

CiViTAS

Cleaner and better transport in cities

WIKI

Long term evaluation

Memo 1 based on outcomes from CIVITAS II (2005-2009)

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THE CIVITAS INITIATIVE
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1 Introduction

The CIVITAS Initiative¹ was launched in 2002 and its fundamental aim is to support cities to introduce ambitious transport measures and policies towards sustainable urban mobility. The main way in which this is done is through CIVITAS projects in which a group of cities implements and evaluates certain measures. After more than ten years of CIVITAS, the CIVITAS WIKI project seeks to explore its long term effects. This long term evaluation will develop ‘evidence’ of what CIVITAS has achieved. What are the long term effects of CIVITAS on participating cities? To what extent did CIVITAS ‘push’ cities in the direction of sustainable mobility? Has CIVITAS helped cities to introduce transport measures and policies towards sustainable urban mobility? Is a ‘new mobility culture’ visible in terms of policies, decision making or real-life? What did the cities learn from CIVITAS and how do they use these lessons? How many of the measures implemented in CIVITAS projects are still existing? It is these kind of questions that are relevant to assess the long term impacts the CIVITAS Initiative has. The evaluations performed at the end of a single CIVITAS demonstration project gives insight in the immediate results from the implementation of measures. However, its long term effects can only be assessed over a longer period of time, as most of the measures in CIVITAS aim at influencing travel behaviour and decision making processes.

The CIVITAS Initiative has supported cities in the implementation of innovative transport measures in four phases:

- CIVITAS I (2002-2006), with 19 cities implementing around 200 measures
- CIVITAS II (2005-2009), with 17 cities implementing around 220 measures
- CIVITAS PLUS (2008-2013), with 25 cities implementing around 330 measures
- CIVITAS PLUS II (2012 – until 2016), with 8 cities implementing around 50 measures

The long term evaluation that is carried out in CIVITAS WIKI focuses on CIVITAS II, which took place from 2005 until 2009. The long-term evaluation for CIVITAS I (2002-2006) was performed within the CIVITAS CATALIST project².

As presented above, during CIVITAS II, over two hundred measures were implemented and evaluated in seventeen cities. Goal of this first memo is to give insight in the way in which cities experienced their participation in CIVITAS II, and what goals they achieved by participating. The memo describes the reactions from CIVITAS II cities looking back: why did they participate in CIVITAS II, what are the most beneficial outcomes, what are the lessons learned, etc.

This memo will be followed up by a second memo, in which more specific information will be given about the status of the CIVITAS II measures nowadays, and a selection of cities for more in-depth studies will be made.

The set-up of the memo is as follows. In Chapter 2 the approach of the long term evaluation is explained briefly. In Chapter 3 the reactions from the cities looking back at CIVITAS II are given, at a general level (not dealing with specific measures). Chapter 4 handles the more

¹ www.civitas.eu

² *CIVITAS guide for the urban transport professional*, CIVITAS CATALIST, 2012.

'factual' measure-related results at the end of CIVITAS II. Finally, the next steps in the long term evaluation are explained in Chapter 5 and conclusions are given in Chapter 6.

2 Long term evaluation approach

The long term evaluation consists of three steps:

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

The first step started with a 'quick scan' desk research to determine the state-of-the-art at the end of CIVITAS II. For this the Measure Evaluation Result Templates (MERTs) from the demonstration projects and the cluster reports from CIVITAS GUARD - the evaluation support action of CIVITAS II - (these reports include integrated interpretations of the measure results) were used. After the desk research, the cities (local evaluation managers, site leaders, measure leaders) were contacted and filled in a questionnaire on their experiences with CIVITAS II during and after the project, and the status of the measures today. This article reports only on the findings and statistics that came out of their experiences with CIVITAS II during and after the project.

In the second step, the questionnaire that has already been filled in by the cities will be used again to define the status of CIVITAS II measures today. All measures will be reviewed which will lead to the selection of the CIVITAS II cities for which an in-depth study will be carried out. The selection of cities depends among others on the results of the analysis (is there enough suitable information that allows an in-depth analysis), the willingness of cities to cooperate and the availability of individuals that can provide support. For all cities that are selected a process evaluation will be carried out and for cities for which there are quantitative data available an impact evaluation will be carried out as well. The aim is to select eight cities for the in-depth study. The second memo will report on the on the status of measures today and the selection of cities for in-depth analysis.

In the third step the impact and process evaluations for cities identified in Step 2 will be carried out. The impact evaluation that will be carried out will focus on appropriate key indicators for which data can be made available by the cities. The process evaluation explores the use and effect of the measures in a city after CIVITAS in a qualitative way. Most evaluations stopped after the CIVITAS evaluation, so probably only a limited amount of quantitative data (or even no data) will be available and a limited number of impact evaluations will be carried out. The analyses will identify which measures and cities were most successful in the longer term, and what circumstances made them successful.

A more elaborate description of the long term evaluation can be found in Deliverable 4.1 of CIVITAS WIKI³.

³ D4.1 Long term evaluation approach, April 30, 2013.

3 Review of general CIVITAS II Results

3.1 Results of the questionnaire to CIVITAS II Cities

In a questionnaire, all CIVITAS II cities were asked a number of questions about their participation in CIVITAS II, outcomes, lessons learned, etc. The part of the questionnaire that has been used for this memo can be found in the Annex at the end of this document. This chapter handles the results of those questions, per topic. Answers to questions are summarized and individual cities are not mentioned.

All seventeen CIVITAS II cities were intensively contacted for the questionnaire. Fourteen cities replied, in alphabetical order: Burgos, Debrecen, Genova, La Rochelle, Ljubljana, Malmö, Norwich, Odense, Ploiesti, Potenza, Preston, Stuttgart, Toulouse and Venezia. The findings in this article are based on their feedback only. The cities that did not respond to the questionnaire are Krakow, Suceava and Tallinn.

3.2 Reasons for participation

Main reason for cities (mentioned by all cities) to participate in the CIVITAS II demonstration project was to implement initiatives, technologies, measures and policies. Some of these things were already planned, and CIVITAS helped or quickened realizing them. In a lot of cities CIVITAS also played a role when it came to the integration of measures and in making a coherent plan. Some cities explicitly mentioned the outcome of implementation as a reason for participating: a more sustainable urban mobility/city and improved public transport service and conditions for cycling. Also the possibility to explore more deeply the implementation of measures and the evaluation of measures are mentioned.

About half of the cities mention the (additional) funding as one of the main reasons to participate in CIVITAS, and also about half of the cities gives the exchange of knowledge and ideas, learning from each other and cooperation a main reasons for participation. Sharing results and knowledge are mentioned throughout the questionnaire and appear also in other sections of this chapter. A last reason that is mentioned by four of the cities is innovation: CIVITAS supports them in choosing measures out of the standard solutions, and implementing innovative approaches and policies, and new ideas.

3.3 Beneficial outcomes

Cities were asked what the most beneficial outcomes were from their participation in CIVITAS. There is quite some overlap in answers that were given in the previous section (reasons for participation). This means that reasons for participation proved to be the right ones, since these were also the most beneficial outcomes.

A benefit that is mentioned by almost all partners is sharing and learning from each other, exchanging knowledge and experiences. The networking function of CIVITAS comes forward as very useful. The level of expertise of local teams has improved by workshops and site visits. Seeing concrete results on the ground was very beneficial as well.

Realizing and integrating technologies, measures and policies is a beneficial outcome mentioned also by almost all cities. Examples that are given here are pushing of measures which otherwise would have been delayed, and the incorporation of innovation in the measures.

Other benefits of participation in CIVITAS that are mentioned more than once are (additional) funding, strong local partnerships and the opportunity to gather around the table local public and private partners, (structuring of) methodology and evaluation. Awareness raising is mentioned once: through CIVITAS politicians and key decision makers realized that it was important to draw up a strategic, long term sustainable transport concept and to involve different stakeholders in the process to be able to address the challenges ahead.

3.4 Problems to overcome

The most difficult problems that cities had to overcome in their participation in CIVITAS do not have to do with the content, but with administration and politics. Administrative issues (bureaucracy, management, reporting, coordination, EC requirements) were a huge burden on the cities. Also politics sometimes caused problems; for example modification or even cancelation of measures due to political or local context changes, lack of support from politicians, no believe in success and importance of measures, local elections, and different departments in the city administration having to work together.

Other problems that played a role were of a more practical nature or had to do with the content of a measure, such as the change of a partner, difficulty in changing people's behavior and habits, and involving stakeholders.

3.5 Current status of the mobility situation

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 describe the mobility situation as improved compared to ten years ago. Reasons are 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, it is not about only cars any more, city is more livable, stakeholders are involved, etc. Of course these changes are not only because of CIVITAS, but CIVITAS has helped.

The other two cities describe the situation as more or less the same. One of them does so because the 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 reports that following improvements and progress in many areas, they had been restricted by funding reductions and some services and schemes had to reduce or stop.

After this the cities were asked to what extent CIVITAS contributed to the current status of the mobility situation in their city. In a number of cities CIVITAS has contributed to improving public transport and increasing the usage of public transport (and making people aware that there are alternatives for the car). More in general cities say that CIVITAS has helped in making the city more livable by converting the transport and infrastructure to more

sustainable ones. What CIVITAS also contributed to is the introduction and implementation of new (big) innovative mobility measures and concepts. CIVITAS gave momentum and accelerated developments. Finally, CIVITAS contributed to new mobility policies and traffic and mobility plans.

3.6 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 (SUMPs). They could choose from predefined answers and multiple answers were possible. The result is given in Figure 1. In this figure it can be seen that there is quite a variety in the link between measures and SUMPs. Half of the cities have answered that between 50% and 80% of the measures were linked to SUMPs. In three of the fourteen cities measures were not linked to a SUMP, most probably because those cities had not a SUMP at all. One of these three cities also answered that experiences gained through CIVITAS helped developing such plans.

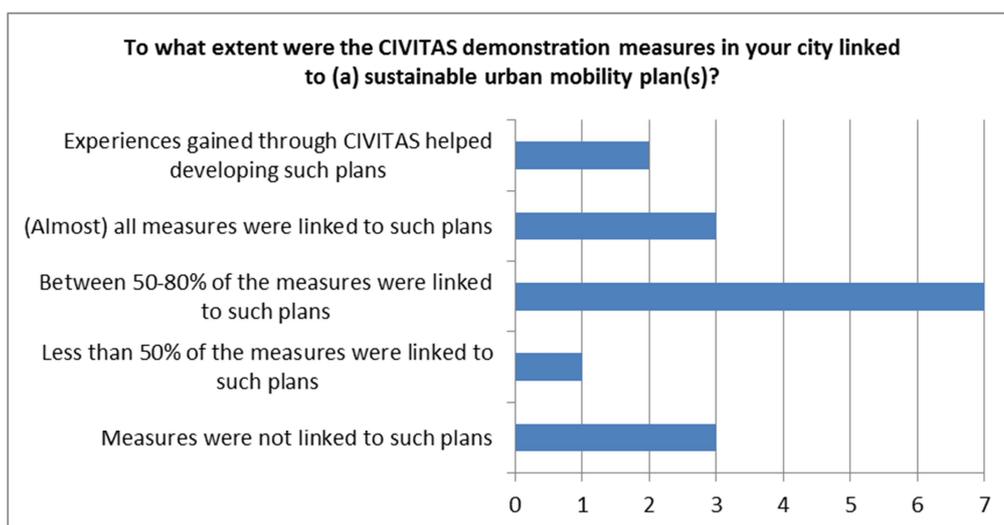


Figure 1: Answer of cities to the question ‘To what extent were the CIVITAS demonstration measures in your city linked to (a) sustainable urban mobility plan(s)?’

3.7 Lessons learned

Cities were asked to share their top-3 lessons learned from CIVITAS participation. The following three lessons are mentioned most (all three are mentioned by about half of the cities):

- **Involve stakeholders:** for example create local partnerships between key stakeholders to enable synergies, use their knowledge and skills for e.g. citizen engagement, involve user groups and travellers, etc.
- **A lot can be learned from other cities:** cities responded that lessons learned from the entire network provided 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, lessons with regard to approaches developed by partner cities.

- Political commitment and support is necessary and critical to successful delivery.

Furthermore there is a variety of other lessons learned, such as:

- The effect of the sum of measures collectively can be greater than the direct impact of the measures individually.
- Sometimes the efficiency of innovative low-cost soft measures can be higher than expensive infrastructural developments.
- Plan gradual change (steps, phases) – if possible – in those sustainable urban mobility measures that could be perceived as radical. It helps to remove barriers, deriving from fear of changes.
- International interest can extend the local ambitions of creating a more sustainable city.
- Pilot projects help to demonstrate the value of new mobility initiatives.
- Sustainability of interventions after the project lifetime is a key point to be deeply analysed.
- The importance of monitoring the effects of the measures implemented, with particular relation to objectives settled, in order to improve planning skills.
- Planning and linking activities creates wider benefits.
- Relationships made through challenging projects stand the test of time.
- The importance of uniform management and planning.
- The need to invest in innovation and alternative energies.
- The acknowledgement that communication and training performed within schools and specific groups of interest, have to be included in the implementation process of the project itself.

3.8 Future participation

A large majority of the cities (93% - thirteen out of fourteen) would participate in a new CIVITAS-alike project again. Reasons for participating again 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
- To (continue to) innovate

The one city that answered 'don't know' said it depends on the conditions and the role of the city.

3.9 Advice for the European Commission

The cities were asked whether they had advice for the European Commission (EC) to develop the CIVITAS Initiative. Two advices are mentioned several times. The first one is to lower the administrative burden. For example by streamlining and improving the consistency of approach regarding project bureaucracy, and reducing bureaucratic formalities. The expectations of the EC concerning reporting are perceived as huge. The second advice that comes from the cities is to concentrate efforts, for example by having less categories in a call or project, focusing on fewer activities, or making a better selection of actions/measures to be implemented in the cities. The risk with too many activities or measures is that all these different activities weigh down the project, while potentially reducing the effects of the most interesting, innovative and promising measures.

Some other advices that are given:

- Point out different leading cities to make sure that initiatives are not started from scratch but are built on best practice.
- Cities should have clear SUMP, because it is important that a city has got a clear vision about what they are going to do or not.
- Political and technical (staff) support is important.
- Try to engage cities for maintaining the work and improve it, after the final date of the project.
- The framework for the evaluation is a key issue that need to be shared and agreed before the ‘technical’ work begins. Scheduling of projects shall be designed accordingly.
- Address regional/conurbation aspects too.
- Maintain the open character of CIVITAS (including small cities as well as big ones, various types of organizations involved)
- Keep the integrated approach, but focus less on clean vehicles and ITS measures.

At the end of the CIVITAS MOBILIS project (April 2009), the consortium produced a Policy Recommendations document, with the following five major recommendations to develop the CIVITAS Initiative: create a CIVITAS Quality label for Structural funds and European loans, a dedicated CIVITAS Chapter in the Structural funds, a European “CIVITAS” agency on clean urban mobility, a CIVITAS exchange programme for policy makers, and export CIVITAS.

One city responded not with an advice but with an appeal to continue with the CIVITAS initiative. It really brings positive changes to cities.

4 CIVITAS II measures at the end of 2009

In CIVITAS II, 212 measures were planned in total. The distribution over clusters (measure types) is given in Figure 2, with on the left side the cluster that comprises most measures. The largest cluster is Public transport (22% of the total number of measures), the smallest cluster is Logistics and goods distribution (7% of the total number of measures).

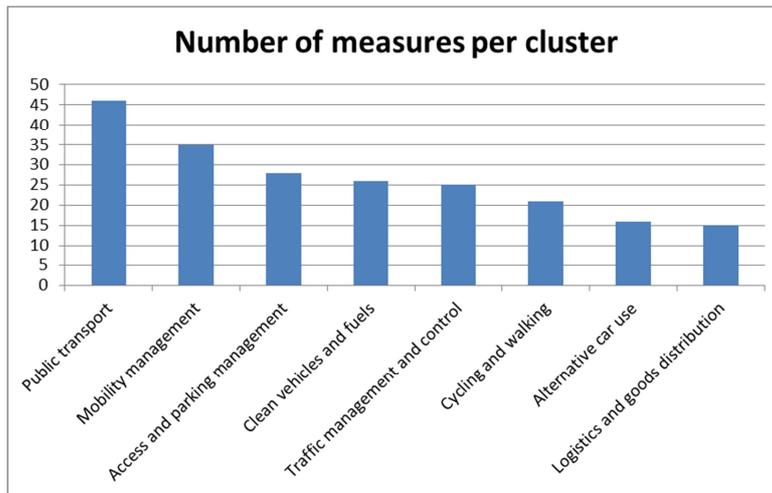


Figure 2: Distribution of planned measures over clusters.

At the end of CIVITAS II 150 of the 212 planned measures were implemented, 57 partly and 5 not, see Figure 3. Measures that are partly implemented are for example modified during the project or implementation, or the sample was made smaller than originally planned (e.g. ten electric buses instead of 20). For the five measures that were not implemented at all were various measure- and city-specific reasons.

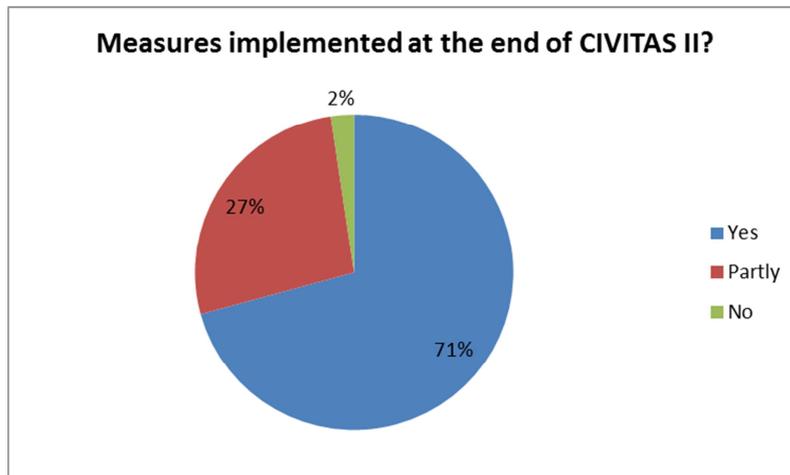


Figure 3: Implementation of measures at the end of CIVITAS II.

Clusters with a relatively high implementation rate are Cycling and walking (90% implemented, 10% partly) and Traffic management and control (84% implemented, 16% partly). Clusters with a relatively low implementation rate are Logistics and goods distribution (40% implemented, 53% partly, 7% not) and Clean vehicles and fuels (50% implemented, 50% partly).

In the second memo the status of the different measures at the end of CIVITAS II and nowadays will be described in detail.

5 Next steps

Next step in the long term evaluation is to look at the current status of the CIVITAS II measures. Examples of research questions that will be answered are: Which measures do still exist? Are there differences between cities and clusters concerning the status of measures nowadays? Why were measures terminated? Do the 'still successful' measures have something in common? Based on the status of measures now and other criteria (e.g. willingness to cooperate and availability of information and data) cities will be selected for in-depth study (see also step two in Chapter 2). In a second memo the result of the analysis and selection of cities will be described. In the second memo more specific information about measures will be given, whereas this (first) memo handles the more general experiences and feedback from cities looking back at CIVITAS II.

After the second memo the in-depth studies (impact and process evaluations) will be carried out. How this will be done can be read in more detail in Deliverable 4.1 of CIVITAS WIKI.

6 Conclusions

Overall, the CIVITAS II cities look back at CIVITAS II in a very positive way. Participation helped in making their cities more sustainable and had a positive impact on the cities; 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 experience; reasons for participation proved to be the right ones. Thirteen out of the fourteen cities would participate in a new CIVITAS-alike project again. What stands out most is the exchange of knowledge, experiences, ideas and best practices. Throughout the questionnaire this is mentioned by all cities. Innovation is also mentioned several times as being an important aspect of CIVITAS.

The most difficult problems that cities had to overcome in their participation in CIVITAS do not have to do with the content, but with administration and politics. Administrative issues (such as reporting) were a huge burden on the cities. One of the advices that the cities have for the European Commission is to lower this administrative burden.

Another advice that was given is to concentrate efforts, for example by having less categories in a call or project or focusing on fewer activities.

The link between measures and sustainable urban mobility plans (SUMP) varies a lot between the cities. Half of the cities indicates that between 50% and 80% of the measures were linked to SUMP. In few cities measures were not linked to a 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 is necessary and critical for successfulness.

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Annex

Part I. General city evaluation

City:	
Contact person:	
Position:	
Telephone:	
Email:	
Date:	

Questions at City level

1. What was the main reason why the city has participated in the CIVITAS Demonstration Project?

2. What was the most beneficial outcome from the cities' participation to CIVITAS?

3. What was the most difficult problem to overcome with the cities' participation in CIVITAS?

4. How would you describe the current status of the mobility situation in your city compared to the situation 10 years ago (please select a, b, c, d)?

a. It has improved, because

b. It has been more or less the same, because.....
c. The situation has worsened, because.....
d. Other.....

5. To what extent has CIVITAS contributed to the current status of the mobility situation in your city?

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6. To what extent were the CIVITAS demonstration measures in your city linked to (a) sustainable urban mobility plan(s) (please select a, b, c, d, e, multiple possible)?

a. Measures were not linked to such plans
b. Less than 50% of the measures were linked to such plans
c. Between 50-80% of the measures were linked to such plans
d. (almost) all measures were linked to such plans
e. The experiences gained through CIVITAS helped developing such plans

7. What are the top-3 lessons learned from CIVITAS participation?

1. ...
2. ...
3. ...

8. Would your city participate in a new CIVITAS-alike project again?

a. Yes, because.....
b. No, because.....
c. Don't know / no answer

9. What advice do you have for the European Commission to develop the CIVITAS Initiative?

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