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CiViTAS
Cleaner and better transport in cities

DESTINATIONS



Measure Evaluation Results

ELB 2.1 - Common Elba SUMP

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Responsible Author(s):	Eleonora Ercoli, Renato Bellini (MemEx)
Responsible Co-Author(s):	Federica Andreucci, Massimiliano Ribaldo (Portoferraio), Adriana Mercantelli (Rio)
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Executive Summary

With its location around 10 kms from the Tuscan coast, Elba island is a very important tourist destination in Italy, attracting in particular Italian and Central European (German, Dutch, and Austrian) tourists.

The proximity of the island to the mainland and the availability of numerous ferries (from Piombino port) during the summer period invites many tourists to travel to the island with their own car, thus creating traffic problems. In recent years, several interventions to the road network have taken place, including widening and paving older roads.

However, despite these road infrastructure improvements, the problem of traffic congestion has not yet been solved. This is a particular problem on some main roads connecting the most important tourist locations and points of interest during the peak season.

Elba island is divided into seven different municipalities. The possibility to have a unique strategic plan for sustainable mobility (SUMP) was deemed fundamental for the island. Therefore, the Elba SUMP developed in the DESTINATIONS project sets out the concept, a set of principles and guidelines for possible interventions, and regulations for increasing sustainable mobility and reducing the use of private cars by residents and tourists on the whole island. Several meetings with the most relevant stakeholders on the island were organised to discuss the main problems concerning mobility in Elba and to identify possible solutions. The results of this co-participatory activity helped to draft the Elba SUMP.

This document was received positively by the two municipalities of Portoferraio and Rio, and it represents a common basis for elaboration of their related municipal SUMPs. However, some strategic indications, such as the development of the airport or the proposed organisation of the public transport service in the summer period, are beyond the competence of the Elba municipalities.

While an evaluation of the work and process carried out for the realisation of the SUMP has been possible, the evaluation of its strategic indications for achieving sustainable mobility on the island can only be carried out through interviews with stakeholders, residents, and tourists after the various interventions have been implemented. This will happen beyond the DESTINATIONS project, due to several of the SUMP process steps still being in progress.

A Description

The main goal of this measure was to develop a Sustainable Urban Mobility Plan (SUMP) for the Elba Region, taking into account the needs of both residents and tourists. The Elba SUMP developed sets out the concept, a set of principles and guidelines for possible interventions, and regulations for increasing sustainable mobility and reducing the use of private cars by residents and tourists on the whole island.

The preparation of the SUMP contemplated a participatory methodology. Several meetings with the most relevant stakeholders on the island were organised to discuss the main problems concerning mobility in Elba, and to identify possible solutions. The results of this co-participatory activity helped to draft the Elba SUMP.



Figure 1: Stakeholder's meeting

The island SUMP was completed in 2019 and delivered to the two municipalities of Portoferraio and Rio. The full SUMP, with some updates regarding cycle paths, has also been published on the Elba Sharing website so that other municipalities on the island, despite already being aware of the plan, can examine it thoroughly.

The greatest challenge to be faced in the coming years is to guarantee political commitment among the 7 Municipalities to jointly pursue the development and implementation of the SUMP defined in the CIVITAS DESTINATIONS project.

A1 Objectives and outputs

City policy level objectives

- Increase the overall Elba mobility and accessibility for tourists and residents
- Increase collective/shared mobility and green services (with the corresponding reduction of trips by car)
- Increase tourists and residents' quality of life
- Reduce the use of private cars especially in the summer season
- Reduce the use of fossil-fuelled energy

Measure specific objective

- Develop the Sustainable Urban Mobility Plan (SUMP) for all of Elba island, taking into account the needs of tourists and residents

Outputs

- Sustainable Urban Mobility Plan (SUMP) for all of Elba island:
 - o Taking into account the various stakeholders' and decision makers' feedback
 - o Indicating a mobility plan that favours PT services
 - o Suggesting sustainable and active mobility modes for both residents and tourists (as sharing mobility schemes)
 - o Guaranteeing overall internal and external island accessibility
 - o Indicating ITS and ICT as essential for regulation framework (access town rules, parking policy, logistics windows, etc)

Supporting activities

- The SUMP was forwarded to the Province of Livorno, as the authority that plans the public transport service, to examine the content related to a new structure for the summer PT network main lines and feeder system
- The SUMP was forwarded to all Elba municipalities for adoption and approval processes

A2 Inter-relationship with other measures

This measure is connected with the other measures planned in Elba, and in particular with:

- **ELB 4.1-4.4 Shared Mobility Agency in Elba.** For the SUMP, the creation of the Shared Mobility Agency (SUMA) was extremely important. SUMA was designed around a specific ICT platform for planning, booking, coordinating, and controlling different ride sharing services integrated with conventional public transport. With SUMA, users can get all information on the mobility services active on Elba island through cooperation and networking among the transport service providers. SUMA also allows the users to become potential mobility service providers of shared trips.
- **ELB 5.2 Sustainable ELBA Logistic Plan (SULP).** The plan for the sustainable distribution of goods on the island envisages actions to rationalise the distribution of goods with the result of a smaller number of vehicles in circulation and therefore closely connected to the general mobility plan of the island.
- **ELB 7.1 Improved public transport for tourists.** The major indication given by the SUMP is the reorganisation of the operation of public transport in the summer season. Moreover, the measures adopted in ELB 7.1 go towards improving the public transport service, with the aim of greater use by tourists and residents, and a consequent reduction in the use of private cars. These are the same goals of the SUMP.

A3 Target group and/or affected part of city or region

The overall island population (residents and tourists) can benefit from the implementation of measures foreseen in the SUMP. Moreover, target groups such as hoteliers' associations, those related to tourism in general, and specifically green tourism are also deeply affected since improved and more sustainable mobility on the island would favour a greater tourist presence.

A4 Stakeholders involvement

A structured dialogue with stakeholders was developed. In addition to meetings with individual stakeholders, three main meetings were organised during 2017 in order to collect ideas and opinions about mobility and to elaborate a common vision for future mobility and a shared agenda of changes.

In detail:

- 27th February 2017: launch of the Laboratory process; meeting with active citizens in order to discuss the goal and the process itself (Laboratori Elba Condivisa);
- 27th March 2017: second meeting aimed at defining the current situation about mobility and the main important themes of interest (Laboratori Elba Condivisa);
- 10th-11th May 2017: “Future Lab” (Laboratorio Del Futuro): meeting and laboratory session involving active citizens, relevant stakeholders, politicians, and public decision-makers, aimed to discuss and identify the future vision and a strategy for the implementation of mobility in the territory.

The following table reports all participating organisations to the various meetings:

Stakeholder name	Activities description
Blablaelba facebook page	support groups
Elba environmental association	support groups
Elba Foundation	support groups
Italia Nostra	support groups
Municipality of Portoferraio	SUMP Political approval and adoption
Town police of Portoferraio	SUMP Political approval and adoption
Municipality of Rio Marina	SUMP Political approval and adoption
Municipality of Porto Azzurro	SUMP Political approval and adoption
Municipality of Capoliveri	SUMP Political approval and adoption
Municipality of Marciana	SUMP Political approval and adoption
Municipality of Campo nell'Elba	SUMP Political approval and adoption
Municipality of Rio nell'Elba	SUMP Political approval and adoption
Municipality of Marciana Marina	SUMP Political approval and adoption
Elba National Park	Future Search groups
Car Rent CHIAPPI	Future Search groups
CTT Nord	Future Search groups
Taxi Service in Portoferraio	Future Search groups
Confcommercio	Future Search groups
Confesercenti	Future Search groups
Infoelba webpage	Future Search groups

Table 1: Stakeholder involvement

B Measure implementation

B1 Situation before CIVITAS

No general mobility plan for Elba island was available before the CIVITAS DESTINATIONS project. Each municipality had its own regulation framework (traffic plan) that primarily concerned the aspects of access and parking within the cities. Different municipality documents represented the starting basis of the Elba SUMP definition such as the Elba Sustainable Energy Action Plan (2013) which reported some sections focused on possible mobility solutions to reduce energy consumption from fossil-fuel sources.

B2 Innovative aspects

Normally, the SUMP is developed for a single city, taking into account its mobility needs and its morphological characteristics.

The peculiarity of the Elba SUMP is that it can be compared to a kind of “Poly SUMP”¹, which is a methodology for planning sustainable mobility in polycentric regions, areas characterised by different centres, where the needs of transport are shared between different cities. In the case of Elba, these “regions” are instead represented by the various territories of the 7 municipalities. The methodology for developing a common SUMP, like the one elaborated in this case, relies on:

- A deep and thorough knowledge of the territories’ characteristics, traffic data, and mobility requirements
- Identification of a shared vision and objectives for the whole island
- Plan elaboration

Through numerous meetings with the various stakeholders of the island municipalities, the Elba SUMP has been elaborated, aggregating the different needs and requirements of the seven Municipalities considered as a unique entity.

B3 Technology development

No specific technology was developed, but a specific database has been created containing updated data at a local level relevant for mobility issues.

Data collected and acquired was divided into several folders, concerning three main concepts: demographic data; incoming/outgoing mobility; and mobility on the island.

This knowledge base, managed by the staff of the CIVITAS DESTINATIONS project in the two municipalities of Portoferraio and Rio, certainly represented a useful tool for understanding the local context, and also for planning purposes.

¹ The reference here is to the EU funded project Poly SUMP (<https://poly-sump.eu/home/>)

B4 Actual implementation of the measure

The draft of the SUMP for the Island of Elba was elaborated in 2018 following the ELTIS guidelines. Prior to its preparation, detailed data collection was undertaken to retrieve updated local mobility and tourism information and a good consultation process, involving local stakeholders, citizens, and public decision-makers.

In the absence of a proper tool for long-term mobility planning on the Island of Elba, it can be said that the SUMP has offered a valuable opportunity to launch a process aimed to define future strategies and identify needs and possible operational measures and solutions. Moreover, the general SUMP objectives are in line with what is expected in the “Sustainable ELBA Mobility Covenant”, signed in 2013 by all 7 different Elba municipalities (SEMC).

The Elba SUMP currently contains a first overview of the demographic and socio-economic situation referring to the whole island as well as a description of how mobility is actually organised, both for incoming/outgoing and within the island.

The document continues with a brief examination of different modes of transport on the island, including many useful comments on future planning. It also contains hypotheses for future implementations of some mobility services.

To increase the level of knowledge of the context, two surveys were conducted between 2018 and 2019, focused mainly towards tourists. In addition, another survey on mobility was launched with the support of local transport companies. These surveys are important as they directly collect people's opinions on mobility on the island and their travel habits.

Strategic vision

The strategic vision of future mobility on the island has been defined during meetings and laboratories held in Portoferraio and Rio, involving citizens, relevant stakeholders, and public decision-makers as part of the consultation and participation process.

Being an important tourist destination, most of the discussion was focused on problems and solutions related to mobility in the high/summer season. Participants agreed that the reduction of traffic congestion in summer and the possibility to have more tourists even during low season and throughout the whole year could be desirable scenarios for the future.

It was agreed that the main purpose of the developed Elba Sustainable Urban Mobility Plan (SUMP) was the increase of mobility and accessibility in Elba overall, taking into account:

- more efficient PT services (with a new proposed network system)
- reduction of private cars (based also on Elba Shared Use Mobility Agency)
- development of electric mobility
- new mobility services and infrastructures (parking systems)
- increasing active modalities for sustainable mobility (bike and pedestrian routes)
- better ferry and railway connections

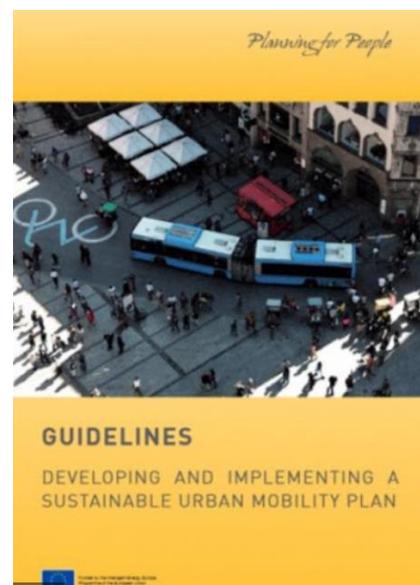


Figure 2: ELTIS SUMP guidelines

- efficient logistics services (SULP)

More specifically, two priority objectives have emerged with respect to the current situation (2017) and in the perspective of future transformations in the short term (2020), medium term (2030), and long term (beyond 2030, up to 2050):

1. More tourists throughout the year, supported by mobility services that facilitate accessibility to the island for at least 9 months for residents and tourists – from March to November.
2. Less congestion on the roads in the summer months.

Achieving these objectives was considered a priority to promote a future scenario of economic development and higher employment, better quality of life, and lower environmental impacts.

To achieve the priority objectives, two areas of intervention have been identified:

1. Specific actions for particular areas of mobility, namely, accessibility to / from the island as an alternative to the exclusive use of one's own vehicle, soft mobility (on foot, by bike, by rowing boat, sailing, or solar), shared mobility (car rides – car-pooling - and / or vehicle sharing - car sharing)
2. Improvement of private mobility, collective mobility (collective taxi, shuttle services, small cabotage by sea, urban and extra-urban buses).

Intervention's hypotheses

The following hypotheses of interventions were discussed and defined:

- An extra-urban transport service planned scheme for the high season, integrated with local transport (shuttles) and the management of interchange parking in the municipal areas
- A mobility observatory with the participation of the relevant organisations and entities (e.g., the Mobility Observatory of the Province of Livorno, the 7 Elba municipal administrations), whose main function would be the strategic planning of mobility on the island
- A "Shared Mobility Agency" and associated network functions between the operators of mobility services, with info-mobility with dynamic data to inform users in real-time, and aggregation of the demand for mobility that allows the sharing of passages by car and / or services to residents and tourists
- An Elba cycle path to be integrated and become part of the Tyrrhenian cycle path project promoted by the Tuscany Region
- A general improvement of electric mobility services on the island

The above class of measures partially cover the context of the SUMP intervention.

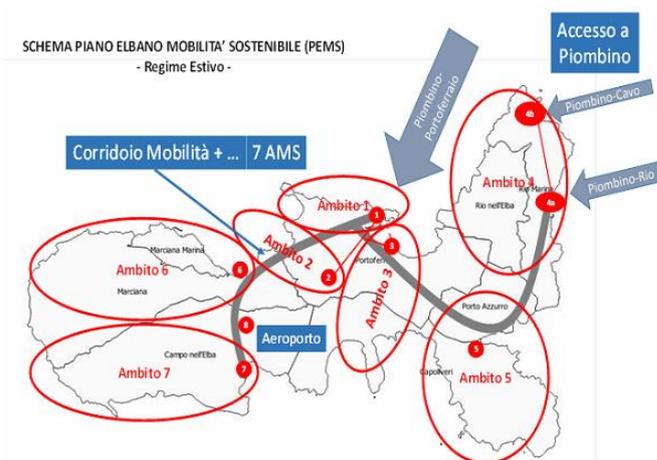


Figure 3: SUMP Elba: PT extra urban plan

C Impacts evaluation

C1 Evaluation approach

Adopted evaluation approach

In the DESTINATIONS project for the Elba site, qualitative objectives were envisaged for the different measures.

The ELBA SUMP was favourably accepted by the municipalities of Rio and Portoferraio, but the overall evaluation can be carried out after its measures and actions have been implemented. The impact evaluation of the SUMP specific actions will be carried out through surveys, in future years, among residents and tourists during the summer season.

Expected impacts and indicators

Impact category	Impact indicator	Unit of measure
Transport system	1-Reduction of car trips	Index, qualitative
Transport system	2-Increase collective/shared mobility and green services	Index, qualitative
Transport system	3-Reduction of congestion and emissions	Index, qualitative
Society	4-Increase of overall Elba accessibility for tourists and residents	Index, qualitative

Table 2: Expected impacts and indicators

Method of measurement

Once the SUMP is approved by the cities of Elba and the suggested measures have been implemented, the SUMP evaluation will be carried out through questionnaires.

Impact indicator	Method *	Frequency			Target group	Domain
		Bef.	Dur.	After		
1-Reduction of car trips	E	M23	n.a.	n.a.	Tourists and citizens	Elba island
2-Increase collective/shared mobility and green services	E	n.a.	n.a.	n.a.	Tourists and citizens	Elba island
3-Reduction of congestion and emissions	E	n.a.	n.a.	n.a.	Tourists and citizens	Elba island
4-Increase of overall Elba accessibility for tourists and residents	E	n.a.	n.a.	n.a.	Tourists and citizens	Elba island

* Data collection (DC), Estimation (E), Survey (S)

Table 3: Method of measurement

The Business-as-Usual scenario

Without the DESTINATIONS project and the Elba SUMP, it would have been more time consuming for public administration to develop such a plan indicating the strategic guidelines for the development of sustainable mobility in Elba. Without the Elba SUMP, new initiatives in the field of sustainable mobility would have remained within each of the seven municipalities with the risk of developing projects for sustainable mobility which lack a global vision of the island.

C2 Measure results

Impact category	Impact indicator	Unit of measure	Baseline	Ex-Ante	Ex-Post
Transport system	1-Reduction of car trips ⁽¹⁾	Index, qualitative	10,800	9,200	n.a.
Transport system	2-Increase collective/shared mobility and green services	Index, qualitative	n.a	n.a	n.a.
Transport system	3-Reduction of congestion and emissions	Index, qualitative	n.a	n.a	n.a.
Society	4-Increase of overall Elba accessibility for tourists and residents	Index, qualitative	n.a	n.a	n.a.

(1) Car trips estimation

Table 4: Measure results

The number of cars registered on the island (ACI 2015) amounted to 21,015. It is assumed that at least 1/4 make one trip per day, so about 5,250 trips. To these, the cars which have arrived on the island must be added. In July 2018, 174,000 cars arrived on the island, with a daily average of about 5,600 cars. The average total number of daily trips is therefore 10,800. As the Ex-Ante forecast (all actions foreseen in the completed SUMP), a 15% reduction in trips can be estimated, which will therefore be reduced to about 9,200 trips per day.

The other related indicators for ELB 2.1 were not evaluated under this measure, as the actions have not yet been implemented during DESTINATIONS. It will take several years to implement the actions suggested in the Elba SUMP and, from the results obtained, to evaluate the effectiveness of the proposed indicators and, consequently, the GA Targets (in section C3).

However, a positive result has already been achieved as the SUMP drafting has contributed to the vibrancy of public discussion on sustainable mobility issues among the local community. It has represented a valid opportunity for public and private bodies and citizens to meet each other and to jointly reflect on future perspectives of transport issues for residents and tourists.

The involvement of public and private bodies in several meetings has already represented an important challenge for the context of Elba, given the administrative and political fragmentation within the island. For this reason, the municipalities of Portoferraio and Rio are really satisfied with these first results achieved.

Concerning the specific SUMP evaluation, two self-assessment questionnaires were designed and distributed among stakeholders.

The first questionnaire (Baseline Evaluation Questionnaire) aimed at evaluating the old transport plan or the existing transport planning process before the implementation of the DESTINATIONS project. This questionnaire was elaborated in 2017.

The second (Ex-post Evaluation Questionnaire) was used to evaluate the SUMP developed within the project (January 2020). The results of the two questionnaires have been compared in order to evaluate the impacts of the new SUMP on planning processes and tourism management.

In both questionnaires, the respondents were asked to rank the relative importance of transport measures in the SUMP and the clarity of their link to policy objectives on a scale of 1-5 (where 1 is unimportant (unclear) and 5 is very important (clearer)).

Comparing the two questionnaires at the outset and at the end of DESTINATIONS, the importance of transport measures in the SUMP increased from an average of 3.6 to an **average of 3.9**, due to the higher ranking of measures dealing with soft (active) and shared mobility. The awareness of the links of transport measures to strategic policies remained stable, from an average of 3.6 to an **average of 3.7**.

The results confirmed the importance of mobility measures in relieving traffic congestion and supporting active and shared mobility on the island.

C3 Quantifiable targets

No	Target	Rating
1	Increase of overall Elba accessibility for the tourists and residents	NA
2	Reduction of car trips and increase collective/shared mobility and green services	NA
3	Reduction of congestion and emissions	NA
NA = Not Assessed O = Not Achieved * = Substantially achieved (at least 50%) – ** = Achieved in full *** = Exceeded		

Table 5: Assessment of quantifiable targets

GA Targets 1, 2, and 3 were Not Assessed specifically under this measure, as the actions defined in the Elba SUMP were not implemented during DESTINATIONS. However, it is understood that these Targets were Achieved through the implementation of other DESTINATIONS measures, such as ELB 4.1-4, ELB 5.1, ELB 6.1, and ELB 7.1-3. In particular, while waiting for the shared travel agency (ELB 4.1-4) to be used extensively, the measure that contributed most to the reduction of private cars on the road was ELB 7.1. This measure has contributed both to the improvement of public transport and to the commissioning by the municipalities of auxiliary transport services which, in particular during the summer period, have contributed to limiting the use of private cars.

C4 Up-scaling of results

Not applicable.

D Process Evaluation Findings

D1 Drivers

At a **political level**, the two municipalities of Portoferraio and Rio have shown their interest in the realisation of the foreseen SUMP measures and have actively collaborated in its elaboration. The interest has been confirmed despite the political changes in both administrations, which occurred in the meantime.

At an **institutional and social level**, environmental associations and individual citizens interested in the environment have actively collaborated in the elaboration of the mobility plan by suggesting alternative solutions to private road transport.

At an **operational level**, the ELTIS document on ‘Developing and implementing a Sustainable Urban Mobility Plan’, indicating the main steps for the definition of long-term mobility policies, was adopted for drafting the Elba SUMP. The process tried to ensure the involvement of stakeholders at appropriate stages, fostering collaboration between relevant policy areas and authorities.

D2 Barriers

The measures envisaged in the SUMP require quite a long **time** to be implemented (shared mobility agency, promotion and increased use of the bike, new public transport plan, exchange parking lots, etc.) so it has not been possible to carry out an appropriate impact evaluation of these measures within the timeline of the DESTINATIONS project.

In addition, the **change of administration** within the two cities and the subsequent COVID pandemic delayed the formal approval process of the plan and the start of implementation of the planned measures and therefore of their, even if partial, evaluation.

E Evaluation conclusions

The main purpose of the Sustainable Urban Mobility Plan (SUMP) is to increase overall accessibility in Elba through the reduction of private cars, increasing sharing mobility, and pursuing more effective Public Transport services.

The actions reported in the SUMP are fundamental to achieve the expected objectives. The results can be evaluated in the next years after the implementation of the SUMP indicators and after the Sharing Mobility Agency has been more widely used.

F Additional information

F1 Appraisal of evaluation approach

Proper evaluation of the SUMP can be performed only when the actions foreseen in the SUMP have been implemented and used by citizens and stakeholders.

F2 Future activities relating to the measure

The Elba island SUMP must be approved (most likely by the end of 2021) by the other 5 municipalities of the island, and then it will be integrated into the Regional Mobility Plan. Due to the fact that several Elba political administrations (Portoferraio and Rio included) have concluded their mandate in the last three years and have changed, the developed draft of the SUMP has been sent again to the municipalities. Meetings will be held among the new politicians and decision makers in order to put into practice the solutions indicated in the document as well as to update and deepen it.

The provincial Public Transport Authority is expected to examine the proposed structure for summer public transport.

All or part of the Elba SUMP indicators will be implemented, including the full operation of the Mobility Sharing Agency (SUMA) which will provide a significant contribution to improving mobility on the island.