

2020
CIVITAS
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Measure Evaluation Result

MAL 2.1 - Sustainable Urban Mobility Plan for the Valletta Region

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Executive summary

The development of a Sustainable Urban Mobility Plan (SUMP) is an overarching measure as part of the CIVITAS DESTINATIONS project for the Valletta Region, led by site manager and measure leader TM, with the support of external consultants from LuxMobility and the local partners UoM, MoT and VLC.

The development of an extensive stakeholder consultation process, central to the development of a SUMP, was a success. The general stakeholder meeting saw the active participation of stakeholders from government, business, public transport and non-governmental organisations, and there was close cooperation and direct consultation with the Local Councils in the Valletta Region, through one-on-one meetings and a questionnaire.

The SUMP process consisted of the identification of the main problems in the transport system, the creation of an inventory of potential SUMP measures and an analysis of their feasibility. Several measures were already tested out in the timeframe of the DESTINATIONS projects, as the piloting and evaluation of measures developed as part of DESTINATIONS are included as measures in the SUMP as well. As an extra-output of this measure, a Study on Communal Parking Scheme was carried out by project partner UoM, to support SUMP proposed measures on the topic of parking. The SUMP development process was evaluated through the SUMP self-assessment tool developed by ELTIS to enable planning authorities to quickly assess the compliance of their plan with the European Commission's SUMP requirements as set out in the EC's Urban Mobility Package. The self-assessment results show that through the SUMP process as part of the DESTINATIONS project, the score increased from a baseline score of 69 to an ex-post score of 85 out of a 100.

As a result of the COVID-19 pandemic, the delivery, presentation and discussion of the final draft of the SUMP in the final stakeholder meeting, planned for spring 2020, had to be postponed to 2021. The formal approval of the SUMP is planned to occur in December 2021.

The research, consultation and development of the SUMP as part of the DESTINATIONS project has enabled the creation of a plan, which contains a list of actions with plans for the short and longer term. Transport Malta can, together with other stakeholders, continue working on the identified actions to improve the transport system and provide sustainable mobility solutions for residents and tourists alike.

A Description

The development of a Sustainable Urban Mobility Plan (SUMP) is an overarching measure as part of the CIVITAS DESTINATIONS project for the Valletta Region. Although in the past a Transport Strategy was developed for the capital Valletta (2006) and there is a nationwide Transport Masterplan (2016), there was not yet a SUMP developed for the Valletta Region that also took into consideration tourists. The SUMP provides specific, tried and tested solutions to improve the mobility system of the region and attract both residents and visitors to sustainable modes of transport and practices. Some of the measures that are included in the SUMP were piloted in the DESTINATIONS project to be able to test their feasibility in practice.

The Valletta Region is the main urban area on the Maltese islands, including the airport, cruise liner port and main bus terminal just outside Valletta, the main employment and entertainment hubs on the island, and some of the primary tourist attractions (e.g. Valletta, Sliema and Cottonera). The Valletta Region comprises the 27 local councils falling within the Northern and Southern Harbour regions (see Figure 1).

There was close cooperation and direct consultation with the Local Councils in the Valletta Region, through their participation in the public stakeholder meeting, through one-on-one meetings, through participation in meetings organised by the Regions (Central, South-Eastern and Southern Regions), and the distribution of a questionnaire to collect further information about locality specific transport and mobility issues.

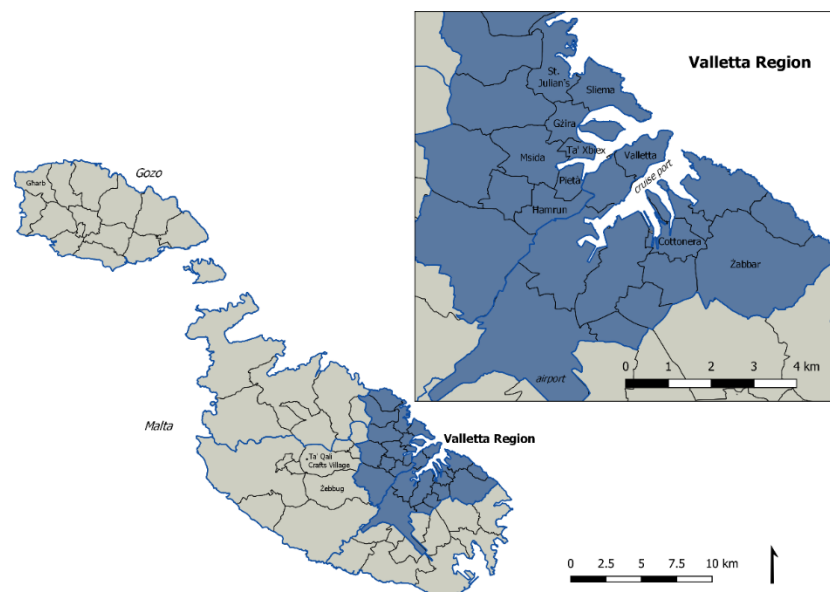


Figure 1: Map of the Valletta Region within the Maltese Islands

The following project partners were involved in this measure:

- TM - Transport Malta, the national transport authority, was the lead partner for this measure, working together with LuxMobility and external advisers on the creation of the SUMP process and the development of the SUMP content and measures.
- UoM - University of Malta, as the evaluation manager, contributed to the organisation and discussion in meetings and provided expertise for the proposed measures and scenarios.
- The other local partners, the Ministry of Tourism (MoT) and the Valletta Local Council (VLC) participated in meetings and contributed with the results from their measures.

A1 Objectives and outputs

City policy level objectives

- The improvement of quality of life of residents of the Valletta Region.
- The reduction of transport related emissions within the Valletta Region.
- Making the region more attractive to tourists via better planning.
- Introducing the SUMP concept in Malta.

Measure specific objectives

- Compilation of data from previous studies and stakeholder consultations.
- Formulation of sustainable mobility measures and piloting of a number of these measures within the CIVITAS DESTINATIONS project.
- Formulation of the SUMP strategy.

Output¹

- SUMP document for Valletta Region
- A minimum number of 10 measures proposed within this SUMP
- 3 stakeholder meetings conducted as a part of the process
- Study on Communal Parking Scheme to support SUMP proposed measure*

Supporting activities

- First stakeholder meeting (October 2017) to collect information and perceptions from stakeholders on the main issues related to transport and mobility.
- Direct consultation with the Local Councils in the Valletta Region through one-on-one meetings, through participation in meetings organised by the Regions (Central, South-Eastern and Southern Regions), and the distribution of a questionnaire to collect further information about locality specific transport and mobility issues.
- Internal stakeholders meeting (June 2019) to discuss and validate the list of measures in the SUMP.
- The SUMP and its measures was closely integrated with national EMW activities (in 2018 and 2019) in order to increase dissemination and outreach.

A2 Inter-relationship with other measures

This measure is strongly related with WP5, through which the Sustainable Urban Logistics Plan has been compiled, which is integrated within the final SUMP document.

A3 Target groups and/or affected part of the city or region

The target groups were residents and tourists, local councils within the Valletta Region; Area: The Valletta Region, the main urban area on the Maltese islands, including 27 local councils.

¹ * extra-output, funded through CIVITAS DESTINATIONS

A4 Stakeholders involvement

Stakeholder name	Activities description
All the local Councils falling within the region under study	Consultation during SUMP compilation
The Grand Harbour Regeneration Cooperation	Consultation during SUMP compilation
Valletta 2018 Foundation	Consultation during SUMP compilation
Projects Malta Ltd	Consultation during SUMP compilation
Malta Hotels and Restaurants Association	Consultation during SUMP compilation
Lands Department	Consultation during SUMP compilation
Planning Authority	Consultation during SUMP compilation
Environment and Resources Authority	Consultation during SUMP compilation
Malta Tourism Authority	Consultation during SUMP compilation
General Retailers and Traders Union	Consultation during SUMP compilation
Chamber of Commerce	Consultation during SUMP compilation
Department for Local Government	Consultation during SUMP compilation
Local Councils' Association	Consultation during SUMP compilation
Association of Car Importers	Consultation during SUMP compilation
Rent a Car Association	Consultation during SUMP compilation
Taxi Licensed White Amalgamated	Consultation during SUMP compilation
Malta Public Transport	Consultation during SUMP compilation
Co-operative Services (minibuses)	Consultation during SUMP compilation
Unscheduled Bus Services (UBS)	Consultation during SUMP compilation
Malta Hotels and Restaurants Association	Consultation during SUMP compilation
Ministries: <ul style="list-style-type: none"> – Ministry for Transport and Infrastructure – Ministry for Sustainable Development, Environment and Climate Change – Ministry for Tourism – Ministry for Finance and Investment 	Consultation during SUMP compilation
Directorates within Transport Malta to be consulted: <ul style="list-style-type: none"> – Integrated Transport Strategy Directorate – Traffic Management Unit – Public Transport Unit 	Consultation during SUMP compilation

Table 1: Stakeholders involvement

B Measure implementation

B1 Situation before CIVITAS

The Strategy for Valletta (2006) included a number of integrated actions aimed at restraining non-essential car use and promoting alternative green modes of travel. The effect of these actions resulted in a modal shift of 10% away from the car onto public transport and included among others road pricing and pedestrianisation.

In 2016, two guiding policy documents were published by the transport authority Transport Malta: the Transport Masterplan 2025 and the Transport Strategy 2050.

B2 Innovative aspects

A series of innovative measures never tested within the Maltese context have been introduced in the context of this SUMP, such as the implementation of a national car-sharing fleet, (e-)bike-sharing system, the procurement and operation of an electric van for shared logistics operations, a Green Mobility award for hotels and an app to promote sustainable mobility with tourists.

B3 Technology development

Research was conducted in the development of the SUMP, through the analysis of other cities' SUMPs, the creation of an inventory of potential SUMP measures and an analysis of their feasibility, as well as through the piloting and evaluation of measures developed as part of DESTINATIONS, which are included as measures in the SUMP as well. Examples of the latter include the piloting of an electric shared passenger van under MAL2.2, the introduction and promotion of shared mobility services (e-bike, car) under MAL4.1, the pilot with the electric shared delivery van under MAL5.1, and the creation of an app to promote sustainable mobility choices for tourists under MAL6.3.

In addition, a specific study has been carried out to support one of the proposed SUMP measures on parking. The study looked at the supply of parking in the localities of Ġzira, Ta' Xbiex and Msida, and the demand for such parking within the Region. This study aims to support on the feasibility and implementation of communal parking schemes in the Valletta Region.

B4 Actual implementation of the measure

Data from the national statistics office and from previous studies was compiled and presented in the SUMP Baseline document. The first stakeholder meeting, with the aim to collect information and perceptions from stakeholders on the main issues related to transport and mobility was held in October 2017.



Figure 2: SUMP Stakeholder meeting in October 2017

Meetings with key stakeholders

Individual meetings were held with key stakeholders, such as the Local Councils Associations, the Regions that cover the Valletta area (Central, South-Eastern and Southern Regions), and the GRTU (General Retailers and Traders Union, the Chamber of SMEs). All Local Councils within the Valletta Region (27 Local Councils) were sent a questionnaire to enquire about their mobility solutions and potential solutions, which was answered by around three-quarters of them and used as input for the creation of SUMP measures. TM, LuxMobility (consultants and measure leaders) and UoM then proceeded to formulate a draft table of contents for the SUMP document, and held several brainstorming and working sessions to come up with a list of measures, which were then grouped into measure packages by LuxMobility. These measure packages, and the individual measures were discussed internally at Transport Malta with stakeholders from different departments (public transport, road transport, ports and harbours, etc.). By the end of the project (May 2021), the SUMP was not officially approved. Further stakeholder engagement is planned for the end of 2021. The formal approval of the SUMP is planned to occur by December 2021.

Study on Communal Parking Scheme to support the SUMP

A specific study which has been carried out to support the SUMP, deals with the requirements for communal parking schemes in the Valletta Region using a pilot area within the region (in the localities of Ġzira, Ta' Xbiex and Msida). The study includes an inventory of the parking supply in these three localities (including the type of parking, e.g. regular, residential, timed, disabled) and the calculation of on-street parking demand at specific transects. The parking supply study was carried out in the spring of 2020 (see Figure 3). The demand study was planned to take place before schools close for summer recess, but because of the COVID-19 pandemic schools closed in March 2020. Therefore, the demand study was conducted in July 2020, when there was some return of normal traffic flows, as shops and services re-opened after the partial lockdown, as well as the airport, meaning some tourist activity was present as well.



Figure 3: Research on parking stock by UoM researcher in April 2020 (left) and a section of a survey sheet showing the results of the parking stock inventory (right).

C Impact evaluation

C1 Evaluation approach

Measure MAL2.1 is an overarching measure that result in the conclusion and presentation of the SUMP. A monitoring and evaluation approach was included in the SUMP process.

The evaluation for this measure was carried out through the 2 self-assessment evaluation questionnaires performed before the creation of the SUMP (baseline) and after (ex-post) on the SUMP. The SUMP Self-Assessment tool was designed by ELTIS to enable planning authorities to quickly assess the compliance of their plan with the European Commission's SUMP requirements as set out in the EC's Urban Mobility Package. It also enables planning authorities to measure their progress towards a genuine Sustainable Urban Mobility Plan. The self-assessment is based on a set of 100 clear and transparent yes-no questions.

C2 Measure result

Impact category	Impact indicator	Unit of measure	Baseline	Ex-Ante	Ex-post
-	SUMP Self-assessment score	Number from 0-100	69	Improvement in score	85

Table 2: Measure results

The results from the baseline and ex-post SUMP Self-Assessment tool were presented for the DESTINATIONS sites, including Valletta (Malta), in an overview in Figure 4. Through the SUMP process as part of the DESTINATIONS project, the score for Valletta increased from a baseline score of 69 to an ex-post score of 85 out of a 100. According to the SUMP self-assessment tool, the authority's plan can be classified as an "Excellent Sustainable Urban Mobility Plan".

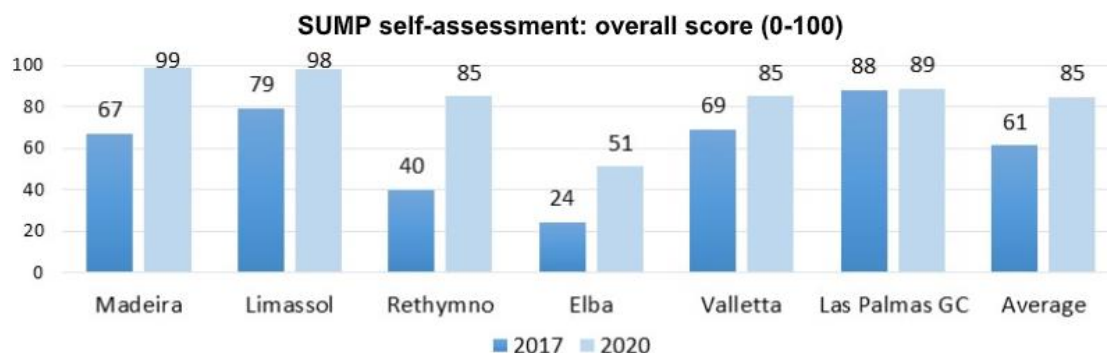


Figure 4: Results from the baseline and ex-post SUMP self-assessment

C3 Quantifiable targets

No	Target	Rating
1	Less CO ₂ emissions 1.615kg CO ₂ e/a	NA*
2	Improved air quality levels, with an annual average reduction of NO _x emissions by 16,15 tonnes and PM emissions by 0,069 tonnes	NA
3	One pedestrian zone	NA*
4	Increased modal shift: 1% more public transport travellers	NA*
5	Increased satisfaction: 1% commuters	NA*
6	*SUMP Self-assessment score	**
NA = Not Assessed O = Not Achieved * = Substantially achieved (at least 50%) ** = Achieved in full *** = Exceeded		

*New target, not in GA

Table 3: Assessment of quantifiable targets

* To avoid double-counting the impacts of the measures implemented as part of the DESTINATIONS project, the targets reached as part of other measures are not reported here. However, the following targets were reached by the other measures: Reduced CO₂ emissions: target reached in MAL5.1, MAL6.1; Pedestrian zone: target reached in MAL2.2 (two pedestrian zones projects awarded through 2019 SUMP Awards); Modal shift: target reached in MAL2.2 (shared e-van pilot in Pieta) and MAL7.1 (integration between ferry and bus service); Increased satisfaction: target reached in MAL7.1.

The original GA targets were changed as the proposed targets were not suitable to evaluate the objective of this measure; to develop and present the SUMP. The implementation of the SUMP measures was not foreseen within the timeline of the DESTINATIONS project, with the exception of the measures tested out in Malta as part of the DESTINATIONS project, which are also included in the SUMP. However, to avoid double-counting the impacts of those measures (as they are reported in their respective MER, i.e. of the measures MAL2.2, MAL5.1, MAL6.1

and MAL7.1), the impacts of the measures in the SUMP that have already been implemented were not be included here. Instead the SUMP self-assessment baseline and ex-post survey are used as the quantitative target for the evaluation of the SUMP.

C4 Up-scaling of results

Not applicable.

D Process Evaluation Findings

D1 Drivers

One of the successes of this measure is the stakeholder involvement at the **institutional** level. Following the SUMP methodology and including stakeholders at different stages of the development of the SUMP is a relatively new approach for Malta and one of the key successes brought about by this measure. Through the general stakeholder meeting, one-on-one meetings, a questionnaire and workshops with Local Councils and the Regions, measure leader TM obtained a better understanding of the challenges that residents, tourists and Local Councils face and how to implement sustainable mobility measures that work to improve quality of life for all.

At the **organizational** level, there has been good collaboration between TM and UoM, through regular meetings and emails, to follow-up on progress on the implementation of the measures and the evaluation of the impact.

D2 Barriers

At the **institutional** level, there were some setbacks as a result of delays, as a result of the need for internal feedback within TM and with the Ministry for Transport, as well as the COVID-19 pandemic. The final stakeholder event, where the draft SUMP would be presented and discussed was planned for spring 2020, but had to be postponed to 2021.

D3 Lessons Learned

The SUMP methodology, including the active participation of stakeholders in the process, is relatively new in Malta, and through this measure was introduced in the local context. There were positive experiences with stakeholder participation at the first stakeholder event, where stakeholders from industry, the public sector, academia and non-governmental organisations contributed to the problem definition of sustainable mobility and potential solutions to further explore in the SUMP. Following on this public stakeholder event, there have been one-on-one meetings with Local Councils, the Regions and other government stakeholders. Unfortunately, due to the COVID-19 pandemic, planned follow-up stakeholder consultations and public meetings to discuss the measures proposed for the SUMP could not materialize, which has

hampered the effective inclusion of stakeholder views in the later stages of the development of the SUMP and the public support and awareness of the final document. The plan is to carry out these activities in 2021.

E Evaluation conclusions

The SUMP development process was evaluated through the SUMP self-assessment tool developed by ELTIS to enable planning authorities to quickly assess the compliance of their plan with the European Commission's SUMP requirements as set out in the EC's Urban Mobility Package. The self-assessment results show that through the SUMP process as part of the DESTINATIONS project, the score increased from a baseline score of 69 to an ex-post score of 85 out of a 100.

F Additional information

F1 Appraisal of evaluation approach

As the SUMP self-assessment tool is filled in by the organization developing the SUMP, there is room for error as a result of over- or under-estimation of the efforts and outcomes of their SUMP process. While the self-assessment tool concluded that the ex-post score of 85 means that "based on the answers you have provided the authority's plan is an Excellent Sustainable Urban Mobility Plan", the SUMP is in actual fact not yet finalized and has not been presented to stakeholders in the final stakeholder session, so this conclusion is a bit premature.

F2 Future activities relating to the measure

The research, consultation and development of the SUMP as part of the DESTINATIONS project has enabled the creation of a comprehensive plan, which contains an action plans with measures for the short and long term. Transport Malta can, together with other stakeholders, continue working on the identified actions to improve the transport system and provide sustainable mobility solutions for residents and tourists alike.