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Policy brief: Integrated planning

“In December 2013, the Commission adopted the Urban Mobility Package, setting out proposals for relevant action at local, Member State and EU level. It recognises that urban mobility is primarily a responsibility of the relevant actors at local level. They are encouraged to develop new, integrated strategies for sustainable urban mobility as well as transport plans that can underpin their successful implementation.



Photo credit: CIVITAS SUMP-UP

In this context, the Commission put forward a concept for Sustainable Urban Mobility Plans (SUMP) focussed on the following areas: city logistics, access regulation, urban ITS and urban safety. Since 2013, the total number of adopted SUMP in the EU has grown significantly from 800 to 1,000. A rising number of countries provide a structured urban transport planning framework that incorporates SUMP, including legal definitions, guidance and assessment schemes.”¹

An analysis conducted by the CIVITAS SUMP-UP² project ([full report](#) and [summary](#)) highlighted the main drivers that motivate local authorities and Member States to develop SUMP, the barriers that continue to hinder this process, and ways to overcome these. SUMP-UP is one of the three SUMP-related projects under the CIVITAS Initiative, alongside CIVITAS PROSPERITY and SUITS.

It aims to build the capacity and enhance the knowledge and skills of local authorities to develop and implement their own SUMP, with a particular focus on areas and countries with low SUMP take-up. In line with this, the project has developed a broad range of [policy recommendations](#) for boosting SUMP up-take.

The CREATE project³ also dealt with integrated planning and devised a series of tools that enable mobility practitioners to engage in integrated planning:

- [CREATE guidelines](#) – this series of pathways can be used to tackle congestion and reduce levels of car use in European cities;
- [Strategies to address future enhanced mobility demands](#) – these provide a basis for developing effective and ‘acceptable’ mobility policies.

¹ <https://ec.europa.eu/transport/sites/transport/files/2017-sustainable-urban-mobility-policy-context.pdf>

² <http://sumps-up.eu/>

³ <http://www.create-mobility.eu/>

The comprehensive and complementary policy recommendations developed by SUMP-UP and CREATE for achieving integrated planning and a transition to sustainable mobility are summarised below.

Policy recommendations:

Scoping and framing

The priority for public authorities should be to establish a vision for their city. Sustainable transport should play a central role in this, which will in turn encourage place-based thinking.

Investment in infrastructure and innovation should contribute to achieving this vision, and transport policy should be aligned with it. A long-term vision and strategy (e.g. a SUMP) should be combined with short-term action plans and incremental targets to monitor progress towards goals.

Be bold and experiment but collect and analyse data for evidence-based decision making

The CIVITAS 2020 initiative is strongly investing the deployment of SUMPs in Europe. Two of these projects (SUMPs-UP and PROSPERITY) have carried out a substantial needs assessment with regards to SUMPs. These are the key results.

The essence of the CREATE findings is that policies once dismissed as radical, unfeasible or impractical can, over time, gain widespread acceptance and even become orthodoxy. Good practice examples are practical tools for cities - and national bodies - to learn from each other and be inspired: they should include quick facts and details on the budget and time required for SUMP development.

The SUMP-UP project found a need to build a strong evidence-based policy-making and analysis process, and to understand where progress is being made on priorities. **Use broader indicators of urban mobility performance and ensure that data is carefully measured.**

The finding suggests investigating how anticipated technological changes can help you to achieve your aims. This will prepare you to work constructively with such changes so that if/when they arise you can derive value from them.

Funding & support

Funding for developing and updating strategic plans like SUMPs is essential to achieving good results that can guide transport development over a longer period.

To future-proof developments, local authorities should look for clear statements of ambitions and targets and focus on the next EU structural funds programming period.

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This is especially important for those in countries that do not have dedicated budgets for sustainable mobility budgets. Cities from different locations and of varying sizes called for EU funding opportunities for actual SUMP development and updates (or the development of sub-strategies and corresponding measures). Further recommendations were:

- Incentivise updating SUMPs: National or European financial support should target cities with approved and implemented plans to help them transition towards second-generation ones.
- Create national and European streams of funding dedicated to SUMPs that are secured and sustainable over time.
- Make receiving SUMP funding dependent on SUMP adoption, especially where there is no legal requirement for a SUMP. There should also be technical support for its elaboration and quality monitoring in order to prevent poor quality SUMPs being created solely for the purpose of gaining funding.
- Produce more detailed guidance and support on public participation and stakeholder engagement, working with external consultancies, and strategic political communication. This is needed by local authorities to tackle their current challenges.
- Make use of the existing EU initiatives and platforms to promote and support SUMP take-up, for example, Eltis.

Governance

Integrate governance and urban planning at local and regional level

Integrated planning between urban and regional authorities and between transport and land-use planning is crucial to avoid unsustainable car-oriented developments leading to high traffic levels and congestion. **Sustainable Urban Mobility Plans should be a prerequisite for any urban development work.** The projects recommended high-density development in some parts of cities and to consider a SUMP as an overarching city and regional level strategy.

Based on current progress, they suggest the following:

- Expand SUMP scope to functional areas, e.g. inter-municipal or regional SUMPs.
- Emphasise the contribution of sustainable mobility and SUMPs as a tool for addressing environmental, health, social inclusion, safety, and security issues.
- Harmonise SUMPs and Sustainable Energy Action Plans to maximise synergies.
- Establish a Metropolitan Authority for Transport (or equivalent) that integrates all modes, as well as land-use and transport entities across the metropolitan area, help solve key transport and land-use problems, particularly the integration aspect.

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Decentralise decision-making, but do so within a consistent local framework

Evidence suggests that **increased autonomy at the local level improves decision-making and action**. Local authorities should generate sources of funding (for example through land value capture) to support sustainable transport solutions, such as parking management or local infrastructure for sustainable transport. However, **local decision making needs to be within a consistent and agreed city-wide framework**.

Foster multi-level and cross-sectoral governance

Collaboration is needed between policy makers across sectors and levels of governance (i.e. regional, national and international). For example, improved internet access and e-governance could reduce travel, whilst maintaining agglomeration benefits. Mechanisms could support this, such as integrating sustainable urban mobility planning into national strategic policy documents as an indicator of sustainable mobility development. Cooperation is necessary - not only across different levels but also interdepartmentally.

It is also recommended to:

- Develop or reinforce both the legal and governance dimensions of the national framework for urban mobility - this improves vertical integration (between different administrative levels) and horizontal integration (among different departments).
- Set up formal or informal meetings between different administrative bodies to exchange on relevant issues and create a culture of cooperation at all levels of governance.
- Create a formal interdepartmental working group for SUMP and SUMP measure development.
- Bring different departments together in a single multidisciplinary department for sustainable mobility planning, thereby ensuring a cross-cutting approach.
- Ensure cooperation on changes in regulation, i.e. to ensure the effective enforcement of traffic regulations (e.g. bus lanes or parking provision), and to enable drivers to be charged for the use of existing public roads.

Increase institutional capacity

Increasing human resources focused on (active) mobility planning and increasing liveability is critical to support a transition towards sustainable mobility; positions to consider include urban planners, public transport experts, and health experts. Teams should encompass a diverse range of disciplines and have an appropriate level of technical expertise.

Even experienced SUMP cities need support in areas such as transport evaluation and newer mobility policy areas, such as urban logistics, shared mobility, use of public space and automation. Future capacity building programmes and funding opportunities should focus on these aspects. Some recommendations in this area were:

- Peer-to-peer learning formats and direct exchange are highly appreciated among local governments and should be used more to foster knowledge exchange.
- Organise capacity building activities nationally, such as academic modules on SUMP and linked thematic areas, that provide certification for both local authorities and external experts.
- Provide a methodological framework adapted to the national context, including best practices, guidance, and monitoring and evaluation tools.
- Countries that have ambitious SUMP programmes in place could play a role in transferring their expertise to countries with less developed frameworks.

Stakeholder engagement and public participation

Engage with stakeholders, but do not try to be ‘all things to all people’

Communicate your vision: introduce trials and demonstrations – ‘seeing is believing’ – and run marketing and behavioural change campaigns. This can be based on awareness raising, support and participation. To improve stakeholder engagement:

- Raise awareness of urban mobility-related problems - e.g. air quality, noise emissions, road safety, or parking problems - among the public, politicians, and city administrations: this will help form coalitions of the willing.
- Increase awareness through national events and awareness-raising campaigns – these should target decision makers and opinion leaders at both the national and local level.
- Inform and engage the public about the individual and collective benefits of introducing sustainable mobility and place-making policies - make clear how they increase city vitality, improve health and well-being, improve equality of opportunity, and ultimately create a more pleasant and livable urban environment.
- Provide group-specific evidence that sustainable mobility measures have positive impacts, such as for inner-city commerce and business.
- Promote a positive vision of a SUMP - frame it as something that contributes to sustainable development and makes cities attractive and future-proof.
- When developing a SUMP and measures, actively engage with citizens and key stakeholders, including the media. Achieving popular support for a city-wide transport plan is a continuous process that can sometimes require difficult choices sometimes have to be made. Significant change requires both a clear set of priorities and policy direction, which will not, at first, please everyone.
- Involve citizens in a transparent SUMP development process and co-create with them.
- Pilot measures initially to test the reaction to them, raise awareness, and ascertain feedback that can then be used to refine them if they are implemented at a later date.

Cities experienced in SUMP development and implementation are valuable and major partners for raising awareness and sharing best practices and methodologies at the national level. City networks and EU projects can help facilitate knowledge sharing.

Tools and publications

In the document

- SUMP-Us-Up Needs Assessment, CIVITAS SUMP-Us-Up, [full report](#) and [summary](#)
- Boosting SUMP Take-Up in the EU: Policy Recommendations, CIVITAS SUMP-Us-Up, [link](#)
- Urban Mobility – Preparing for the Future, Learning from the Past, CREATE project, [link](#)
- Strategies to Address Future Enhanced Mobility Demands, CREATE project, [link](#)

Further resources

- EU SUMP Guidelines, [link](#)
- SUMP Self-Assessment Tool, [link](#)
- Manuals on the integration of measures and measure packages in a SUMP, CIVITAS SUMP-Us-Up, [link](#)
- SUMP training materials for national level actors (available in CZ, EL, HR, HU, LT, PL, RO, SI), CIVITAS PROSPERITY, [link](#)
- Urban Transport Roadmaps – scenario building tool, European Commission, [link](#)
- Eltis City Database for (Sustainable) Urban Mobility Plans, [link](#)