

# CiViTAS

Cleaner and better transport in cities

# WIKI

## Long term evaluation report

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Responsible Author(s):	Eline Jonkers (TNO)
Responsible Co-Author(s):	Tariq van Rooijen (TNO), Nina Nesterova (TNO), Cosimo Chiffi (TRT), Tito Stefanelli (TRT), Caterina Di Bartolo (TRT)
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## Abstract

This document describes the results of the long term evaluation carried out in the CIVITAS WIKI project.

## Project Partners

Organization	Country	Abbreviation
Nederlandse Organisatie voor Toegepast Natuurwetenschappelijk Onderzoek	Netherlands	TNO
TRT Transporti e Territorio SRL	Italy	TRT
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# Executive Summary

The CIVITAS Initiative was launched in 2002 and its fundamental aim is to support cities to introduce ambitious transport measures and policies towards sustainable urban mobility. After more than ten years of CIVITAS, CIVITAS WIKI has explored its long term effects by means of a long term evaluation, since most of the impacts of measures and policies only become fully evident some period after implementation. The long term evaluation focused on CIVITAS II (2005-2009), during which over two hundred measures were implemented and evaluated in seventeen cities. The long term evaluation was carried out by means of a combination of desk research, questionnaires, city visits, interviews with experts and analyses.

The overall conclusion from the long term evaluation is that CIVITAS has helped cities considerably in introducing ambitious transport measures and policies in support of sustainable urban mobility. It enabled initiatives that otherwise would have taken many more years to achieve, or would not have been achieved at all. Most measures and policies are still in place and most cities have, after CIVITAS II, taken further steps to improve sustainable mobility, despite the economic situation of the last few years which has constrained development in some areas.

The CIVITAS II cities look back at their participation in CIVITAS in a very positive way. CIVITAS enabled them to implement (innovative) technologies, measures and policies, and contributed to the exchange of knowledge, experiences, ideas and best practices. The top three lessons learned from CIVITAS participation are (1) involve stakeholders, (2) do not reinvent the wheel but learn from other cities, and (3) political commitment and support are necessary and critical for success. In many cities, people from different municipal departments and from other companies and organizations worked together for the first time, and still benefit from these links.

In this long term evaluation, about 200 CIVITAS II measures have been analysed. At the end of CIVITAS II, 69% of the proposed measures had been implemented fully, 28% partly and 2% not at all. Currently (i.e. at the time of our information collection in 2014/2015), 66% of the measures are still in place, 17% are partly in place and 17% are no longer in operation. This is considered a good result five years after the project ended, particularly as many of the measures no longer in operation were trials, demonstrations or studies never intended to continue. About 60% of the measures existing today have been subject to further development, e.g. extended, improved, expanded (scaled up) and/or further adapted to the circumstances.

In general, there are several factors which made the measures that are still existing today, and especially the ones that were further developed, a success. The more a measure is in the scope of influence of the city authority, the easier it is to make it a success. Where involvement or participation is needed from third parties (e.g. commercial companies), or travellers (e.g. to use or subscribe to a service), or where many regulations are involved, there are more factors outside the scope of influence of the city authority, and therefore more possible failure factors. The most important drivers for measure implementation and success were the engagement/commitment of organizations and the people involved, and support from outside the project team. Barriers encountered are mostly technical, organizational, financial, acceptance and political. The most successful clusters of measures are Traffic

management and Control, and Cycling and walking. The clusters which have been least successful in the long run are Logistics and goods distribution, Clean vehicles and fuels, and Access and parking management.

# 1 Introduction

The CIVITAS Initiative<sup>1</sup> was launched in 2002 and its fundamental aim is to support cities to introduce ambitious transport measures and policies towards sustainable urban mobility. After more than ten years of CIVITAS, CIVITAS WIKI has explored its long term effects by means of a long term evaluation, since most of the impacts of measures and policies only become fully evident some period after implementation. The evaluation described in this deliverable developed ‘evidence’ of what CIVITAS has achieved in the longer term. The main goal of this evaluation has been to determine the effectiveness of the CIVITAS Initiative to achieve long term sustainable urban mobility outcomes. Several questions have been addressed. To what extent did CIVITAS ‘push’ the cities in the direction of sustainable mobility? Is a new mobility ‘culture’ visible in terms of policies, decision-making or in real-life? What did the cities learn from CIVITAS and how do they use these lessons?

The long term evaluation focused on CIVITAS II (2005-2009), during which over two hundred measures were implemented and evaluated in seventeen cities. This document describes the results of the long term evaluation.

## 1.1 Approach

The approach to the long term evaluation is described in the deliverable ‘Long term evaluation approach’ (Jonkers et al., 2013). This section contains a brief summary of the approach.

The long term evaluation consisted of three steps:

- (1) Review of CIVITAS II results.
- (2) Identification of CIVITAS II cities for more in-depth study.
- (3) Impact and process evaluations for cities identified in Step 2.

In the first step a ‘quick scan’ desk research was carried out to determine the state-of-the-art at the end of CIVITAS II. After the desk research, city authorities were contacted to complete a questionnaire on their experiences with CIVITAS II during and after the project, and the current status of the measures. The results were published in a memo (Jonkers et al., 2014-I).

In the second step, more research was undertaken on the status of the current CIVITAS II measures and the cities for which an in-depth study was going to be carried out were selected. The information gathered in Step 1 served as a basis for this work and the outcome was a second memo (Jonkers et al., 2014-II).

In the third step ten city visits were carried out during which more information was gathered, by interviewing city officials and experts and by observing measures. Based on all the information available, evaluations were carried out for the cities. The evaluations explored the use and effects of measures in a city after CIVITAS in a qualitative way. Finally, the measures and cities which were most successful in the longer term, and the circumstances which made them successful were identified. Conclusions were drawn on several levels:

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<sup>1</sup> <http://www.civitas.eu>

general (overall) level, city level, cluster (type of measure) level. The following research questions were used during the analyses:

- Why was a measure in the long term a success, or why not? Was this dependent on the type of measure, the city, the person working on it, the budget, etc.?
- What was the effect of a measure at the end of CIVITAS II, and what is the effect of that measure now? Are the effects measurable and visible?
- What measure clusters were most/least successful?
- In which areas of Europe were the measures most successful?
- In which type of cities were the measures most successful?
- What other success factors or failure factors can be identified?
- Did scaling up of measures take place?
- How are the CIVITAS II cities now involved in sustainable mobility?
- Were CIVITAS II cities contacted by other cities who were interested in (implementation of) the measure? Did the cities in CIVITAS II learn from each other? Are measures transferred?

The research questions served as a very useful guide and most were able to be answered after the analyses. The one research question that could not be answered is the one concerning the current effects of the measures (second bullet in the above list), because of the lack of data.

## 1.2 Related research

CIVITAS WIKI is not the first project to attempt a long term evaluation of the CIVITAS Initiative or European projects and initiatives in general.

A long term evaluation of CIVITAS I projects was carried out in the CIVITAS CATALIST project (Rupprecht Consult & Goudappel Coffeng, 2010). Its main findings were that 48% of the CIVITAS I measures were still ongoing, the top-three drivers of implementation were political commitment, availability of funding and cooperation-partnership. The top-three barriers of implementation were lack of funding, legislation & regulations, and administrative structures & practices. It also reported that *“Better quality of life is the ultimate aim of any sustainable urban mobility measure. CIVITAS measures are geared to achieve this aim. Positive long-term impacts on the (urban) society are reported, for example, in terms of better environmental situations (reduced pollution and noise), better public health, increased traffic safety, and attractiveness of the city.”* Some other conclusions of this long term evaluation were that there are positive long-term economic and transport impacts in terms of congestion reduction and better accessibility of city centres, and lower energy consumption as a result of modal shifts, successful car sharing schemes and the introduction of clean vehicles. Furthermore, it was reported that *“Many cities have become national or even international role models in the respective thematic fields of sustainable urban mobility. CIVITAS cities are often top destinations for potential take-up cities which want to see how such innovative measures work. They are practically working on the transfer of their innovative measures and ideas. This respected position cannot be attributed to their participation in CIVITAS alone [...]. However, the role of CIVITAS in this regard should also not be underestimated [...].”*

Clémence Cavoli (Cavoli, 2015) has, in her PhD research, examined the EU's impact on urban transport policies throughout Europe and assessed whether the EU has contributed to the generation of sustainable mobility at the local level. As part of this, she examined CIVITAS documentation and other sources. Her research on CIVITAS consisted of the following:

*“[...] examines the impact the EU funding programme CIVITAS has had on urban transport policies in cities, with a focus on cities that have participated in a CIVITAS demonstration programme. However, this chapter does not evaluate the success of individual measures. It looks at whether measures were sustained after the end of the CIVITAS programme and more generally whether the involvement in a CIVITAS demonstration programme has influenced local policy-making, with a particular focus on awareness, decision-making, and policy planning. The underlying question is: has CIVITAS contributed to foster sustainable mobility policies in cities, in the short and long-term? If so, what changes has it generated at the local level?”*

About other research on CIVITAS, Cavoli states the following, which is relevant to our long term evaluation:

*“Although various scholars have analysed the impact CIVITAS has had, most studies have focused on assessing specific measures' outputs and outcomes.*

*(Klementschtz et al., 2012) looked at the successes and failures of the 208 measures which were implemented by CIVITAS II. The authors took into account multiple variables and established a mechanism to rate the success of each measure. However, the focus of the study is on the implementation processes rather than on the output or outcome of the implementation. The authors conclude that the success of CIVITAS measures depends on several variables, including the city's characteristics, the measure being implemented, or the actors in charge; they point out that involving all stakeholders at an early stage of the process often guarantee a more successful implementation.*

*Pflieger ((Pflieger, 2011), (Pflieger, 2012)) is one of the few authors that has discussed CIVITAS in a comprehensive and independent way. (Pflieger, 2012) investigates the impact the CIVITAS programmes have had on local transport policies in four case study cities in France<sup>2</sup>, through the lens of Europeanisation. She attempts to illustrate how French cities have been “Europeanised” as a result of their participation in the CIVITAS programme. In her investigation, Pflieger points out that CIVITAS was mainly used to implement existing political agenda. One of the limitations of Pflieger's study is that it concentrates on French case studies, which limits its capacity to draw generalised conclusions. Overall, this study has found that the impact CIVITAS has had on decision and policy making in cities remains largely unexplored in the literature. This is especially true for the impact CIVITAS has had in the long-term.”*

In the results and conclusions chapters (chapters 2 and 3) we refer to Cavoli's research and results when relevant. Her main conclusions (not specifically about CIVITAS) are as follows:

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<sup>2</sup> It has to be noted that in France national funding programmes and planning schemes on sustainable urban mobility are actively implemented. This is not the case for all other EU countries.

“The findings of this study illustrate that the role played by the EU in the field of urban transport is increasingly important. The main EU influence in this field emanates from its environmental policies in a strong yet indirect way, as well as from its funding programmes in a more direct way but with less effect. EU climate change policies’ impact on urban transport is limited but increasing. Finally this study finds that the EU plays an important role in the field of urban transport and that local policy makers generally welcome initiatives and funding emanating from the European Commission.”

### 1.3 CIVITAS II cities

Seventeen European cities participated in CIVITAS II. All these cities were intensively contacted to fill in the questionnaire. Fourteen cities replied, in alphabetical order: Burgos, Debrecen, Genoa, La Rochelle, Ljubljana, Malmö, Norwich, Odense, Ploiesti, Potenza, Preston, Stuttgart, Toulouse and Venice. The cities that did not respond to the questionnaire were Krakow, Suceava and Tallinn. The ten cities that were visited were Burgos, Genoa, La Rochelle, Ljubljana, Malmö, Norwich, Preston, Stuttgart, Toulouse and Venice. The findings in this document are based on the questionnaires and city visits, so on the feedback of the cities that participated. An overview of the CIVITAS II cities is shown in Figure 1.

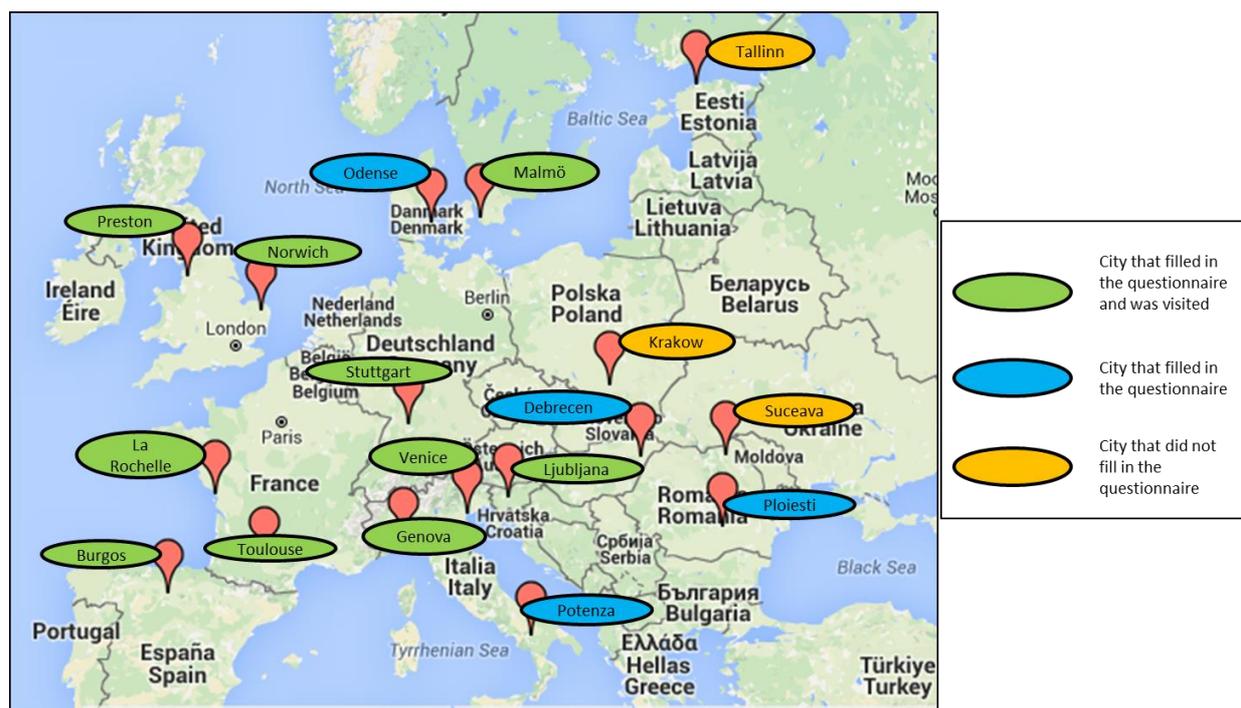


Figure 1: CIVITAS II cities and their participation in the long term evaluation

### 1.4 Structure of the report

This report is split into two parts. In Part I, the general findings concerning the 14 responding cities are described. Chapter 2 is an appreciation of the CIVITAS II measures and how they have evolved since the completion of CIVITAS II. Reflections on how cities experienced their

participation in CIVITAS II and the goals they achieved by participating are given in Chapter 3. Conclusions on Part I are given in Chapter 4.

City specific findings can be found in part II. The main city developments and findings are described in Chapters 5 to 14. These are followed by acknowledgements (Chapter 15), references (Chapter 16), and Annexes.

# Part I: General findings over all cities



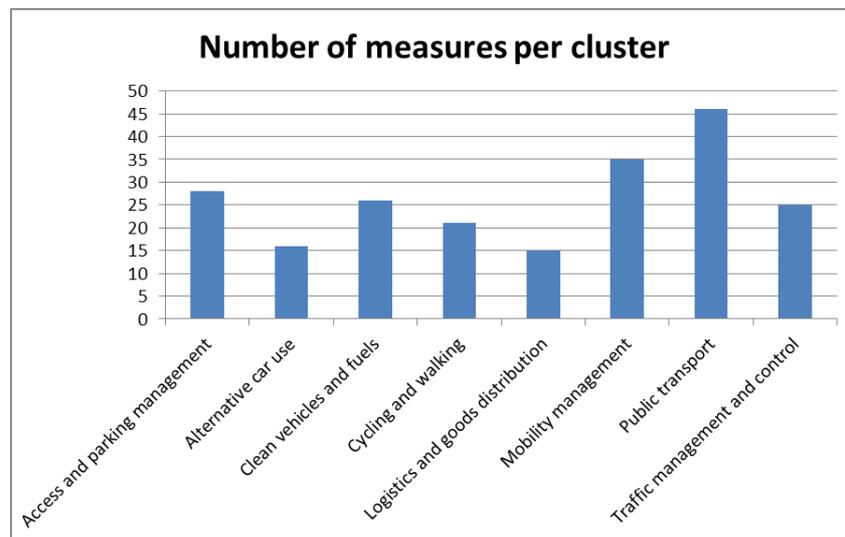
(Source: CIVITAS WIKI)

## 2 CIVITAS II measures and their evolution

This chapter presents information about the status of the CIVITAS II measures in 2009 (end of CIVITAS II) versus ‘today’ (2014/2015 – when the questionnaire surveys were carried out and the city visits took place). An appreciation of the CIVITAS II measures and how they have evolved is presented based on the questionnaire in which all CIVITAS II cities were asked a number of questions about their measures, and the city visits. For further detail on the questionnaire results the reader is referred to the memo on this published in 2014 (Jonkers et al., 2014-II).

In CIVITAS II, 212 measures were planned. The distribution over clusters (measure types) is shown in Figure 2. The largest cluster was Public Transport (22% of measures), and the smallest cluster was Logistics & Goods Distribution (7% of measures).

***In the remainder of this chapter only the 186 measures from the fourteen cities that replied to the questionnaire are considered.*** The cities not taken into account are Krakow, Suceava and Tallinn. This means that 18% of the CIVITAS II cities and 12% of the CIVITAS II measures are not analysed. The distribution of the non-analysed measures over the different clusters is similar to the distribution of the analysed measures over the clusters. Also the content of the non-analysed measures is similar to the content of the analysed measures (based on their descriptions).



**Figure 2:** Distribution of planned measures over clusters

Some of the results in this chapter are based on the questionnaire responses, which are self-reported by the cities. The results depend on the person from the city who completed the questionnaire and his/her (subjective) opinion of the measures. By including the information from the city visits a more objective view was obtained; in some cases questionnaire results were corrected or updated by findings from the city visits. These changes were generally minor. The selection of cities that were visited was based on different criteria (such as willingness to cooperate, regional spread – see (Jonkers et al., 2014-II)) and we do not expect that this results in a bias on the outcomes.

## 2.1 Status of measures at the end of CIVITAS II (2009)

At the end of CIVITAS II 129 of the 186 planned measures (for the fourteen cities) were implemented (69%), 53 partly (28%) and 4 not at all (2%) (Figure 3). Measures that were partly implemented were, for example, modified during the project or during the implementation, or the sample was made smaller than originally planned (e.g. not all planned priority lanes for public transport were realized). There were different measure- and city-specific reasons for the four measures that were never implemented. Sometimes measures changed during the project (e.g. due to new insights), and for some of the measures or cities, this was incorporated in revised measure descriptions.

Of the non-analysed measures, 65% were implemented at the end of CIVITAS II, 31% partly, and 4% not at all. This is more or less in line with the implementation results of the analysed measures. Because the distribution over clusters and the content of the measures was similar as well, there is no reason to assume that the fact that three cities were not included in the analysis, results in a bias.

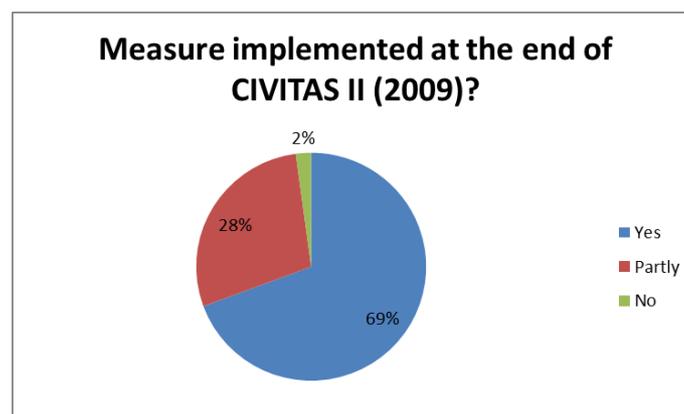
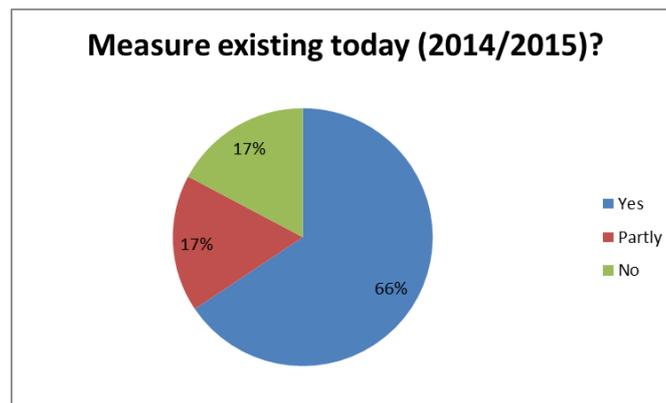


Figure 3: Implementation of measures at the end of CIVITAS II

## 2.2 Status of measures 'today' (2014/2015)

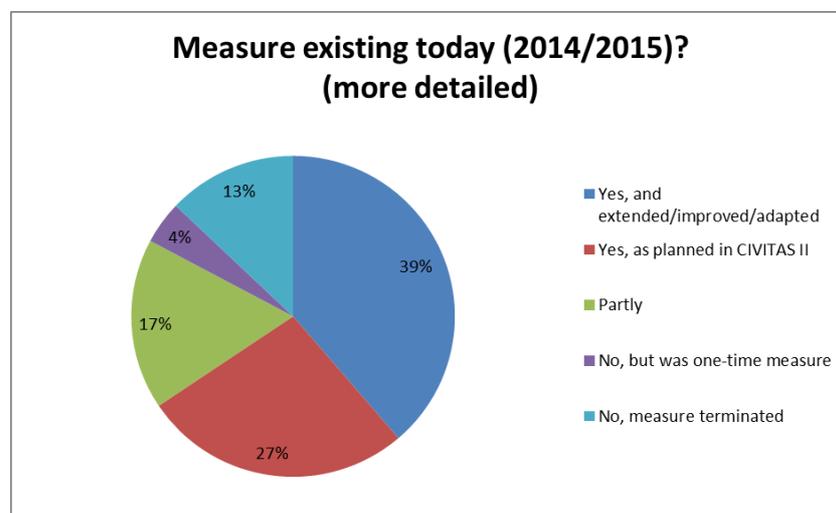
All CIVITAS II cities were asked in the questionnaire to indicate for each of 'their' measures in CIVITAS II whether the measure still existed (yes, partly, or no). After this a follow up question was asked: if the answer was 'yes' or 'partly' the cities were asked to briefly describe the current status of the measure. If the answer was 'no' the cities were asked to briefly describe the reason(s) for that. Further detail on what happened to the measures after CIVITAS II was collected in the city visits and, using this, the questionnaire information was updated.

The results are summarized in Figure 4. Of the 186 planned measures 122 (66%) still exist; 32 (17%) exist partly, and 32 (17%) do not exist. This is a very good outcome five years after the project ended.



**Figure 4:** Existence of measures today

More detailed results are shown in Figure 5 below. 39% of the measures have been extended, improved, expanded (scaled up) and/or adapted to the circumstances. 27% of the measures remain as implemented according to the CIVITAS II plan. 17% of the measures exist partly. This can mean different things; the measures may never have been implemented to the full extent of the initial proposal, or the measures may have been partly terminated or adapted. 4% of the measures do not exist now because they were one-time measures (e.g. a training, demonstration, or development of a plan). 13% of the measures were terminated, due to different reasons (e.g. financial or political reasons).



**Figure 5:** Existence of measures today in more detail

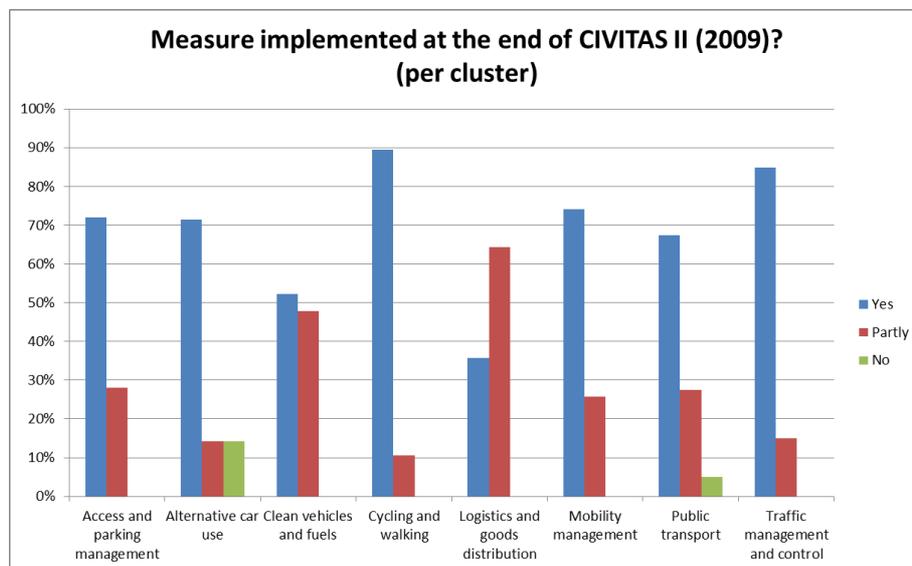
Of the measures that were partly implemented at the end of CIVITAS II, 47% have since then been fully implemented, 40% remain partly implemented, and 13% have been terminated. Of the four measures that were not implemented at the end of CIVITAS II, one has since then been implemented.

(Cavoli, 2015) also investigated the long term impacts of CIVITAS measures by consideration of local transport plans. Cavoli's findings suggested a lower, but still substantial

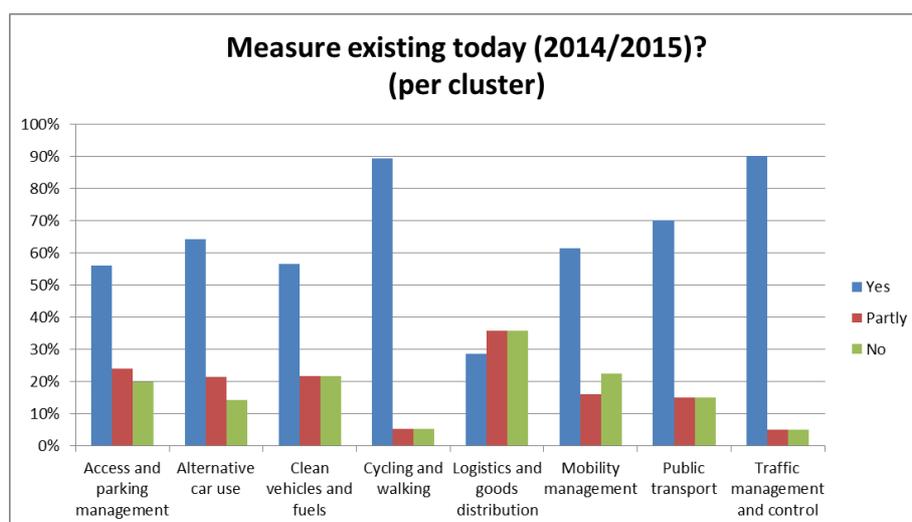
level of maintenance of CIVITAS measures, but this was based on more general analyses of transport plans rather than the questionnaires and visits adopted for this study.

### 2.3 Results per cluster

The implementation rates per cluster at the end of CIVITAS II and the existence of the measures today are shown in [Figure 6](#) and [Figure 7](#) respectively. The status of the measures today is related to the implementation rate at the end of CIVITAS II: clusters with relatively high implementation rates at the end of CIVITAS II have a relatively high ‘existence’ rate today, and clusters with relatively low implementation rates at the end of CIVITAS II have a relatively low ‘existence’ rate today.



**Figure 6:** Implementation of measures at the end of CIVITAS II per cluster



**Figure 7:** Existence of measures today per cluster

Based on the city visits and questionnaire results, various conclusions can be drawn about the success of measures and measure clusters, and the factors which contributed to the success. In general, the more a measure is in the scope of influence of the city authority, the easier it is to make a success of the measure. Where involvement or participation is needed from third parties (e.g. companies) or travellers (e.g. to use or subscribe to a service), or where many (national and/or European) regulations are involved, more possible failure factors are introduced. Other important factors are the investment and operational costs needed for a measure. The lower the investments for implementation of a measure, and the lower the operational costs (after the measure is implemented), the easier it is to implement and maintain. A third, general comment that can be made about the successfulness of measures, is that synergies between measures usually contribute to their success.

Cluster-specific results and findings, both quantitative and qualitative, are given below. For each cluster it is stated how it scores compared to the other clusters in terms of continuity or how successful it was. For this, we compared the existence rate of the measures in that cluster in 2014/2015 to the existence rate of all measures. The qualitative findings are based on our impressions of the city visits and interviews. They should be judged in that way, and they should not be seen as factual statements for which we have evidence.

**Access and parking management** measures score a little below average in terms of continuity compared to the other clusters. In 2009, 72% of the measures were fully implemented and 28% were partly implemented. Today, 56% of the measures still exist fully, 24% partly and 20% are no longer in place. Acceptance plays a large role in this cluster. For access restrictions there can be considerable stakeholder opposition (e.g. from businesses and from citizens). However, the benefits of access restrictions are increasingly evident and accepted. Parking restrictions usually encounter less obstacles in relation to acceptance, only cooperation with private parking garages can be difficult. A key element for success for both access and parking management has been to keep it simple. The easier a scheme is to understand, the higher is the acceptance and hence its success. For access management an integrated approach is recommended, by looking not just at (for example) road pricing and low emission vehicles, but also at people (pedestrians and cyclists), public space and the quality of life. In some cities it was reported that access restriction schemes gave better results when a traffic control centre was involved in the automated functioning of moving bollards and cameras. In the long run, successful access restriction schemes (e.g. in historical centres) produce a change in mobility habits (e.g. increased use of park & ride facilities, public transport, walking and cycling) thus reducing the demand for parking places in (and possibly in the proximity of) the restricted area.

**Alternative car use** measures score about average in terms of continuity, when compared to the other clusters. In 2009, 71% of the measures were fully implemented, 14% were partly implemented and 14% (two measures) were not implemented. Today, 64% of the measures exist fully, 21% partly and 14% have still not been implemented. Of the current measures, the number which have continued and developed is higher than average. As the success of these measures (e.g. carpooling) depends very much on people wanting to use them, incentive programmes (especially in the starting phase) can help motivate a real change in

mobility habits. As these measures were part of CIVITAS, many initially depended on the provision of public funds, although, as private organisations were usually involved, the measures developed to become self-sustaining. However, it is to be noted that in some countries (and cities), this type of measure is more successful than in others. We do not know what causes this difference and what circumstances contribute to a successful implementation (and high usage) of carpooling.

**Clean vehicles and fuels** measures score below average in terms of continuity when compared to the other clusters. In 2009, 52% of the measures were fully implemented and 48% partly implemented. Today, 57% exist fully, 22% partly and 22% are no longer in place. All the cancelled measures were intended to be long term activities, and the number of measures which have continued to be developed is below average. There are a number of reasons why these measures have been so difficult to implement and maintain. Firstly, in some cases, the measure has been overtaken by external developments, for example in case of biofuels. In the preparation of CIVITAS II, biofuels were popular and promising, but technological and other changes impacted on market opportunities and penetration. Secondly, there were a lot of innovative trials in these measures which have a higher risk of failure than measures that have already been proven in practice. Thirdly, these measures were often expensive, and funding was not always available after the end of the project. The availability of public funding (also in form of incentives) is important for this type of measure. Finally, (national and European) regulations are important for this cluster, and sometimes these regulations were a barrier. However, many of the cities have, after CIVITAS II, made progress in the area of new clean technologies, and further steps have been taken in the introduction of clean vehicles and fuels. Also, testing clean vehicles and fuels in real life situations in cities, whether successful or unsuccessful, is always beneficial for other European cities, because lessons can be learned about what solutions are reliable and promising.

**Cycling and walking** was a very successful cluster. It had a very high implementation rate in 2009 (89% of the measures was fully implemented and 11% partly implemented). Today, most measures in this cluster still exist (89% fully and 5% partly). The number of measures on which work has continued and developed is also higher than average. The one measure that no longer exists was a one-time measure. What made these measures so successful? Firstly, the measures were implemented at the right time. The focus on health and active mobility, and liveability of cities has grown, and this has contributed to the success of cycling and walking measures. Secondly, city authorities have high levels of control over this type of measures (implementation as well as maintenance), since third parties are not usually involved and measures are static (e.g. a cycle path). Finally, cycling and walking strategies are often part of a larger shift towards a more sustainable city, and these measures are often supported by other measures, such as access restrictions, and stimulation and promotion activities, for example at schools.

**Logistics and goods distribution** (the smallest cluster with 14 measures) was less successful in the long run compared to the other clusters. In 2009, 36% of the measures was

fully implemented and 64% partly. Today, only 29% exist fully, 36% partly and 36% are no longer in place. Also, the number of measures which have continued to be developed is below average. Those measures terminated were quite complex schemes (in contrast to the successful measures that were usually of a simpler nature, dealing with providing information, building awareness, designing routing and signing), were expensive (and could not be sustained without public funds), and/or involved considerable effort from stakeholders. The latter is often the case with urban freight initiatives: companies and carriers have to work together closely with the city to make these measures a success, and many companies have to be involved. However, CIVITAS was not a 'market oriented' project and this might be one of the reasons why this cluster turned out to be so difficult. There is the possibility that measures in this cluster were sometimes designed without sufficient commercial understanding. Thus, logistics companies did not always see the value of the measure to them and sometimes were not overly willing to cooperate at all, or after the project funding had stopped. In some situations, measures could be perceived as having a potentially negative impact on their private economic interests. What public authorities can do is set a regulatory framework for a more efficient management of urban freight logistics and goods distribution. However, this can be done only if the public authority is strongly committed, and such a commitment is generally missing. In (Van Rooijen & Quak, 2014) more information can be found about urban freight logistics measures within CIVITAS. The article presents the different measures and their outcomes. The overall conclusion is that partnerships between urban freight logistics stakeholders are essential to make these measures a success.

**Mobility management** measures score about average in terms of continuity compared to the other clusters. In 2009, 74% of the measures were fully implemented and 26% were partly implemented. Today, 61% of the measures exist fully, 16% partly and 23% have been terminated. Of the seven cancelled, three were one-time measures. Many of the measures within this cluster deal with mobility plans (e.g. for citizens, companies, schools). Some difficulties were found involving companies in developing mobility plans, as their resources are not traditionally spent on these topics. For the general public and citizens awareness is an important starting point for the success of these measures. When encountering opposition, it can help to start with special and/or periodic events and after that try to broaden the scope; after travelling in a different way (e.g. cycling instead of taking the car to work) for a certain way, what started as a one time measure can become 'routine'.

**Public transport** (the largest cluster with 46 measures) also scores about average in terms of continuity when compared to the other clusters. In 2009, 68% of the measures was fully implemented, 28% was partly implemented and 5% (two measures) was not implemented. Today, 70% of the measures exist fully, 15% partly and 15% are no longer in operation. The involvement of stakeholders in the implementation of public transport measures very much depends on how public transport is organized within the city and whether transport companies are private, controlled by government, or are something in between, and this has an influence on their success. Furthermore, the rapid evolution of technologies, especially in relation to users' (real-time) information and electronic ticketing (e.g. the rapid diffusion of smartphones and related apps) in this field sometimes plays a decisive role in making some measures outdated and destined to failure. High quality public transport services are needed

in order to keep passengers and attract new passengers, i.e. high frequency lines, reliable service (e.g. by bus priority lanes), and a network (set-up of different lines) that is easy to understand.

**Traffic management and control** is a very successful cluster. It had a very high implementation rate in 2009 (85% of the measures was fully implemented and 15% partly). Most measures in this cluster still exist (90% fully and 5% partly). For two thirds of the measures that still exists, work has continued and developments introduced. The single measure that no longer exists was a one-time measure. What makes it ‘easy’ for the cities to make these measures a success, is that they have full control. Also, these measures contribute to a positive image of the city (competitive, efficient and modern) and have positive and beneficial impacts on travellers. Often the benefits of these measures can be quantified (e.g. throughput improvements because of intelligent traffic lights) which contribute to ‘selling’ these measures to people that make decisions about investments. Traffic management and control measures can also have a relevant contribution in terms of data acquisition and thus can be a valuable source of information for other measures.

## 2.4 Results per city

The results given in section 2.1 and 2.2 have also been specified by city. [Figure 8](#) shows the implementation rate per city at the end of CIVITAS II<sup>3</sup> and [Figure 9](#) shows the existence of the measures today. There are a number of remarks to be made putting the results per city in the right perspective:

- The number of measures per city varies considerably, ranging from 3 to 25. See [Table 1](#) for the numbers.
- In some cities every measure is a very specific, small and targeted measure. Other cities share a number of changes (implementations) under one measure.
- Within each project, there were leading cities and learning cities, the latter mainly from new member states.
- The types of measure that cities have introduced differ. Some cities have more ‘difficult’ or expensive measures, others have many one-time measures, etc.
- The political and financial situation during and after CIVITAS II differs between cities and countries. More about this can be found in part II of this document.

Usually the status of the measures today is related to the implementation rate at the end of CIVITAS II: cities with relatively high implementation rates at the end of CIVITAS II have a relatively high ‘existence’ rates today, and cities with a lower implementation rate at the end of CIVITAS II have lower ‘existence’ rates today.

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<sup>3</sup> The cities that were not analysed have the following implementation rates at the end of 2009 (comparable to what we see in [Figure 8](#)).

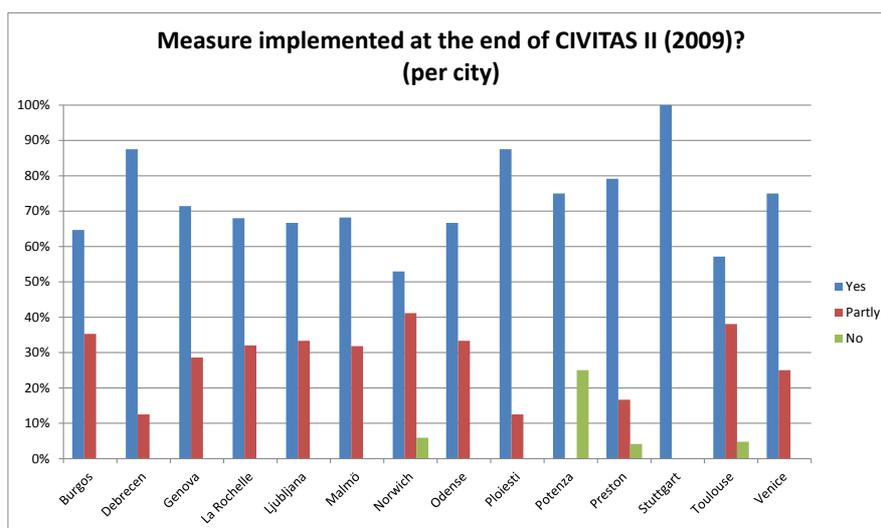
Krakow: 61% implemented, 33% partly, 6% not (total of 18 measures)

Suceava: 67% implemented, 33% partly (total of 6 measures)

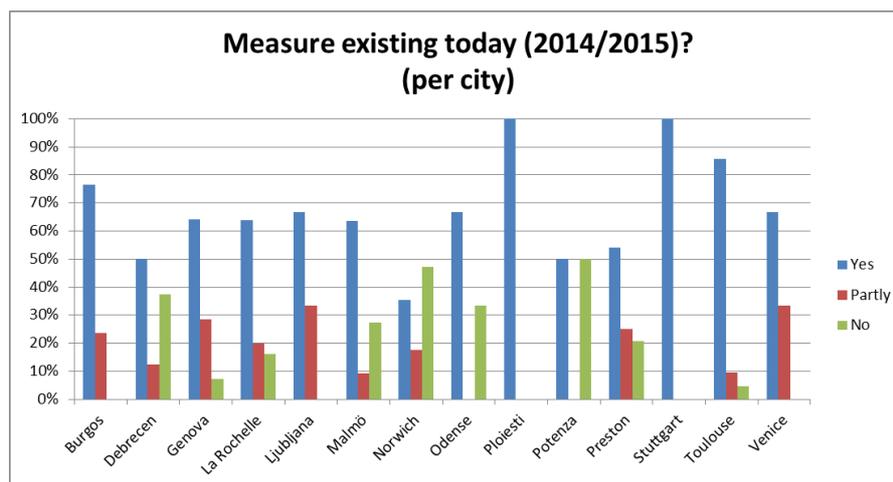
Tallinn: 100% implemented (total of 2 measures)

City	Number of measures
Burgos (Spain)	17
Debrecen (Hungary)	8
Genoa (Italy)	14
La Rochelle (France)	25
Ljubljana (Slovenia)	3
Malmö (Sweden)	22
Norwich (UK)	17
Odense (Denmark)	6
Ploiesti (Romania)	8
Potenza (Italy)	4
Preston (UK)	24
Stuttgart (Germany)	5
Toulouse (France)	21
Venice (Italy)	12

**Table 1:** Number of measures per city



**Figure 8:** Implementation of measures at the end of CIVITAS II (2009) per city



**Figure 9:** Existence of measures today per city

Cities with a relatively high implementation rate at the end of CIVITAS II (2009), are Stuttgart (100% implemented), Ploiesti (88%), Debrecen (88%), Preston (79%), Venice (75%) and Potenza (also 75%). Cities that score about average (around 70% implemented) are Genoa (71%), La Rochelle (68%), Malmö (68%), Ljubljana (68%), Odense (67%) and Burgos (65%). Cities with a relatively low implementation rate are Norwich (53%) and Toulouse (57%).

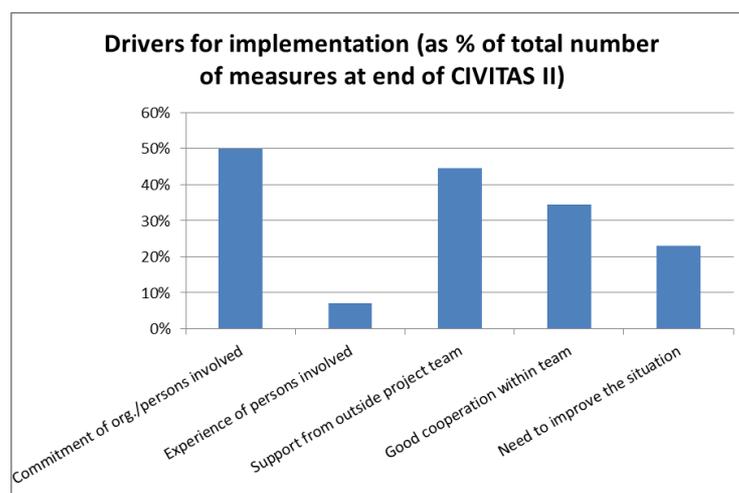
Cities that stand out today are Stuttgart and Ploiesti where all measures have been fully implemented. In Stuttgart, all measures were implemented already by the end of CIVITAS II, and in Ploiesti one measure that was then partly implemented is now fully implemented. Other cities that score well above average for implementation are Toulouse and Burgos. In Toulouse (which scored below average at the end of CIVITAS II), 86% of the measures are now fully in place, 10% partly and 5% not at all. 6 Measures that were partly implemented in 2009 have been fully implemented. In Burgos 76% of the measures exist fully and 24% partly. Cities that score about average when it comes to the implementation rate today are Ljubljana, Odense, Venice, Genoa, Malmö and La Rochelle (between 64% and 67% fully implemented and existing today). Most of these cities also scored about average at the end of CIVITAS II. Cities that score below average are Debrecen, Potenza, Preston with only about 50% of the measures now fully in place, and Norwich (35% of the measures fully exists today). Following CIVITAS II, three measures were terminated in Debrecen (of which two were one-time measures), four in Preston (no one-time measures), and seven in Norwich (no one-time measures). Potenza only had four measures, so one terminated measure results in a large percentage change.

It is to be noted is that it does not mean that a city ‘failed’ if a measure is no longer implemented. The nature of CIVITAS is one of innovation and often important lessons were learned from measures that did not succeed, and this is a successful outcome as well. Also, there are differences between the cities in the number of measures that they have, the type of measures (clusters, one-time measures), the political situation and the financial situation. More about the latter two can be found in part II of this document.

## 2.5 Drivers and barriers for implementation and success

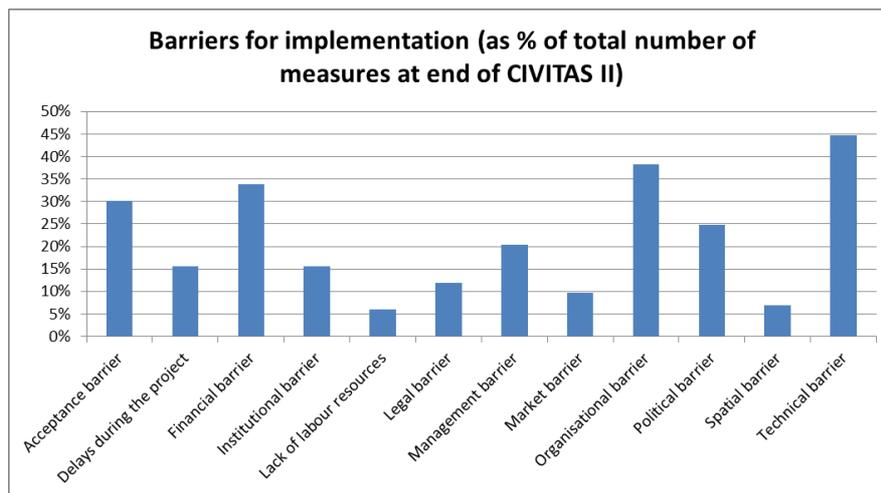
At the end of CIVITAS II, drivers and barriers for implementation were reported for each measure (one or more could be selected from a list of drivers and barriers).

Drivers for implementation are shown in [Figure 10](#) (the percentage of measures for which this driver was reported out of the total number of measures is shown). For half of the measures, the engagement/commitment of organizations and people involved was a driver. Support from outside the project team was also identified as a driver for 45% of the cities. For over one third of the measures good structures, cooperation and management within the project team were a driver, and for more than 20% of the measures an unsatisfying situation or need to improve the situation was a driver. The experience and knowledge of those involved was a driver for less than 10% of the measures.



**Figure 10:** Drivers for implementation reported at the end of CIVITAS II (2009)

Barriers for implementation as reported at the end of CIVITAS II are shown in [Figure 11](#) (the percentage of measures for which this barrier was reported out of the total number of measures is shown). The top five of barriers are technical barriers (reported for 45% of the measures), organizational barriers (38%), financial barriers (34%), acceptance barriers (30%) and political barriers (25%).



**Figure 11:** Barriers for implementation reported at the end of CIVITAS II (2009)

We also matched the scores for drivers and barriers at the end of CIVITAS II with the level of implementation (yes, partly, no) at the end of CIVITAS II, and with the status of the measures today. It is not surprising that measures that were not implemented at the end of CIVITAS II report the most barriers, followed by the partly implemented measures. The fully implemented measures report the least barriers. However, surprisingly, the measures that were not implemented also report more drivers, followed by the partly implemented measures. We cannot explain this result. When comparing measures no longer existing with measures existing today, we do not see much difference between the number of drivers and barriers reported.

Some differences in drivers and barriers between clusters stand out. For Access and parking management, there often was a political barrier (for 48% of the measures). This can be explained as there is often strong opposition to these types of measure, because of the trade-off between liveability within the city and accessibility of the city, and the related economic impact on businesses. For the cluster Alternative car use, the drivers engagement/commitment of organizations and/or persons involved and support from outside the project team were frequently identified, i.e. for 71% and 79% of the measures, respectively. For Clean vehicles and fuels, acceptance was barely mentioned as a barrier, but financial (61%) and technical (70%) barriers were frequently referred to. This is in line with the findings as reported in section 2.3. For Cycling and walking the 'market barrier' was mentioned more than average.

In the questionnaire, cities were asked what problems they had to overcome in their participation in CIVITAS II. The most difficult problems had to do with administration and politics, rather than content. Administrative issues (bureaucracy, management, reporting, coordination, EC requirements) were considered huge burdens on the cities. Politics sometimes caused problems; for example modification or even cancelation of measures due to political or local context changes, lack of support from politicians, concerns about the success and importance of measures, local elections, and different departments in the city administration having to work together.

## 3 City reflections on participation in CIVITAS II

This chapter presents reflections on the way in which cities experienced their participation in CIVITAS II, what goals they achieved by participating, what lessons they learned, etc. This is based on the questionnaire in which all CIVITAS II cities were asked a number of questions about their participation in CIVITAS II, and the city visits. For further detail on the questionnaire results the reader is referred to the memo on this that was published in 2014 (Jonkers et al., 2014-I).

### 3.1 Reasons for participation and beneficial outcomes

The main reasons for participation in a CIVITAS II demonstration project, and the most beneficial outcomes from the project showed significant overlap. Thus, those participating had a good understanding of what they were likely to gain. The main reasons for cities to participate, and the most beneficial outcomes were as follows. Firstly, the ability (with funding) to implement initiatives, technologies, measures and policies. Some of these were already planned, but CIVITAS helped or speeded up their realization. Secondly, in many cities, CIVITAS also played a role when it came to the integration of measures and in making a coherent plan. Thirdly, the outcomes of implementation led to more sustainable urban mobility in the city and improved public transport services and conditions for cycling. Fourthly, the exchange and sharing of knowledge, experience and ideas was seen as a considerable benefit. The networking function of CIVITAS was identified as being very useful and the level of expertise of local teams has improved. CIVITAS helped in creating strong local partnerships and the opportunity to bring together local public and private partners. Fifthly, CIVITAS supported the selection and implementation of innovative measures, approaches, and policies outside of standard solutions. Sixthly, CIVITAS provided the possibility of exploring more deeply the implementation and evaluation of measures. Lastly, CIVITAS helped to raise awareness that CIVITAS politicians and key decision makers need to draw up strategic, long term sustainable transport concepts/plans which involve different stakeholders so as to be able to address the challenges ahead.

A large majority of the cities (93% - thirteen out of fourteen) would participate in a new CIVITAS type of project again. The main reasons for this are to take sustainable urban transport strategies forward, to receive (additional) funding, to exchange ideas and best practices, because of the gains and the positive impact on the city, to showcase and benchmark the sustainable transport ambition of the city, and to (continue to) innovate.

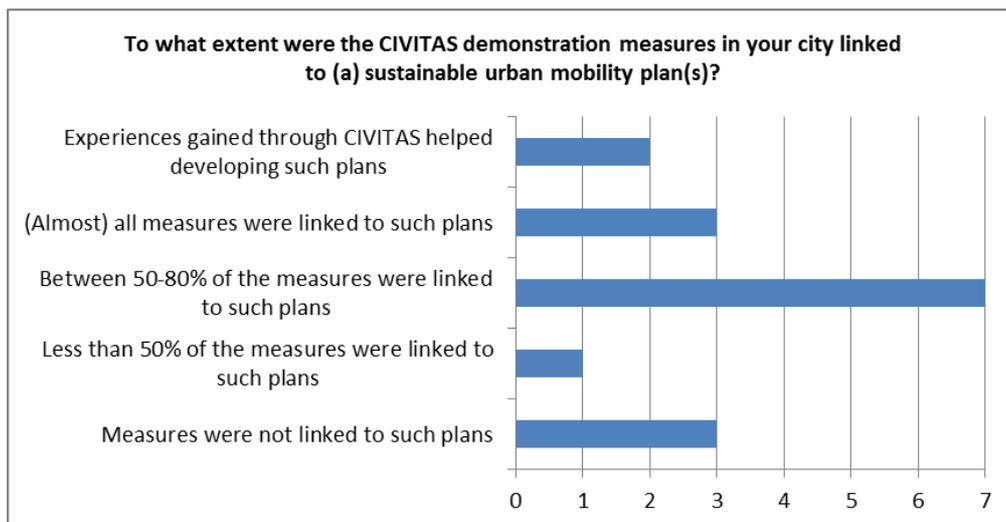
(Cavoli, 2015) also asked CIVITAS cities in a questionnaire why they participated in CIVITAS and what the added value was. Her findings are similar to ours. Furthermore, she adds: *“Many advanced cities in Western Europe used CIVITAS to implement existing ideas, whereas less advanced cities, often from new Member States, engaged in CIVITAS to generate new ideas and were inspired by other cities. [...] Those interviewed and approximately 60% of survey respondents reported that, without CIVITAS, most measures would not have been implemented. [...] Most participants agreed that without CIVITAS, measures would not have been implemented so rapidly on the same scale.”*

### 3.2 Change in mobility situation since CIVITAS II

In the questionnaire, cities were asked to describe the current status of the mobility situation in their city compared to the situation ten years ago (multiple choice question). Twelve out of the fourteen cities described the mobility situation as having improved compared to ten years ago. Reasons for this include, for example, that the use of public transport has increased, public transport has improved, vehicles are less polluting, city planning has improved, levels of walking and cycling have improved, the city is more liveable, and stakeholders are more involved. The other two cities describe the situation as being similar over the ten years. One of them did so because their main problems in the field of mobility and transport are linked to the city characteristics (lack of alternative routes and public transport already widely used). The other city reported that following improvements and progress in many areas, they had been restricted by funding reductions and some services and schemes had to be reduced or terminated. Whilst the (positive) changes in the mobility situations in the cities may have occurred for many reasons, CIVITAS has certainly contributed. The positive context of a greener attitude in Europe has been important over this period. These outcomes are in line with (Cavoli, 2015).

### 3.3 Link between measures and sustainable urban mobility plans

The cities were asked to what extent the CIVITAS demonstration measures in their cities were linked to sustainable urban mobility plans (SUMP). They could choose from predefined answers and multiple answers were possible. The result is given in [Figure 12](#). In this figure it can be seen that the link between measures and SUMP is very variable. For half of the cities, between 50% and 80% of the measures were linked to SUMP. In three of the fourteen cities measures were not linked to a SUMP, most probably because those cities did not have a SUMP. One of these three cities also answered that experiences gained through CIVITAS helped to develop such plans. No relationship between implementation rates and results of the measures in the cities (given in Chapter 2) and the extent to which the measures were linked to SUMP was found. More detailed information about the specific links between measures and SUMP can be found in the city pages in part II.



**Figure 12:** Answer of cities to the question ‘To what extent were the CIVITAS demonstration measures in your city linked to (a) sustainable urban mobility plan(s)?’

### 3.4 Lessons learned

Cities were asked to share their top-3 lessons learned from CIVITAS participation. The overall top-3 were:

- Involve stakeholders, e.g. create local partnerships between key stakeholders to enable synergies, use their knowledge and skills for e.g. citizen engagement, involve user groups and travellers
- Learn from other cities: lessons learned from the entire network provide valuable experience for appropriate planning in the future, technical exchanges improve quality of local actions, experts from outside the city can give valuable input on projects, and approaches developed by partner cities can be helpful
- Political commitment and support are necessary and critical to successful delivery

Other lessons learned included:

- Sometimes the efficiency of innovative low-cost soft measures can be higher than expensive infrastructural developments
- If possible, plan gradual change (steps, phases) for those measures that could be perceived as radical: it helps to remove barriers derived from fear of change
- Pilot projects help to demonstrate the value of new mobility initiatives
- Sustainability of interventions after the project lifetime is key
- Monitoring the effects of the measures implemented, with particular relation to objectives, is important to improve e.g. planning skills
- Planning and linking activities creates wider benefits
- Relationships made through challenging projects stand the test of time
- Uniform management and planning is important

## 4 Conclusions

In the past four years the CIVITAS WIKI team has explored the long term effects of the CIVITAS Initiative (with a focus on CIVITAS II – 2005-2009) by reading and analysing the available materials and mainly by talking to people from CIVITAS cities about CIVITAS, their city, sustainable mobility, plans, dreams and outcomes. All this information provided us with a very broad insight in what CIVITAS can achieve and much more. The people we spoke to were very helpful in sharing their success stories and the difficulties they had and still have in making their city more sustainable. Their enthusiasm and commitment added considerable value to our findings and made our work enjoyable.

The overall conclusion is that CIVITAS has helped cities considerably in introducing ambitious transport measures and policies in support of sustainable urban mobility. It enabled initiatives that otherwise would have taken many more years to achieve, or would not have been achieved at all. Most measures and policies are still in place and most cities have, after CIVITAS II, taken further steps to improve sustainable mobility, despite the economic situation of the last few years which has constrained development in some areas. A particular benefit from CIVITAS has been that people who did not know each other before, in different municipal departments, companies and other organizations, worked together for the first time and have become more aware of each other's interests and competences, and still benefit from these links. Generally, participation in CIVITAS has helped 'push' the cities in the direction of sustainable mobility and provided a sound foundation to take that a step further after CIVITAS II.

The CIVITAS II cities look back at their participation in CIVITAS in a very positive way. Participation helped to make their cities more sustainable and had a positive impact overall; twelve out of the fourteen cities describe the mobility situation as improved compared to ten years ago. The reasons the cities had for participating resonate in the (beneficial) outcomes they experienced, so reasons for participation proved to be the right ones. CIVITAS enabled cities to implement (innovative) technologies, measures and policies, and contributed to the exchange of knowledge, experiences, ideas and best practices. In most cities (part of) the measures were linked to sustainable urban mobility plans (SUMP). The top three lessons learned from CIVITAS participation are (1) involve stakeholders, (2) do not reinvent the wheel but learn from other cities, and (3) political commitment and support are necessary and critical for success.

In this long term evaluation, about 200 CIVITAS II measures have been analysed. At the end of CIVITAS II, 69% of the proposed measures were implemented fully, 28% partly and 2% not at all. Currently (i.e. at the time of our information collection in 2014/2015), 66% of the measures are still in place, 17% are partly in place and 17% have been terminated. This is considered a good result five years after the project ended, particularly as many of the measures no longer in operation were trials, demonstrations or studies never intended to continue. About 60% of the measures existing today have been subject to further development, e.g. extended, improved, expanded (scaled up) and/or further adapted to circumstances. The other 40% of the measures existing today were implemented according to the CIVITAS II plan. Of the measures no longer existing, about 25% concerned a one-time measure (e.g. a training, demonstration, or development of a plan). The other 75% were

either never implemented or were terminated for to different reasons (e.g. financial, other political choices).

In general, there are several factors which made the measures that are still existing today, and especially the ones that were further developed, a success. The more a measure is in the scope of influence of the city authority, the easier it is to make it a success. Where involvement or participation is needed from third parties (e.g. commercial companies), or travellers (e.g. to use or subscribe to a service), or where many regulations are involved, there are more factors outside the scope of influence of the city authority, and therefore more possible failure factors. Other important factors are the investments and operational costs needed for a measure. The lower the investments for implementation of a measure, and the lower the operational costs (after the measure is implemented), the easier it is to implement and maintain.

When looking at the different clusters of measures, two clusters that are very successful are Traffic management and control and Cycling and walking. These clusters had high implementation rates at the end of CIVITAS II and today most measures still exist. Traffic management and control measures are measures that a city has full control over. These measures contribute to a positive image of the city (competitive, efficient and modern) and have positive and beneficial impacts on travellers. Cycling and walking measures are timely because of the growth of the focus on health and active mobility, and liveability of cities. Also, city authorities have high levels of control over this type of measure (implementation as well as maintenance), since third parties are usually not involved and measures are static (e.g. a cycle path). Finally, cycling and walking strategies are often part of a larger shift towards a more sustainable city, and these measures are often supported by other measures, such as access restrictions, and stimulation and promotion activities.

The cluster that showed most problems is Logistics and goods distribution, with a high number of measures terminated. Those measures terminated were quite complex schemes, were expensive (and could not be sustained without public funds) and/or involved a considerable effort from stakeholders. The latter is often the case with urban freight initiatives: companies and carriers have to work closely with the city to make these measures a success, and many companies have to be involved. However, CIVITAS was not a 'market oriented' project and this might be one of the reasons why this cluster turned out to be so difficult. There is the possibility that measures in this cluster were sometimes designed without sufficient commercial understanding. Thus, logistics companies did not always see the value of the measure to them and sometimes were not overly willing to cooperate at all, or after the project funding had stopped.

Other clusters that score below average were Clean vehicles and fuels and Access and parking management. Clean vehicles and fuels measures are difficult to implement and maintain for a number of reasons. In some cases, the measures had been overtaken by external developments, for example in the case of biofuels. In the preparation of CIVITAS II, biofuels were popular and promising, but technological and other changes impacted on market opportunities and penetration. Also, there were a lot of innovative trials in these measures which have a higher risk of failure than measures that have already been proven in practice. Furthermore, these measures were often expensive with many regulations to take into account. However, positive outcomes are that many of the cities have, after CIVITAS II, made progress in the area of new clean technologies, and further steps have

been taken in the introduction of clean vehicles and fuels. Also, testing clean vehicles and fuels in real life situations in cities, whether successful or unsuccessful, is always beneficial for other European cities, because lessons can be learned about what solutions are reliable and promising. For access restrictions there can be considerable stakeholder opposition (e.g. from businesses and from citizens). However, the benefits of access restrictions are increasingly evident and accepted. A key element for both access and parking management is to keep it simple.

When looking at the different cities, some cities have a higher implementation rate (at the end of CIVITAS II) and existence rate (today) than others. Cities that stand out are Stuttgart and Ploiesti, where all measures have been fully implemented. Other cities that score well above average with a high implementation rate of measures are Toulouse and Burgos. Cities that score below the average are Debrecen, Potenza, Preston and Norwich. There are a number of remarks to be made putting the results per city in the right perspective: (1) the number of measures per city varies considerably, ranging from 3 to 25, (2) the types of measure that cities have introduced differ. Some cities have more 'difficult' or expensive measures than others, others have many one-time measures, etc., and (3) the political and financial situation during and after CIVITAS II differs between cities and countries. Within each project, there were leading cities and learning cities, the latter mainly from new member states. However, no clear differences between the success of measures can be seen between cities from old member states and new member states. It is to be noted is that it does not mean that a city 'failed' if a measure is no longer implemented. The nature of CIVITAS is one of innovation and often important lessons were learned from measures that did not succeed, and this is a successful outcome as well.

The most important drivers for measure implementation and success were the engagement/commitment of organizations and of the people involved, and support from outside the project team. Barriers encountered are mostly technical, organizational, financial, acceptance and political. There often were political barriers for the cluster Access and parking management, and financial and technical barriers for the cluster Clean vehicles and fuels.

## Part II: City specific findings



(Sources: <http://visit-hungary.com>, <https://commons.wikimedia.org/wiki/File:Ploiesti-Halele-10.JPG>, <https://commons.wikimedia.org/wiki/File:Ploiesti-Halele-10.JPG>, <http://worldcompetes.com/odense.html>)

## 5 Burgos



(Source: CIVITAS WIKI)

### Background

Situated in north-central Spain and capital of the autonomous Region of Castile and León, the city of Burgos has about 180,000 inhabitants (a density of about 1,700 inhabitants per square kilometre) and is known for its cultural, historic and artistic heritage. The city forms the principal crossroad of northern Spain along the Camino de Santiago, which runs parallel to the River Arlanzón.

Burgos adopted its Sustainable Urban Mobility Plan in 2005. The document covers the period 2005-2015 and now the city is engaged in the update and adoption of a new SUMP, a process developed also within a new URBACT III project, CityMobilNet.

Being one of the most advanced Spanish cities for its sustainable urban mobility system, Burgos has a well-balanced modal share with private motorised vehicles representing only 24% of all trips (it was 30% at the beginning of CIVITAS) and a rising cycling rate that passed from 4% in 2010 to almost 8% today.

### CIVITAS II participation

The maturity of Burgos' mobility system is a result of a long-established commitment towards sustainability that was in fact strictly linked to the participation in CIVITAS II. The CIVITAS strategy was made up of 17 integrated measures, assigned to different departments at the very beginning. In 2008 a Mobility Department was created in order to keep the focus on desired targets and progress towards a more team-based perspective. Burgos took part also in a number of other EU projects and this created an open environment for both exchanging practices and implementing innovative solutions. The city is now looking at more

technological solutions other than the more infrastructural ones that characterised the early stages.

One of the main achievements is the preservation and increased quality of life in its historical centre: the CIVITAS bollards and cameras at gates with a flexible and efficient access management system protect pedestrians and tourists but also consolidated a change in behaviour from citizens, shop owners, couriers and visitors.

The initial city logistics scheme with different time windows in different streets, designed in order to fully answer to stakeholders' requests, was simplified in 2011. There are now just two specific time windows (8:00-10:00 and 15:30-16:30) and this created the pre-conditions for the use of bicycles and cargo bikes for inner city delivery, an option suggested during the CIVITAS demonstration but never implemented. It is now a positive side effect of the improved access restriction scheme.

An increase of walking and cycling has been observed during the weekends. People coming from neighbouring cities also use more P+R solutions and this produced a change in the parking policy strategy. The completion of underground parking facilities, that revealed some unused capacity, was accompanied by the decision of abandoning the CIVITAS objective of increasing parking slots by 40%. These positive results in the city centre had their counterpart in the project for transforming Calle Victoria in the Gamonal district in a more traffic-calm boulevard. A lack in public involvement and information led to protests by residents.

The "Bicibur" bike sharing system was an important part of the cycling strategy of the city. The decision of creating two different cards for using Bicibur and the bus network produced a drop in bicycle uses. The City Council decided to go back to the old system (use of just one integrated card) and also improved the internet website from which it is now possible to manage all subscriptions and being informed about the status of bikes at stations. The cycling network now covers 80 kilometres and there are 1.200 bike racks installed in total.

During the CIVITAS demonstration only 400/500 meters of bus lanes were tested whereas now 9 kilometres are in place. The whole bus network is still quite inefficient with too many lines at low frequency. This problem will be solved within the new SUMP with a dedicated Bus System Plan. Burgos runs a bus fleet of 62 vehicles nowadays all using CNG and biodiesel clean fuels. Biodiesel is still used by municipality and police vehicles, the touristic train in service in the city centre, fire fighters and garbage collection vehicles.

## 6 Genoa



(Source: <https://a2ua.com/genova.html>)

### Background

Genoa, with a population of about 600,000 inhabitants and a density of about 2,500 inhabitants per square kilometre, is the sixth largest city in northern Italy. It is one of the most important ports of South Europe. In terms of accessibility, Genoa has a very difficult street layout due to lack of space as it is developed between the sea and the mountains.

The city suffers from spotted congestion problems though the public transport modal share registered in the city is one of the highest in Italy. This is essentially due to the hilly orography of the city and to its particular position. Narrowed from the sea at the south side and from the hills on the north side, the urban texture is disposed along the coastal line with few communication lines connecting with the back hinterland, with hills and mountains just behind. That is why, under such conditions, also car parks are very few and historically people prefer to use public transport instead of cars.

The current Urban Mobility Plan of Genoa was approved in 2010 and updated in 2012. The idea of the municipality is to draft a new Traffic Plan and to start considering the development of a SUMP (Sustainable Urban Mobility Plan) to be prepared in 2016/2017.

During the participation to the CIVITAS II edition, the city has undergone a period of political changes. New elections will be held in 2017, so at the moment it is difficult to say whether future plans will be realized or not.

## CIVITAS II participation

The participation in the CIVITAS CARAVEL project was overall a successful experience for the city of Genoa. The most successful measures were the Integrated access control strategy & road charging scheme, the Clean high mobility corridor, the Car Sharing service and the Intermodal info mobility platform. Most of the measures implemented are still actual today and have been extended or improved. For instance, additional limited traffic zones have been implemented. Also fleet renewal (towards more clean vehicles) has progressed, but a problem today is the lack of public funding. More general benefits from CIVITAS for the city of the Genoa were:

- Having an opportunity to test novelties and actions, and learn from them
- Networking and learning from other cities (the possibility to find the right person for the right measure to implement)
- Improving the city image, thanks to being part of a European project

Thanks to CIVITAS, the city has mixed different mobility aspects into an overall and sound framework for achieving better transport and mobility within its boundaries. Some of these activities had been planned from start (access management or reserved lanes for public transport), others, instead, already existing, were given a great impulse and boosted to reach further development (e.g. the car-sharing scheme).

In addition, the participation in CIVITAS has helped the city in prioritizing the interventions in the mobility sector within a structured framework. The municipal staff has also benefitted from the participation in CIVITAS as it acted as a “professional training activity” for them.

Unfortunately, political commitment has not been a constant during the project in Genoa, with three elections, however the involvement in the project has been beneficial for the municipality staff and personnel.

## 7 La Rochelle



(Source: [http://www.wikiwand.com/no/La\\_Rochelle](http://www.wikiwand.com/no/La_Rochelle))

### Background

La Rochelle is a French west coastal city – the agglomeration of La Rochelle has a population of 163,000 inhabitants – that belongs to the French department Charente-Maritime. Recently, La Rochelle agglomeration has increased from 18 to 28 communes, and this resulted in 20,000 more inhabitants and 60% additional territory. Therefore, one of the biggest current urban mobility challenges is how to integrate these new territories into the existing urban mobility system, combining zones with high and low population density, and facilitate work-home travel between city and peripheral regions. Other challenges are the development of the transversal approach between transport and urbanization (making sure that the transport strategy is in line with the urban development plans), and changing the modal share (decrease the share of car usage which is now about 60% for work-home travel).

With its participation in CIVITAS II, La Rochelle illustrated that medium-sized cities can be an ideal living lab to test innovative actions in real life conditions and to perpetuate them. The city already had defined a SUMP in 2000 and CIVITAS II arrived at a good moment, when the actions foreseen in the SUMP had to be implemented. Therefore, for the measures which were part of La Rochelle's SUMP, CIVITAS II served as an accelerator. There were also other measures, for which ideas were born within CIVITAS itself, notably inspired by the technical visits and on-the-ground exchanges with other cities.

## **CIVITAS II participation**

La Rochelle has implemented a wide range of measures within CIVITAS. CIVITAS served as accelerator and catalyser to the majority of those measures. The majority of the measures still exists and was extended or improved. To give some examples, the electric buses were a success and the fleet has enlarged after CIVITAS II. Activities in access and parking management have led to the closing of the Old Harbour for car traffic in 2015. This was a measure that was clearly identified in the upscaling activities carried out in the evaluation of the project. The dedicated bus lane in the Beaulieu zone is still used by the buses, and new dedicated bus lanes have been built. They are planning further studies to investigate how to improve the bus connection and create more dedicated bus lines. The bike sharing system still exists and has been significantly strengthened, with the number of bike-sharing stations doubled (more than 50 stations currently), comprising 350 bikes, and new services offered. Some measures did not succeed in the end, e.g. the measures related to biofuels. At the moment of realization of the measures biofuels were very popular, but today not any more because of sustainability issues. At the end of the project the focus was shifted to electric transport following the general tendencies in society. For 2017 a big reorganization of the bus network is planned and the idea is to introduce more clean propelled buses in the fleet; hybrid, electric vehicles and possibly biogas in the mid-term.

Benefits on a more general level of being in CIVITAS II for La Rochelle were:

- More detailed approach to the implementation of the measures
- Enforced cooperation between different stakeholders of city mobility
- Systematic evaluation practices after implementation of the measures

The main success factor for the implementation of measures was a good cooperation between different stakeholders in the process and important support of the local representatives. These factors will be of use for the future challenges as well: accessibility of the Old Harbour area and redistribution of the flows, ensure a good public transport service with limited finance between the city centre and the periphery, and decrease the share of car usage.

## 8 Ljubljana



(Source: <http://www.panoramio.com>)

### Background

Ljubljana is the capital of Slovenia and has a population of 300.000 inhabitants and a density of about 1,700 inhabitants per square kilometre. The city is the largest of the country and located in the middle of Slovenia.

Today, sustainable mobility is an important topic for the city and the political situation has had a large influence on the shift towards sustainable urban mobility. The mayor of Ljubljana, who started this job in 2006, has a clear vision of what he wants to achieve.

Ljubljana took part in two CIVITAS editions, CIVITAS II and CIVITAS Plus. Ljubljana is a good example of what a city can learn from CIVITAS. When it joined CIVITAS, sustainable urban mobility was not an urgent topic in the city. During CIVITAS II, Ljubljana was a so-called learning city. It saw the benefits of becoming a 'green' city based on the experiences of the other cities in the CIVITAS network.

In the CIVITAS Plus (the edition after CIVITAS II), Ljubljana became coordinator of the ELAN demonstration project. The sustainable urban mobility plan developed during ELAN became the source for all transport related policy making in the city afterwards. The new mayor

wanted to return the public space to the public. He succeeded in achieving the closing of a number of main streets in the city centre by convincing the stakeholders with a soft approach of informing them. First a temporary closure was proposed and when it turned out that it worked well this became permanent. Ljubljana is now the green capital of Europa in 2016. Twice it won an award during the EU mobility week.

## **CIVITAS II participation**

Ljubljana became involved in CIVITAS via the local bus company and took part in the MOBILIS project. In CIVITAS II three measures were implemented: (1) implementation of biodiesel and CNG fleets, (2) participatory planning and promotion of sustainable mobility with emphasis on bicycle use, and (3) set-up of information points and campaign on clean vehicles and alternative fuels. The first measure was partly deployed. The city has now shifted from biodiesel to CNG, and hybrid buses will be implemented. Participation in CIVITAS allowed the city and local bus company to make a first step in getting a cleaner bus fleet. The other two measures were implemented and were further extended and renewed in the next CIVITAS edition. After the MOBILIS project, the city got the idea that more effort was needed to reach the goals they had defined. In their second CIVITAS participation many more measures have been implemented and tested.

Besides the actual implementation of measures, benefits of being in CIVITAS for Ljubljana were:

- Learning from the experiences of other cities
- Knowledge on the process of implementation of measures
- Knowledge on managing a project in the European context
- Insight at the end of CIVITAS II that more integrated measures were needed to achieve further substantial change in sustainable mobility (the led to involvement in CIVITAS Plus)
- Ljubljana has become the example of sustainable transport in Slovenia. Together with the Croatian city of Zagreb, Ljubljana took the lead in setting up the CIVINET of Slovenia/Croatia.

Ljubljana did benefit a lot from taking part in CIVITAS. It used the experiences of other cities and had a strong mayor that dared to implement difficult measures with huge impact. It has become now an example of what is possible when a city makes the shift towards sustainable urban mobility.

## 9 Malmö



(Source: <https://www.lonelyplanet.com/sweden/skane/malmo>)

### Background

Malmö lies in the south of Sweden and is the third largest city of the country with about 300,000 inhabitants and a density of about 3,600 inhabitants per square kilometre. The city does not have large traffic problems (congestion is not a big problem), but there are some spots in the city with bad air quality (however, this has already been improving the last few years). The city has a target for car share in 2030: 30% at maximum for in-the-city traffic and 50% at maximum for commuting traffic from outside.

The city of Malmö was already developing policy plans for the city before its participation in CIVITAS II (CIVITAS SMILE project). Before CIVITAS II, there was a policy plan (Traffic Environment Plan or TEP) for 2005-2010, with focus on climate change and greenhouse gases. This TEP was developed during the same time the application for CIVITAS II was written, so there was synergy between the plans. In the aftermath of CIVITAS II, a TEP for 2012-2017 was developed, and this programme is currently running. Focus of this plan is on greenhouse gas emissions but the SUMP also stresses the need for the social inclusion perspective on mobility planning (e.g., how can mobility help employment).

The political constellation in Malmö has helped in realizing the transport policy goals the city has. For example, there is money earmarked for cycling. Also the global trend that has been

there for the last few years (towards sustainability and a greener future) contributed to a positive climate for sustainable transport measures.

### **CIVITAS II participation**

Because of the fact that policy plans were already existing, the issues the municipality worked on in CIVITAS II were not new, but CIVITAS provided the opportunity for funding as well as a coordinated effort. A large amount of (different types of) measures was implemented in Malmö, and most of these measures were quite a success. The majority of the measures still exists and was extended or improved. Especially mobility management measures and biking measures were a success, Malmö is still working on that a lot and CIVITAS really helped getting things going (e.g. a demo bike lane). Concerning cycling, a prize was won for cycling policies and measures, the bike & ride at the central station is a big success, and there now is an ambitious cycling program. The city is planning a cycling highway from Malmö to Lund (18 kms) and they want to improve the cycling routes from cities around Malmö into Malmö. Concerning mobility management, the city has really worked together with citizens and has for example carried out various campaigns to increase the attractiveness of alternative modes in order to stimulate a modal shift away from the private car. Another successful measure was car-sharing. Measures where cooperation with private companies (e.g. hauliers, energy company) was needed involved quite some effort but in some cases the city still benefits from the cooperation.

Other benefits of being in CIVITAS II for Malmö were:

- Stronger network within the municipality and outside of the municipality (e.g. with companies)
- Within the municipality different departments were involved and worked together. More integration of 'hard' and 'soft' measures.
- Opportunity to try new things, innovate, experiment, and learn from that

# 10 Norwich



(Source: <http://www.scenicnorfolk.co.uk/>)

## Background

Norwich is located in East Anglia, Great-Britain, and it is the county town of Norfolk. Norwich used to be the largest city in England after London, and one of the most important places in the kingdom in the 11<sup>th</sup> century. Nowadays, Norwich has a population of 132,000 inhabitants (and a density of about 3,400 inhabitants per square kilometre) and together with the agglomeration around a total of 213,000 inhabitants.

The city of Norwich grew substantially the last decade, leading also to higher transport volumes. Especially the use of the bus and walking increased in the city, and an increase in cycling is expected.

After taking part in CIVITAS, Norwich was hit by the recession that reduced the funding for the municipality. This had effect on the amount of urban mobility activities that could be maintained. Currently, funding has gone up again but this is spent more on highways than on urban mobility.

Before CIVITAS the city already had a transport plan in which the strategy for the region was described, and for CIVITAS part of these plans were translated into practical projects. The transport plan has been refreshed in 2010 (called the NATS implementation plan) and is still continuing.

## CIVITAS II participation:

Norwich was part of the SMILE project in CIVITAS and it implemented 17 measures during its CIVITAS II participation. CIVITAS was a very positive experience for Norwich:

- In CIVITAS transport plans could be realized in practice (through practical projects)

- Successful CIVITAS measures were developed further after the CIVITAS participation
- Norwich learned more on evaluation of projects
- Norwich learned on the management of projects, especially in terms of procurement (the planning and expectations would be more realistic in a future (CIVITAS) project)

The keyword for CIVITAS in Norwich was: *enable*. CIVITAS made things possible. The successful CIVITAS measures are an important result for Norwich. There were some measures in particular that had very positive aspects for Norwich. First, the rail station interchange measure improved the integration between railway station building, bus services and pedestrian links; the connection with the city is now much better. Second, Norwich now hosts the largest not for profit car club in the UK with over 400 members and a fleet of 17 cars around the city. Furthermore, the Low Emission Zone had positive aspects for the city (although air quality has not improved as anticipated), and lessons have been learned for the travel plans.

Norwich is still a member of CIVINET, but it has no further CIVITAS involvement.

# 11 Preston



(Source: [https://en.wikipedia.org/wiki/Preston,\\_Lancashire](https://en.wikipedia.org/wiki/Preston,_Lancashire))

## Background

Preston is a university city, and administrative centre of Lancashire, that lies in the northwest of England and has about 150,000 inhabitants and a density of about 2,600 inhabitants per square kilometre. In the last few years, Preston suffered, like many other towns and cities in the UK, from the (worldwide) recession to quite a large extent. Numerous shops and business have closed. Some of the city's largest employers, including the local authorities, have seen a downsizing of resources. A current priority for the Preston area is to improve highway infrastructure to attract business and people into the city to support economic growth. Before their participation in CIVITAS II, transport plans were already in place. However, funding was a problem.

## CIVITAS II participation

For Preston, CIVITAS II was a way to fund things in a more focussed way, and the city took part in CIVITAS II with their existing transport plans. If CIVITAS had not been there, part of the measures could not have been funded, and they would not have come this far.

Most planned CIVITAS II measures in Preston were implemented, and some of them still exist and were taken further. Clear zones were made to protect the nicer part of the city, and

this has extended to the university area. The shared space principle was an aspiration of the city at the time of CIVITAS but it took a bit longer to establish. Nowadays, the shopping street has changed a lot; there is less space for cars and the new lay-out leads to a speed reduction of motorized traffic. Also work on traffic management has continued and developed. There is real-time traffic monitoring, there has been a lot of remodeling of roads around the city and many improvements have been made to traffic lights, e.g. for making walking in/to the city easier. Other cycling and walking measures were a success as well, just as car sharing. Some other measures have been reduced or stopped, e.g. bus information plans (this is complicated because of different bus companies on the same lines), urban freight, and further smartcard developments. Measures with private companies involved were very difficult to implement and maintain.

More general benefits for Preston of being in CIVITAS II were:

- CIVITAS brought together people locally, and the municipality still benefits from that. For example the highways and public transport department worked closer together there is more communication and things are integrated better. Also links with other parts of the municipality and companies are easier, although some links have faded (because of people leaving). There is more work towards a common goal nowadays.
- Learning from other cities. Preston learned especially from La Rochelle, for example in improving the public realm. By learning you can also avoid the mistakes that others may have made.

CIVITAS helped to 'plant seeds in people's minds'. People got new ideas from being in CIVITAS and it takes a while before these ideas will be realised in practice.

Evaluation remains important for the city. In the UK there is a requirement to evaluate measures after completion to ensure each measure is both technically worthwhile and worth the investment.

## 12 Stuttgart



(Sources: <http://stuttgarter-weihnachtsmarkt.de/en/home/> and <http://www.reddit.com>)

### Background

Stuttgart lies in the south of Germany and is the sixth largest city of the country with about 600,000 inhabitants and a density of about 2,900 inhabitants per square kilometre. Stuttgart has the ‘usual’ urban traffic problems for a city that size (e.g. congestion) but what is specific for Stuttgart are its problems with pollution due to the location of the city (situated between hills).

Stuttgart already had transport plans before its participation in CIVITAS II, and the mobility department steers the plans. Stuttgart’s transport plan embodies a collection of many measures, and many projects are going on in Stuttgart. Measures are constantly being adjusted when there is a need for it. In general, using and implementing the transport plan went (and still goes) quite smoothly; emissions were reduced a lot. However, at the moment the EC clean air regulation is violated; especially one location in the city is a problem. So there still is work to do.

### CIVITAS II participation

For Stuttgart, CIVITAS II was a way to get part of the plans and measures funded, and to accelerate them. To summarize, most important benefits of being in CIVITAS II for Stuttgart were:

- Networking and learning, within the city (bringing the right people together) as well as outside the city (within the CIVITAS Initiative)
- Acceleration of the realization of measures
- Good PR: improving the city image by being in a European project and getting a sort of ‘quality stamp’
- Obligation to evaluate, so there are numbers to show results and effects; this makes clear (e.g. for politicians) what you can do and reach with for example ITS
- Obligation to disseminate and learning from this that it is important to disseminate

Overall, the CIVITAS II measures in Stuttgart were quite a success. Most of them still exist and were extended or improved, for example the mobility information centre and the integrated traffic management centre. The main success factors are the engagement of the people involved and the good political understanding. One measure that were problems with was the carpooling system (Pendlernetz). It is difficult when a municipality 'mixes' with a commercial company/product. A second time they would take a commercial product and use that. Some things can better be done by commercial companies, and not by the municipality.

# 13 Toulouse



(Source: <http://www.royalevents.fr/en/pages/toulouse/>)

## Background

Toulouse is the capital city of the southwestern French department of Haute-Garonne and of the Occitanie - Pyrénées Méditerranée region and the home of Airbus Group's global headquarters. Toulouse has seen an increase of 200,000 inhabitants over the last ten years, taking the population to 1.2 Million. With this in mind, there are expected to be 500,000 additional daily journeys by 2025 and this is a big challenge for the urban mobility in Toulouse. In response to this growing demand for travel, SMTC-Tisséo, the local transport authority, is currently conducting a 'Mobilities 2025-2030 project' with three major goals: mobility, attractiveness and accessibility. The public transport offer needs to remain efficient within a framework of restricted financial support. Also a better coherence between the urban development and transport needs to be ensured as Toulouse has a high concentration of population in the city area and a low concentration in the large peripheral areas.

## CIVITAS II participation

The issues the municipality worked on in CIVITAS II were not new for the municipality and were within its working plans. Besides the financial support, CIVITAS helped to structure the thought, to bring a variety of stakeholders together and improve cooperation, to conduct better analysis and to accelerate the implementation of some measures. Benefits of being in CIVITAS II for Toulouse were:

- Increased visibility of the city in the international arena and national recognition for eco-mobility projects started during CIVITAS II

- CIVITAS II provided a general approach, bringing all the measures together under one umbrella and therefore increasing benefits from cooperation, economies of scale and common learning
- Before CIVITAS there was no impact assessment culture at SMTC-Tisséo. Now they do both ex ante and ex post analyses which helps to work efficient within the budgetary and planning restrictions and evaluate critical issues.
- Some measures which were not in the core competence of the authorities would not have existed without CIVITAS. Therefore, the project provided a good platform for trial of new and unplanned solutions.

Almost all CIVITAS II measures in Toulouse (there were over twenty) were a success. The majority of them still exists and was extended or improved. There was a strong will to implement some of the measures already before CIVITAS and regional authorities provided a lot of support to these measures. Examples of successful measures are the bus priority scheme, clean vehicles and fuels, parking management, public space redesign, and the promotion of bicycle use and integration with public transport services. Besides this, measures related to mobility management were very well developed: for example, the methodology developed for the Workplace Mobility Plans in Toulouse is currently being a model in France.

# 14 Venice



(Source: <http://miriadna.com/tag/venice>)

## Background

Venice is the capital of the Veneto region, which is in the northeast of Italy. The population of Venice is about 270,000 inhabitants, with a density of about 650 inhabitants per square kilometre. The port of Venice is one of the largest and most important in Italy, employing around 18,000 people. The city is divided into two parts: Venice mainland (Mestre) and Venice island, each having their own needs in terms of transportation. The two parts of the city are connected with a bridge, which is crossed every day by trains, buses and private traffic: about 55,000 people (workers and students) commute in and out of the city. Tourism is one of the most relevant components of the city's economy counting on a large workforce of over 124,000 people. Mobility in Venice has two dimensions: one of a typical medium-sized urban area on the mainland, and the other one related to waterborne traffic in the lagoon and canals of Venice island.

The measures developed in the MOBILIS project were mostly actions with the aim to influence the modal split and in general to the achievement of a sustainable development of mobility between the mainland and the lagoon.

In 2008, the city of Venice started drafting the Urban Mobility Plan and it was approved in 2010. Unfortunately it was considered to be too ambitious since the infrastructures planned were too many and too expensive and no priorities were assigned.

## **CIVITAS II participation**

Most of the CIVITAS II measures did not start from scratch: the project was in fact one of the elements of a strategy to improve liveability in the city. The co-funding made available by the CIVITAS Initiative was important for the city, though it represented only part of a bigger effort.

The participation in the CIVITAS MOBILIS project was quite successful in Venice especially for some measure as Parking management strategies for Mestre, Access management for the city centre and biking measures. Some measures still exist and have been extended or improved.

The main driver for success was the strong political commitment towards the objective of achieving a sustainable mobility: 'green' parties played a crucial role, increasing awareness for sustainable mobility and environmental issues. Also the existence of a well-structured municipal administration, with expertise in the management of European projects, has helped in supporting the technical staff. In addition there was a great interest from the city to cooperate with other EU cities in facing sustainable mobility challenges, sharing knowledge and learning from other experiences.

Other measures as Deployment of LPG boats in Venice and Clean urban logistics encountered some problems mostly because of the limited involvement of the trade associations and stakeholders and because of the lack of political understanding and commitment.

Overall, the benefits of being in CIVITAS for the city of Venice can be summarized as follows:

- Networking and learning from other cities (the possibility to find the right person for the right measure to implement)
- Opportunity to test novelties and actions, and learn from that
- Acceleration of the realization of measures
- Enhancement of the city image, thanks to being part of a European project
- A great impulse to the implementation of the measures already planned in the mobility plan

## 15 Acknowledgment

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The authors would like to thank all the people that contributed to this long term evaluation by filling in questionnaires, preparing, organizing and hosting city visits and making time to tell us about things happening in their cities during and since CIVITAS II. Furthermore, the authors would like to thank Mike McDonald for his very extensive and thorough review.

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## Annex 1: Cities and contact persons

Table 2 contains a list of cities visited, including date, CIVITAS WIKI persons involved, and persons interviewed.

City	Date visit	Persons from city interviewed	Persons from CIVITAS WIKI involved
Burgos (Spain)	14/10/2015	José María Díez & María Jesus Montez Pérez	Cosimo Chiffi (TRT)
Genoa (Italy)	18/11/2015	Annalisa Nordio, Antonio Rossa, Annalisa Spotti & Alessandra Vindigni	Tito Stefanelli & Caterina Di Bartolo (TRT)
La Rochelle (France)	16/07/2015	Hervé le Berre, Dominique Breuil, Matthieu Graindorge, Stéphanie Nair, Thierry Réveillère & Marie Santini	Nina Nesterova (TNO)
Ljubljana (Slovenia)	07/10/2015	Zdenka Šimonovič	Tariq van Rooijen (TNO)
Malmö (Sweden)	07/05/2015	Christoffer Jönsson, Christian Resebo & Björn Wickenberg	Eline Jonkers (TNO)
Norwich (UK)	24/09/2015	Bruce Bentley, Andy Watt & Jeremy Wiggin	Tariq van Rooijen (TNO)
Preston (UK)	20/01/2016	Andrew Varley	Eline Jonkers & Tariq van Rooijen (TNO)
Stuttgart (Germany)	22/04/2015	Wolfgang Forderer, Manfred Kreisner, Regina Lüdert, Lothar Neumann & Ulrich Reuter	Eline Jonkers & Tariq van Rooijen (TNO)
Toulouse (France)	11 & 12/05/2015	Francois Barbier, Alexandre Blaquièrre, Helen Brandy, Julien Calle, Celine Cohen, Christophe Doucet, Marie Fourcade, Hélène Ichas-Salé, Cyril Ladier & Régis Larvor	Nina Nesterova (TNO)
Venice (Italy)	August 2015	Gabriele Vergani	Tito Stefanelli (TRT)

**Table 2:** Cities visited and contact persons