consorciotransportes-sevilla.com">www.consorciotransportes-sevilla.com</a>
SYPTÉ	SHEFFIELD <i>MoB*</i>	1,292,900	<a href="http://www.sypte.co.uk">www.sypte.co.uk</a>
SL	STOCKHOLM	1,918,104	<a href="http://www.sl.se">www.sl.se</a>
VRS	STUTTART	2,673,729	<a href="http://www.region-stuttgart.org">www.region-stuttgart.org</a>
AMMT	TORINO <i>MoB*</i>	1,531,755	<a href="http://www.mtm.torino.it">www.mtm.torino.it</a>
eTM	VALENCIA	1,732,830	<a href="http://www.etmvalencia.es">www.etmvalencia.es</a>
VOR	VIENNA	2,403,724	<a href="http://www.vor.at">www.vor.at</a>
MESP	VILNIUS	848,008	<a href="http://www.vilniustransport.lt">www.vilniustransport.lt</a>
ZTM	WARSAW <i>MoB*</i>	2,270,585	<a href="http://www.ztm.waw.at">www.ztm.waw.at</a>
AML	LISBON <i>Observer</i>	2,760,700	<a href="http://www.aml.pt">www.aml.pt</a>

*MoB\** : Member of the Board