THE NETWORK
OF MAJOR
EUROPEAN
CITIES

EUROCITIES for Sustainable Urban Mobility

Strength through diversity

E U R O C I T I E S

EUROCITIES is the network of major European cities. Founded in 1986, the network brings together the local governments of 131 large cities in some 34 European countries. EUROCITIES represents the interests of its members and engages in dialogue with the European institutions across a wide range of policy areas affecting cities. These include: economic development, the environment, transport and mobility, social affairs, culture, the information and knowledge society, and services of general interest.

EUROCITIES website: www.eurocities.org

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EXECUTIVE SUMMARY

EUROCITIES welcomes the initiative of the European Commission to publish a Green Paper on Urban Transport and shares with the Commission the goal of developing mobility solutions that contribute to the sustainable development of European cities. EUROCITIES believes that integrated urban transport solutions are needed in order to ensure the conditions for promoting accessible, liveable and sustainable cities throughout the European Union and also in its neighbouring countries. For this reason, a discussion on Urban Transport is first and foremost a discussion on sustainable mobility, which must take into account not only a city's economic development, but also its social cohesion and its environmental state.

Furthermore, the overall sustainability of Europe and its ability to address issues such as climate change, energy efficiency and demographic change, will entirely depend on whether its big urban centres are able to address these challenges effectively. A sustainable Europe is only possible if we have sustainable cities.

Cities across Europe work within different legal, organisational, financial and physical constraints. The optimal strategy for a single city can only be fine-tuned at the local level, combining measures and strategies which are most beneficial in each case. The principle of subsidiarity is therefore not only a political demand from local authorities, but a clear requirement for achieving sustainable mobility solutions in Europe's cities. As a consequence, it is important that the Commission's Green Paper carefully analyses the potential roles and contributions of the EU, national and regional governments and local authorities, in order to provide the best possible framework for the development of local strategies for sustainable and efficient urban transport. At the same time, it must also ensure that these local actions are coherent within the framework of an integrated overall strategy that takes into consideration the urban dimension of transport and related public policies in a wider European context.

EUROCITIES would welcome a Green Paper on Urban Transport that addresses the following themes:

- Fostering a more integrated planning approach, taking into consideration the impact of demographic change, the important link with land use and the need to implement sustainable urban transport plans across Europe;
- The development of an approach to mobility management within cities and between cities, which, on the basis of predicted travel behaviour, intervenes proactively to encourage sustainable solutions both for freight and citizens, to reduce where possible their transport demands, and encourage the most sustainable modes to cover remaining needs;
- How to manage demand and achieve modal shift away from private motor vehicles to public transport and other less-polluting modes, such as cycling and walking;
- A strong commitment to the reduction of fatal road accidents through a large-scale Europe-wide campaign including support for local, regional and national actions with the aim of changing citizens' behaviour, together with policy mainstreaming in order to meet the target of a 50% reduction by 2020;

- Ensuring that transport policy plays a full role in broader integrated urban development, addressing the challenge of climate change and other key environmental concerns such as air quality and noise issues through the development of various demand management tools which allow for the internalisation of the external costs of transport, such as impacts on health and air quality.
- The provision of financial support for the implementation of projects and activities based on sustainable approaches to meeting mobility needs;

EUROCITIES and its members have high expectations of the European Commission's forthcoming Green Paper and hope that the concerns of cities, as forerunners in this regard, will be taken into account in order to help create the more accessible, liveable and healthy cities that will contribute towards ensuring the sustainable future of the European Union.

INTRODUCTION

The road to accessible, liveable and sustainable cities passes through mobility. Mobility is a prerequisite for a better quality of life. The mid-term review of the White Paper on transport: "Keep Europe moving – Sustainable mobility for our continent"[1] foresaw the publication by the European Commission of a Green Paper on Urban Transport with the aim of identifying the potential European added-value to actions at local level in the field of urban transport.

The discussion paper "EUROCITIES for Sustainable Urban Mobility: Strength through Diversity" is the EUROCITIES contribution to the mobility debate. It represents the voices of EUROCITIES members, who are today facing the challenge of achieving higher levels of mobility in a more sustainable way. For EUROCITIES, the European Commission Green Paper on Urban Transport, due to be published in Autumn 2007, will be the first step in a process of ensuring that EU policy, especially in the fields of transport, energy and the environment, is developed in a way that takes into account the needs of cities and the challenges they face.

EUROCITIES policy statement consists of four chapters. The first chapter addresses the wider context of urban policy at EU level from a mobility perspective. Issues and problems at the city level will be described and addressed from the local perspective. Given the diversity that exists within and between Europe's big cities, there will never be a single solution. The complexity lies in the diversity of this picture requiring a continuous dialogue between the various actors involved.

The second chapter will analyse the subject of urban planning from various perspectives including the impact of demographic change on cities. This general overview will be followed by an examination of the key factors that should characterise cities in the future: accessibility, liveability and sustainability.

The third chapter will underline the importance of monitoring and evaluating transport plans. This will help to demonstrate to stakeholders the effectiveness of certain policies, indicating that

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[1] Communication from the Commission to the Council and the European Parliament, "Keep Europe moving – sustainable mobility for our continent", COM (2006) 314 final.

expenditure on public transport represents value for money, and will provide an evidence base for future plans. Finally, the fourth chapter addresses the issue of financing urban transport.

In conclusion, EUROCITIES argues that, given that there is no single solution for the problems cities are facing, complex solutions will require continuous consultation between the various levels of governance: local authorities, regions, Member States and the European Commission. At the same time, the solutions should all work towards the overarching objective of a more sustainable future for Europe.

1. CONTEXT

1.1 Urban Transport Policy: an essential component of EU Policy

The mobility of citizens is a fundamental prerequisite for the successful functioning of European cities, which, in turn, is crucial if they are to fulfil their role of driving regional and national economies, and contribute to the success of the EU's Growth and Jobs Strategy. The indispensable pursuit of economic growth creates a conflict between, on the one hand, the increasing levels of demand for faster and more reliable mobility and, on the other hand, the need to reduce traffic congestion and the environmental and social costs that it generates. Urban transport is a crucial factor in this overall picture, which requires a wide-ranging and long-term approach from public authorities at all levels – including at the European level. As a linchpin of integrated urban development, achieving sustainable mobility is also a fundamental prerequisite for success in many other policy areas.

Nowadays, mobility needs and patterns are not only a question of simply being able to move around, but also of having access to sustainable urban mobility. Indeed, mobility is increasingly perceived as a 'right' in itself, given that it is a prerequisite for access to work, housing, education, health and leisure. Providing an accessible and affordable transport system can also help address social exclusion. The importance of moving around the urban environment in the day-to-day lives of individuals and businesses also means that greater attention must be paid to the quality of urban transport. In fact, its growth raises a range of problems: of different kinds of intermodality and co-modality, of accessibility, of space requirements, of safety, environment, etc. Resolving these problems requires new approaches, which in turn requires analysis of the policy implications from a much broader perspective.

In recent years, European policies that have an impact on urban transport (such as transport, regional, environmental, energy, internal market or research policies) have often been developed independently from each other. The result is the absence of an integrated European approach on issues linked to urban transport. The complex nature of the problems faced today by Europe's cities requires greater reflection on how to ensure and implement an integrated approach at all levels.

1.2 Achieving sustainable mobility: towards the implementation of "dynamic subsidiarity"

This paper addresses the challenges for cities in the field of urban transport and sustainable mobility. For each, consideration is given to whether the involvement of the European level is desirable and, if so, what kind of involvement and to what degree. Successfully managing urban transport is key to unlocking the potential for growth and jobs, ensuring inclusive urban areas, where all inhabitants are connected and have access to the services they need, and to ensuring greater energy efficiency and protection of our environment, including the global climate.

European cities are complex and diverse. To achieve accessible, liveable and sustainable cities, commitment and action is required at all levels of government: city, regional, national and European. However, while there might be broad agreement on what is at stake, cities across Europe do not have the same tools, competencies, priorities or capacities to act, and they function within very different constitutional structures. Therefore, for EUROCITIES members, the principle of subsidiarity is fundamental: cities must retain the flexibility to address local problems using the policies and tools best adapted to their local situation. The dynamism of this concept is important; such a complex picture requires tailor-made solutions to address and solve the specific challenges experienced by different cities. In addition, these challenges and the required solutions will change and develop over time.

Urban transport and the issues raised in this paper have a clear and immediate significance for cities. But they are also inextricably linked to the global challenges that Europe and its cities face, such as demographic change, climate change and the need for greater energy efficiency. Therefore actions to address these issues at local level are also important for the EU as a whole, not only the individual cities that will benefit directly from greater sustainable mobility. Dynamic subsidiarity and the freedom to act at local level must also be situated within this wider context of challenges for Europe as a whole.

EUROCITIES would therefore like to encourage the EU institutions and national governments, within the broader objectives already set out at EU level in terms of sustainable development, to embrace this diversity and ensure that local authorities are given the best support available to develop integrated solutions to local problems.

2. THE WAY TOWARDS ACCESSIBLE, LIVEABLE AND SUSTAINABLE CITIES

2.1 Planning our cities

Urban space is becoming increasingly complex. Faced with a restructured concentration of activities driven by market forces, the accelerating integration of the EU into the global economic context, growing interdependence between Member States, regions and cities, and the effects of ageing and migration on labour markets and society it is clear that a comprehensive approach to city planning is required. Such an approach must be based on a shared and sustainable set of objectives, to prevent as far as possible any potential conflicts between different levels of authorities.

2.1.1 The impact of demographic changes

Demographic change and mobility issues are interrelated. Firstly, mobility patterns and demands in cities will change considerably, due to the ageing and diversification of the population. Secondly, mobility and transportation have a key role to play in building a more cohesive urban society that enables all citizens to participate equally in social, economic, political and cultural life. However, the planning, operation, funding and management of transportation will have to adapt in order to fulfil the needs of the next generations of Europe's citizens. Depending on the general conditions in urban areas, i.e. population composition, economic sectors, employment rates, etc., actual population development trends differ considerably from city to city. Population estimates for some cities show strong projected growth, while for others population shrinkage is expected. Nevertheless, overall projections on the increased number of elderly citizens will affect all cities, and will give rise to a number of similar challenges for cities, including in the realm of urban transport.

The following are some of the most pressing issues to take into consideration, faced with current trends in both demography and mobility:

- **Safeguarding mobility for seniors** – the increasing proportion of elderly citizens implies that mobility needs and patterns will change. Even if many of tomorrow's older generation are car-owners, congestion, personal choice, rising oil prices or public policy measures may mean that their car-use drops, and that there will be an increase in demand for public transport more suited to their needs.
- **Safeguarding mobility for different cultural backgrounds** - the increasing diversity of Europe's large cities resulting from changing patterns of migration must also be taken into account, as members of different groups may manifest different attitudes and behaviours in relation to their use of various modes of transport.
- **Demographic trends will result in new approaches to spatial planning** – different cities will have to adopt different approaches to planning, depending on specific population patterns and trends across the whole of the city and its suburbs; the availability of transport services must play a key part in this.

- ▪ Legal, financial and political framework - conditions may not allow easily for the necessary adjustments to be introduced into the transport system or into its legal and organisational framework and funding.

EUROCITIES urges the European Commission to take into consideration the impact of demographic change when addressing urban transport and mobility, in particular the "new" mobility demands of Europe's ageing and more ethnically diverse population. It is important that this is accompanied by a process to develop standards and quality criteria for urban transport services.

2.1.2 Land use

A successful planning policy will help ensure that people have access to undertake the activities they wish to, without the need to travel long distances. Planning policy can also ensure that facilities most likely to generate or attract major journeys are located at or around public transport nodes, or along public transport corridors. It can also ensure that more local destinations are also convenient and safe for access on foot or by cycle. While such policies may only have an impact in the longer term, they are crucial to reversing growth trends in car travel demand. Current systems of impact assessment may not properly take into account the effect of major developments (such as out-of-town retail centres) on sustainable development and could perhaps be better integrated with transport planning.

EUROCITIES recommendation to the European Commission:

- ▫ To take into consideration the important interface between transport planning and urban planning. The Commission should evaluate the effectiveness of existing systems of impact assessment, with a view to helping Member States and cities improve the sustainability of land use and transport planning.
- ▫ To develop opportunities for research that will address the need for a sustainable audit system at the EU level.

2.1.3 Sustainable Urban Transport Plans (SUTPs)

EUROCITIES reiterates the need for an integrated strategy within cities to deal with urban issues. The Thematic Strategy on the Urban Environment offers a useful framework to help local authorities make the best decisions in terms of achieving high quality urban environment[2]. This structured approach should encourage cities to engage in a constant and continuous dialogue with all relevant stakeholders, from citizens to private operators. The implementation of SUTP in cities

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[2] In terms of the main challenges and problems faced by cities, the European Commission strongly recommends local authorities to develop and implement sustainable urban transport plans (SUTP), Communication from the Commission to the Council and the European Parliament on the Thematic Strategy on Urban Environment, COM (2005) 718 final.

can be considered in three ways:

- A means to ensure long-term planning for the development of urban transport. A system of regular reporting and monitoring should be put in place in order to benchmark the performance of the different cities;
- A framework tool-box to facilitate the definition of measurable objectives and quality criteria;
- An instrument to support actions that facilitate interoperability and intermodality between various transport modes, covering both passenger and freight transportation.

> EUROCITIES recommendation to the European Commission:
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> □ Develop guidance on how to organise and implement SUTPs, which, where necessary, should be supported by accompanying legislation at Member State level, to achieve the overall objective of a sustainable urban development;
> □ The funding that is already being provided by the Commission should be targeted towards those cities that are already implementing SUTPs, and to those willing to develop them. Member States should also be more actively involved in ensuring an integrated urban approach, for instance by introducing into their legislation a framework to make sustainable urban transport plans binding. The results of PILOT[3] and BUSTRIP[4] Projects may be helpful and the Commission could consider promoting the results of these and other relevant studies;
> □ Cycling and walking must be an integral part of city planning and this should be made explicit in the Commission guidance documents for SUTPs. "Urban settings" must be developed in a way that is also more favourable to short distance trips, in order to limit peripheral urbanization;
> □ Awareness and information campaigns should be launched, using national and local media, to illustrate the benefits of SUTPs. Results of the "Liveable cities project"[5] may serve as a starting point.

> EUROCITIES reiterates its wish to assist the European Commission in these tasks:
> - EUROCITIES members could contribute to a wide dissemination campaign on SUTPs, for example, national workshops and training for local authorities could be organised in cooperation with EUROCITIES, to ensure the transfer of know-how to those cities with less experience.

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[3] *PILOT Project, http://www.pilot-transport.org/*
[4] *BUSTRIP Project, http://www.bustrip-project.net/*
[5] *Liveable cities project, http://www.liveablecities.org*

2.2 Accessible cities

Making our cities accessible: Sustainable mobility is a prerequisite for economic growth. We have to make our cities accessible, for people and goods from the surrounding region and beyond, and within the city for people to their places of work and education. If we fail to provide effective mobility options to overcome traffic congestion and lack of access, we will not achieve greater economic growth and our citizens will be denied the benefits in terms of employment and prosperity. The negative repercussions of this, in terms of reduced economic competitiveness, will be felt at regional, national and European levels.

2.2.1 Connecting Europeans

The economic dimension: Cities are the engines of economic growth, both regionally and nationally. Connecting cities with one another, as well as connecting Europe internationally through the trans-European transport network (TEN-T), is a crucial component of the relaunched Lisbon strategy for growth and employment in Europe. However, there are also negative side-effects of this policy. Congestion is also growing on the access routes to major cities. By 2020, it is projected that 60 major airports will be severely congested; a similar trend is visible in ports. Only a package of intelligent solutions, including the multi-modal logistics chain, will optimize the use of the existing transport infrastructure across the different modes, including rail corridor, sea or air transport.

In areas where the road mode cannot be "shifted', the road infrastructure must become intelligent and send and receive information to and from vehicles, and collect information on road conditions such as weather hazards and accidents to optimize operations.

The international dimension: Transport connections have a central role to play in enabling regional cooperation and integration and more should be done to ensure accessibility for the most peripheral parts of the EU. Improving transport connections is also important to enable effective links between the EU and its neighbours for both passengers and freight. These connections should be efficient, safe, secure and intermodal. An intermodal transport chain should remain the main characteristic of transport flows in the EU and neighbouring countries in order to increase the interoperability of traffic management systems, handling equipment in ports and airports and other logistic terminals.

EUROCITIES recommendations to the European Commission:

□   EUROCITIES urges the European Commission to engage with cities in the revision of the links between cities and TEN-T connections.
□   EUROCITIES would like to underline its support for the co-modality approach as defined in the mid-term review of the Commission's White Paper on Transport – i.e. the efficient use of different modes on their own and in combination. A clear focus on environmentally-friendly modes is needed when talking about co-modality. All of this needs to be part of a strategy within cities to achieve genuine sustainable mobility that integrates economic, environmental and social policies.

2.2.2 Mobility Management as a tool for sustainable mobility

Notably regarded as the 'soft' alternative, mobility management is an innovative demand-oriented approach to promote and enhance a change in the attitude and behaviour of people towards sustainable modes of transport. This methodology requires a concerted approach between the various stakeholders involved (citizens, public transport operators, land planners, travel and mobility managers, car manufacturers, private business, schools and health institutions) in order to assess proactively which services cities can provide and how. This new approach may provide effective solutions to fight urban sprawl.

Mobility Management, as a tool to address the need for increased accessibility, must take two main issues into consideration: Freight demand management needs and travel for work needs.

- **Freight demand management needs**: The aim of defining and conceptualising city logistics is to optimise the use of all transport modes and to facilitate their integration into a single supply chain towards cities. More efficient logistics chains will also help tackle pollution, congestion and energy dependence.

In order to deliver benefits in terms of reducing delivery trips, minimise peak congestion, reducing fuel emissions and improving energy efficiency, freight travel demand management will need to take into account the following aspects:

- **Design**: new buildings, refurbishments and redevelopments to ensure/demonstrate that efficient freight movement can be achieved.
- **Construction**: companies and personnel involved in construction activities, and in particular factors such as the delivery of construction materials, waste handling, building design for efficient construction etc.
- **Operations**: day-to-day fleet management to help ensure and demonstrate efficient operations and effective communication

EUROCITIES strongly supports the creation of a European logistics platform that aims to institutionalise intermodal logistics for cities. Cities, together with Member States and industry, should act as focal points carrying out a continuous exercise of identifying and addressing existing bottlenecks to freight transport logistics. They could share know-how, identify best practices, and give input to policy development. Professional organisations and labour unions should also participate in order to:

- Ensure a better utilisation of transport infrastructure.
- Develop multimodal liability regimes, which could contribute to this policy.
- Provide a better quality of service (including through a rail-freight oriented network)
- Introduce smart technologies into all modes of transport.

- Travel for work needs - One of the primary and most problematic contributors to peak-hour traffic are the travel to work journeys that require people to move often from one side of the city to the other. This requires an effort on the part of local authorities, transport agencies and businesses to promote mobility management initiatives, such as work travel plans. A Travel For Work Plan (or travel plan) is a package of measures aimed at encouraging staff to travel to work using more sustainable methods of transport.

Many categories of people can benefit from an effective implementation of travel plans:

- Employees and the local community can enjoy easier and healthier mobility;
- Those not owning a car can benefit from better access to employment/educational opportunities and social/leisure services;
- Reduction of travel costs for employees when a "travel plan network" has secured discount deals from public transport operators;
- The whole community benefits from environmental improvements, particularly when travel plans result in an overall reduction in motor traffic;

Furthermore, a concerted effort by several local authorities willing to tackle the issue in a more comprehensive way can result in the creation of a network, which offers a single contact point for a variety of organisations, potentially representing large numbers of employees.

> EUROCITIES recommendation to the European Commission:
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> EUROCITIES urges the Commission to promote the development of work travel plans as an example of good practice in terms of mobility management, and perhaps lead by example and consider how to develop them for the staff employed by the EU institutions.

2.3 Liveable cities

Making our cities liveable: Sustainable mobility is a prerequisite for achieving a better quality of life for all and greater social cohesion within our cities. People should have easy access to basic facilities in order to benefit from their leisure activities, in a comfortable and safe and healthy environment, minimising their contribution to pollution and congestion. We have to make our cities more liveable and more accessible, so that people can go to school, go shopping, play sports, practise their religion, visit friends and family or enjoy being tourists in a city. If we fail to provide effective and affordable mobility options for all of these aspects of life, for all members of our communities, then we will fail to create the environment needed for a better quality of life for all our citizens

2.3.1 Mobility management as a societal need

Mobility management helps to develop new concepts of how individuals move around cities, and requires a broader reflection on issues such as the organisation of education and cultural programmes.

- School Travel Plans - "Travel To School Initiatives" (TTSI) are a tool for realising the primary objectives of mobility management in relation to the education sector. These instruments have the capacity to improve road safety for children and reduce dependence on the car by promoting walking, cycling and public transport as more responsible, accessible and desirable alternatives for journeys between home and school. It functions by addressing the needs of the individuals and the overall organisation of the educational structures.
- Cultural-societal needs: Sport, recreation, religion and tourism require "movement" in order for citizens to access facilities. The change of individual attitudes towards shopping, together with the development of new technologies on the field of electronic and internet-based services, affects the evolution of travel patterns in urban areas. Meanwhile sports clubs and local authorities can work together to develop sport travel plans for supporters, reducing the negative impact of sporting events on the environment and traffic. These developments also require a reflection on the issue of tourism and the need to travel short or long distances. In particular, creating strong connections (synergies) between dedicated tourism/leisure service providers (such as museums, amusement parks, and hotels) and dedicated transport providers is essential for the successful establishment of Mobility Management in urban areas, that will favour the use of more sustainable transport modes also by tourists.

In addition to mobility management at the local level, there is a great deal of scope for developing complementary activities also at national and European levels. The European Platform on Mobility Management (EPOMM) exists as a platform for European-wide coordination of mobility management initiatives. It plays a role in:

- Dissemination
- Developing legislation
- Transfer of knowledge
- Policy development support

EUROCITIES recommendation to the European Commission:

Recognise the European Platform on Mobility Management (EPOMM) as a tool:

- To integrate Mobility Management into urban planning;
- To support the Europe-wide dissemination of good practices, where large infrastructure measures are only approved when Mobility Management has been exploited to the full;
- To facilitate the adaptation of a common evaluation and reporting format for Mobility Management based on European research (as has been done in Sweden with the so-called SUMO format);
- To request actions to support an exchange of knowledge, as already takes place between the EPOMM member states.

EUROCITIES believes that national authorities that have experience with Mobility Management should be encouraged to share best practice with those that have not yet used this approach to the same extent.

2.3.2 'Smarter modes' of Transport

As a direct consequence of the commitment of cities to mobility management initiatives, citizens are experiencing an increase in the need for public transport, and for smarter options, such as cycling and walking. These 'smarter modes', along with public transport, not only improve public health, but also contribute to better social relations between individuals, who share the safer cycling or walking paths for their various needs.

> □ EUROCITES considers that there is an urgent need to change perceptions of 'smart modes' of sustainable transport, such as cycling and walking. EUROCITIES encourages the development of initiatives such as public bike schemes, as well as car sharing and car-pooling systems, which transform the individual car into a high occupancy vehicle, minimising their impacts on the roads.
> □ Actions aimed at changing citizens' travel behaviour and choice of transport modes must be supported by long-term media and advocacy campaigns, given that such a shift of public attitudes can only be achieved if policy measures are accompanied by educational and awareness-raising activities.
> □ EUROCITIES believes that good public transport is an essential factor in achieving sustainable mobility and therefore asks the European Commission to ensure public transport infrastructure and operations that function well, with high standards of quality.[6]

2.3.3 Road Safety – from policy-making to campaigning

Road Safety is a main concern, not only in all Member States throughout the European Union, but also for European citizens and cities. Far too many citizens are being killed or injured on the roads of Europe's cities. Although there has been a slight improvement in the last years, the situation remains socially unacceptable. There is a considerable disparity across Europe in terms of attitudes to and investment in road safety, as well as in the road traffic accident figures in the various Member States, with significant differences between south and north, east and west.

EUROCITIES supports the European Commission in its commitment to reducing road deaths by 50% by 2010. However, more needs to be done. On its own, the European Road Safety Charter is not enough to fully engage both local authorities and Member States in achieving this objective.

EUROCITIES also supports work at EU level to address those problems already identified, such as blind spots for lorry drivers and cross-border enforcement of traffic offences, if necessary through legislation. Much more could be done to ensure that vehicle standards are aimed not only at

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[6] EUROCITIES would like to support the position of the Union of International Transport Operators (UITP) together with the European Transport Workers Federation in their commitments to foster the use of public transport at the EU level together with a reflection on their quality and new financing structure. Joint statement by the UITP and ETF, January 2007, http://www.uitp.com/eupolicy/positions/2007/01/UITP_ETF_Joint_Statement_EN.pdf

reducing speed, but also at protecting vulnerable road users in the event of a collision.

Whilst cities may be committed within their policies to reducing road deaths, they do not always have the resources, experience or know-how to achieve this. Nevertheless, many cities do have a wide range of experience in this area, and EUROCITIES is in the best position to harness this through existing programmes. There is potential, therefore, to expand these programmes and facilitate regular exchanges of ideas and experiences, to help cities implement effective, specific measures to improve road safety and to monitor rigorously the benefits that are achieved.

EUROCITIES recommendations to the European Commission:

In order to help cities to monitor and achieve the targets,

- □ Harmonize data collection techniques across all Member States, to ensure comparability of information, including the figures for how many people are killed or seriously injured in road traffic accidents;
- □ Identify the whole range of factors affecting road safety in urban areas throughout the EU, including societal and behavioural factors as well as infrastructure;
- □ Enable closer cooperation between the EU and city networks, such as EUROCITIES, to facilitate greater uptake of the European Road Safety Charter at local level.
- □ Establish channels of communication between representatives from cities and regions in different parts of Europe to exchange information, knowledge and best practice. This would allow cities from Member States with good road safety records to act as 'mentors' for those cities with traditionally high levels of accidents;
- □ Support the organisation of an annual Urban Road Safety Conference to allow cities to compare engineering, education and enforcement techniques;
- □ Establish a funding stream to help cities with the implementation and validation of projects that contribute towards the aims of the European Road Safety Charter;
- □ Maintain a permanent dialogue with car manufacturers on vehicle safety standards that will help protect vulnerable users such as walkers and cyclists.

EUROCITIES is in a strong position to help the European Commission develop a follow-up to the SAFE project, aimed at those road safety problems common to urban areas in different countries, to identify good practices and to monitor improvements. It is in the urban environment that the most vulnerable citizens (children, cyclists and the elderly) are at greatest risk on the roads.

2.3.4 Noise

Another difficulty cities face in terms of urban transport is dealing with the issue of noise and its impact on the health and well-being of its citizens. Approximately 65% of the population of Europe is exposed to high noise levels caused by traffic, which can lead to annoyance, sleep disturbance, negative effects on health, learning disabilities and even premature mortality or morbidity[7] as cardiovascular effects[8].

Evidence from both older and recent noise maps[9] established by several cities in Europe shows that noise levels above 65-70 dB frequently occur near dwellings and other sensitive locations. Measures are needed to improve the acoustic climate. In keeping with the general integrated approach followed by EUROCITIES, it is clear that most traffic-noise problems cannot be addressed by a single solution, and that a holistic approach is required. This means that policy makers, engineers, planners, developers and public authorities must be more aware of the environmental impact of their plans.

At the EU level, measures are needed to lower the EU limits for acceptance of vehicles and tyres. The current limits do not account for the standards and possibilities offered by today's level of technological advancement. Increased congestion means a dramatic rise not only in the number of vehicles, but also in heavier vehicles, that are higher powered. The noise-limit values for tyres, exhaust systems and motorcars are not very strict in themselves, and nearly all existing cars or tyres can easily comply with the current limit values contained. The continuing increase in the number of cars and lorries, as well as in the number of kilometres driven, mean that a further reduction in these limit values is urgently needed[10].

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[7] *Knol AB , Staatsen BAM ,* Trends in the environmental burden of disease in the Netherlands, 1980 - 2020

[8] Babisch W, Gallacher JE, Elwood PC, Ising H. Traffic noise and cardiovascular risk. The Caerphilly study, first phase. Outdoor noise levels and risk factors. Arch Environ Health, PubMed, 1993-2005.

[9] Directive 2002/49/EC of the European Parliament and of the Council relating to the assessment and the management of the environmental noise.

[10] At local level, several measures already exist in cities such as: better planning of the layout of districts/neighbourhoods, replanning of the orientation of the more sensitive rooms of houses (bathrooms, corridors, store rooms situated on the noisy side of the dwelling, and living room and bedroom on the quiet side), use of acoustic barriers and/or embankments, tunnels and cuttings, speed and flow restrictions for road vehicles, volume-reduction measures by limiting the number of cars and/or heavy good vehicles in the city centre or other sensitive areas (Low Emission Zones), traffic management schemes, like low noise detours and rerouting and quieter road pavements (surfaces).

EUROCITIES recommendations to the European Commission:

▫ To consider tightening noise limits, in particular given their effects on public health. In particular EUROCITIES strongly supports the revision of the legislative proposal by the European Commission to tighten the European noise limits for tyres and vehicles. Initiatives such as the establishment of Low Emission Zones could be transferred to the field of noise and cities could help the European Commission to develop the concept of "noise reduction zones".

▫ Monitor the growth in, or reduction of, the effects of transportation all over Europe, including noise indicators (noise levels, number of exposed houses or inhabitants, depreciation in value of property and other sensitive locations, unusable estates/zones and health costs).

2.4 Environmentally sustainable cities

Making our cities more environmentally sustainable: Sustainable mobility is a prerequisite for the future of our planet. We have to make our cities sustainable, so that the economic growth and mobility we need to achieve do not come at the expense of our environment. If we fail to provide effective mobility options, that encourage people away from private cars, that use cleaner fuels and are more energy efficient, then we will fail to achieve sustainable development and combat climate change. The repercussions for all our citizens and future generations will be substantial.

2.4.1 Climate change and air quality

The latest report of the UN Intergovernmental Panel on Climate Change (IPCC) is unequivocal about the threats posed by the challenge of climate change. EUROCITIES welcomes the conclusions of the European Council in March 2007 and emphasises that urban transport policy must play a full part in reducing greenhouse gas emissions. Local authorities together with Member States and the European Commission need to rethink how to tackle this issue, not only through legislation, but also through a concerted approach and an overall strategy at all levels. Solving the problem of poor air quality in our cities, especially in large cities, will take a significant amount of time and affect many decisions, such as land-use planning and changes in infrastructure. Legislation at EU level continues to be an important driver of strategies and actions in cities to improve air quality. Even if many of the difficulties can be solved, hot spot areas, such as street canyons and crossroads, will continue to be problematic. Also, there is a danger of simply shifting the problem from one area to another when implementing a certain type of measure, for instance, using road tunnels as a solution for problems in inner city areas. Nevertheless, because of the need to improve air quality for environmental and health reasons, a number of cities have implemented, or are planning, environmental or low emission zones, particularly where it is proving difficult to meet EU or national air quality limits. This requires support from the EU level, for example in developing EU standards for retrofitting particle filters (so that vehicle operators and enforcement authorities know when they are respecting the relevant limits) and to enable cross-border enforcement of penalties when vehicles breach the zones (see below on demand management).

As transport accounts for 26% of the overall CO_2 emissions in Europe, cities also wish to take steps to drastically reduce this figure. Road transport alone presently contributes 84% of all transport emissions in the European Union. EUROCITIES supports the strategy proposed by the Commission in February 2007 to enable the EU to reach its objective of limiting average CO_2 emissions from new cars, and supports a target of 120 grams per km by 2012.

> EUROCITIES recommendations to the European Commission:
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> □ To continue efforts towards final approval of the Euro 5/6 proposal for light-duty vehicles and to ensure its effective implementation.
> □ To propose ambitious targets both for reductions in pollutants and for implementation dates in the proposal for Euro VI emission limits currently under preparation. It is vital that emission limits are reproduced in the real world and not just achieved in the laboratory. Consideration should also be given to how implementation of EURO standards can be made coherent with standards for CO_2 emissions from vehicles.
> □ Ensure that EU policy and legislation support improved air quality in cities and facilitate the introduction of environmental zones where cities believe they are necessary, including by developing EU-wide standards for retrofitting technology such as particle filters.
> □ To make funds available for practical research on the cost-effectiveness of measures, and on tackling hotspots and problem shifting.

2.4.2 Energy Efficiency in Transport

The transport sector plays a central role in the European economy and as such accounts for almost 20% of total primary energy consumption. In particular 98% of the energy consumed in this sector derives from fossil fuels. Energy consumption in transport is a serious challenge both in terms of climate change and the debate on achieving a greater degree of energy independence for Europe. Reducing energy use and greenhouse gas emissions in cities is therefore fundamental to any effort to slow the pace of global warming.

A rising concern of cities and citizens across the EU is the excessive dependence of transport on oil with its impact on security of supply; road traffic is the main culprit. Optimising fuel efficiency is important in order to achieve better results in the long term. Reducing the volume of private motor vehicle traffic, for example by increasing the share of journeys taken by public transport, will also help to reach this aim.

EUROCITIES recommendations to the European Commission:

▫ To continue to foster research and debate in the field of alternative fuels such as bio-fuels, natural gas and hydrogen, LPG and electric vehicles. Technology in electric and hybrid vehicles appear particularly promising for urban transport. Further research is crucial to achieve a real shift to renewable/low fossil carbon routes[11]. A European Commission funded research programme would be very useful in this respect.
▫ Ensure that EU policy and legislation, for example in the case of fuel quality, supports the shift to renewable/low fossil carbon routes.
▫ To ensure that car manufacturers are also forced to introduce stricter standards, ensuring that a greater number of private cars in the urban environment are also cleaner.

The development of limited niche markets, like those for alternative fuels, will have an impact on the market prices of these kinds of vehicles and technologies. More work needs to be done on the issue of financing and the need to develop a market share, in order to reconcile the competitiveness of European industry and environmental concerns. Actions to develop the market for clean vehicles are desirable, but must not rely only on efforts by public authorities.

EUROCITIES recommendations to the European Commission:

▫ Assist local authorities to engage in joint procurement campaigns to purchase clean vehicles. A package of incentives for public authorities to develop clean vehicles fleet would drive this forward (i.e. VAT bonus, free parking, lowered congestion charges, accurate excise duty price, etc.).
▫ Regional and local authorities could be urged to introduce a set of incentives for using clean vehicles.
▫ To continue supporting research, development and demonstration of new vehicle technologies through the 7th Framework Research Programme.

2.4.3 The role of demand management tools

Higher living standards and, at least for some cities, a growing population, mean that there is growing demand for road space. This space is limited and, in many cities, the urban geography means that it is very difficult, and in some cases impossible, to provide more road capacity.

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[11] "Well-to-wheel analysis of future automotive fuels and powertrains in the European context", CONCAWE, EUCAR, Joint Research Center of the European Commission, May 2006.

Increasing capacity is in any case undesirable because of the negative consequences for sustainable development, whether in terms of immediate localised problems, such as poor air quality, or longer-term issues such as climate change and the use of diminishing energy resources.

If supply cannot be increased, then the demand for road space has to be reduced, or at least managed in some way differently, while at the same time not placing any restraint on economic growth. Policy makers in many cities of the EU have reached the conclusion that the fairest and most flexible way of managing this demand is to encourage road users to change their behaviour through the use of market mechanisms. This means charging road users for their use of the roads - both for driving on them and parking on (or near) them. Unfortunately, in some cases, cities are prevented from introducing road pricing schemes because of unwillingness to introduce the necessary legislation at the national and/or regional level.

Optimising the existing infrastructure is a pre-condition if mobility plans for cities are to be effective. In almost all EU countries, infrastructure fees represent only a part of the budget expenditure devoted to the infrastructure works. Infrastructure charges and fees should reflect the marginal and social costs resulting in a more efficient use of the infrastructure. Sustainable development implies the implementation of two core principles in connection with inter-modal competition and the Kyoto objectives: the "user-pays" and "polluter-pays" principles. These principles can help balance transport policies, bearing in mind that cross-elasticity of demand between transport modes depend on price as well as on the quality and reliability of the service.

Reflection at EU level is necessary on the challenge of smart-charging policies, in connection with the request of the European Parliament to develop a model for the internalisation of external costs following the adoption of the Eurovignette Directive. This could examine the links between the charges collected and investments made to increase public transport infrastructure, and introduce soft, alternative modes paths, such as for cycling and walking. The involvement of the private sector through PPPs or various concession models should be further analysed by the European Commission.

> EUROCITIES supports the European Commission investigation into a model for the assessment of external costs for transport and how such a model could be implemented, while emphasising that cities are best placed to decide on which mix of measures will work best to manage transport demand depending on the local circumstances. A combination of 'soft' and 'hard' approaches is required. Given the fact that cities have to work with their existing infrastructure, the soft approach can help to shape mobility demand, which in term will change perceptions of what is needed by proactively offering more sustainable solutions.

Pricing schemes that steer and manage transport demand, such as congestion charging, can have a major impact on modal shift as well as on other key local issues:

- **Reduction in car traffic to and from the congestion charge area:** Both London and Stockholm have experienced a significant decrease in car traffic and congestion - leading to improved journey time reliability.

- Contribute to a better-balanced modal split: Thanks to investments in transport infrastructure made possible with the revenues collected through the scheme, other transport modes become more popular, enabling a more balanced modal split to be achieved.
- Encourage the use/purchase of cleaner vehicles: The proportion of clean vehicles passing control points more than doubled in Stockholm. This was possible thanks to a fair system of exemptions.
- Lower emissions and cleaner air: The reduction in traffic within a defined zone lead to a clear fall in emissions from road traffic (Nox, CO_2, and PM).
- Parking space management: Vienna has achieved good results in reducing traffic volume.

Accompanying measures: On their own, pricing mechanisms for road use and car parking are not sufficient to achieve the combined aims of reducing demand and not impeding economic growth. Other measures have to be taken both to guarantee the urban mobility on which economic growth and daily life depend and to maintain political support for demand management as a policy.

This means that cities must provide frequent, reliable and secure public transport and encourage walking and cycling, where possible, so that citizens have realistic alternatives to car use. The use of revenues from charging mechanisms to invest in public transport is very important in this respect, even though such revenues are unlikely to be large enough on their own to transform major urban transport networks such as metro systems. Pricing mechanisms can also be used to achieve other aims.

The EU angle: The cases of London and Stockholm, Bologna, Vienna and others show that, in principle, cities already have the means to introduce demand management systems successfully. It is therefore essential that action at EU level does not restrict the flexibility of cities to design, implement and - if necessary in the light of experience - to adapt market mechanisms according to local circumstances. EU legislation which might seek to directly regulate urban road charging or other urban demand management policies could well be counter-productive.

Nevertheless, there are important issues that could be addressed at the EU level and which may play a role in facilitating the success of demand management tools. These include:

- enabling cross-border enforcement of penalties (even if not criminal offences);
- encouraging new technologies (such as Galileo applications);
- providing a model for internalisation of external costs;
- ensuring that future legislative proposals do not restrict cities' flexibility to develop and implement demand management tools;
- promoting the results of demand management measures to Member States;
- exchanging information and best practice on urban demand management initiatives.

2.4.4 Intelligent transport solutions

Information and Communication Technologies (ICT) are the basis for creating Intelligent Transport Systems (ITS). They can be applied in support of cleaner and more efficient mobility, by improving communication and the collection and flow of information between vehicles and infrastructure in

order to manage a smoother, more flexible traffic flow of people and goods. ITS applications for traffic efficiency can produce positive environmental benefits as side effects, for example traffic management systems that reduce delays, leading to less fuel consumption and lower emissions. However, there are relatively few existing ITS and services that specifically address the environmental aspects of mobility.

EUROCITIES recommendations to the European Commission:

▫ To examine the potential for educational and support tools in order to promote more fuel-efficient and environmentally-friendly driving behaviour (so-called "Eco-Driving").
▫ To continue and strengthen the research activities directed towards the development of innovative measures for sustainable urban transport planning (such as those developed in the framework of CIVITAS, BUSTRIP and PILOT).
▫ To consider funding possibilities to pursue research into technologies to reduce pollution and increase road safety.

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3. MONITORING, EVALUATION AND DISSEMINATION

Monitoring

EUROCITIES recognises the importance of monitoring and evaluating transport plans in order to evaluate the effectiveness of policies, and to assess whether expenditure represents value for money. It will also provide an evidence base for the development of future plans. Consideration should also be given to supporting the establishment of monitoring observatories, where groups of cities could gain economies of scale through joint funding of specialist data collection, analysis and research.

The need for common indicators

EUROCITIES feels there is a need to support the development of a framework of key objectives for sustainable urban transport plans, with a small number of indicators to measure progress against commonly agreed targets in the key areas. Any objectives agreed should be applicable across all Member States and indicators should be relevant to the objectives that are to be measured. Establishing a small set of agreed indicators would enable benchmarking of performance across the EU.

EUROCITIES believes that the monitoring and evaluation of urban transport plans would benefit from EU level coordination of local data and statistics.

EUROCITIES recommends that the Commission considers how to encourage Member States and cities to carry out systematic monitoring and evaluation of transport strategies, in particular with regard to the following key indicators:

- The existence of an Urban Transport Plan for each city or conurbation;
- Modal Split or share of transport means (number and distance of journeys made);
- Size, type and environmental performance of urban transport networks and fleets (including air quality, CO_2 emissions, and external costs);
- Road safety statistics – the European Commission should ensure that the data collected in the various Member States allow for meaningful comparisons.

In addition to identifying key indicators EUROCITIES recommends that standardised definitions are adopted for key terminology:

- Time of Peak Periods;
- Serious injuries and fatal accidents (length of time after the accident that death occurs);
- What should be included in the definition of Public Transport.

EUROCITIES suggests that the Commission should give consideration to creating an "Urban Transport Scoreboard" around these key indicators, which would allow benchmarking between cities together with an award system that can assess problems, challenges and obstacles.

Evaluation and Dissemination

EUROCITIES could assist the Commission in the process of evaluation and dissemination by:

- Engaging in research into data collection methodologies and evaluation techniques which lead to statistically valid monitoring of key indicators (e.g. air quality, noise levels);
- Specifying suitable and agreed methodologies to ensure that comparable data is collected from cities across all Member States;
- Encouraging links with Universities;
- Disseminating best practice via dedicated websites or e-groups, (as happens in the United Kingdom, for example)

4. FINANCING URBAN TRANSPORT

The range of activities, initiatives and framework programmes that cities need to implement to foster sustainable integrated urban development will require a combination of financial incentives and support from various sources. The framework for financing urban transport infrastructure and operations can be broken down into three main areas:

1)   **Pricing and charging**: Here the key issue is the pricing and financing of public transport services and the link to charging for the use of infrastructure. As mentioned in the section on demand management tools, the incorporation of the polluter pays principle into the user pays principle should be applied to all modes, from railways and waterways to road and aviation. As a result, public transport fares would reflect the extent to which the use of infrastructure is charged for. Given the current undercharging of road use by motor vehicles in cities, and the high level of interaction between modes, financial transfers between roads and public transport services (and between modes of public transport) should improve the modal split.

> As already mentioned, EUROCITIES strongly supports the work of the European Commission on the scope of the Eurovignette Directive (2006/38) concerning the definition of a model for the assessment of external costs of transport such as environment, noise and health-related costs.

2)   **State aids and procurements**: The second set of issues links the subject of subsidies with regulation of the provision of services. Contrary to previous regulations on state aids, which did not directly affect the transport sector, the recent Commission regulation on the application of Treaty Articles 87 and 88 on the *de minimus* threshold for state aid will also impact on the transport sector. Developments within the transport sector, characterised by increased competition and liberalisation, have resulted in a change of approach by the European Commission. This has opened up the possibility for local authorities to give some subsidy to those providing and/or managing services that find themselves in difficulties.

> EUROCITIES welcomes the decision by the European Commission to give consideration to the support of joint procurement of clean vehicles. In particular, EUROCITIES would like to offer its network experience to the European Commission, to help explore the challenges and opportunities such an initiative presents.

3)   **Financing and funding programmes**: The European Commission should not concentrate its investments entirely on long-distance transport and should give more attention to the question of urban transport. In addition to internal pricing mechanisms and public, regional and local aids, the European Commission should consider new means of structural financing to support smarter transport modes in cities.

For example, by:

- Establishing a new generation of urban transport funding in the future within the framework of the Structural Funds, which could promote the following:

    - Public transport (railway, tramway, trolley-bus, bus, etc.) and intermodality

    - Smarter modes (bicycles and pedestrians) vs. private motor vehicles

    - Mobility management

    - Innovating services to facilitate mobility

    - City logistics

    - Articulation between urbanism and transport

- Developing a dedicated budget line on this subject within the 7th Framework Programme for Research and Technological Development;
- Providing opportunities for cities to further develop peer reviews as an instrument within the CIVITAS funding programme;
- Strengthening the CIVITAS programme and projects.

Last but not least, EUROCITIES would like to stress the need to simplify funding requirements, to reduce the heavy administrative barriers cities often face in order to access funding.

5. CONCLUSIONS: A RENEWED AGENDA FOR SUSTAINABLE URBAN MOBILITY

In 1995 the European Commission adopted its Green Paper on a citizens' network, "Fulfilling the potential of public passenger transport in Europe". This represented the starting point for the discussion on urban transport policy at the EU level. Some 12 years later the changing reality of cities across Europe has made it necessary to engage in a new debate on the role of urban transport and mobility in integrated urban development. Sustainable, accessible and affordable urban transport systems - interlinking transport modes, establishing modern and reliable public transport as well as a cycling and walking infrastructure - make an important contribution to the quality of life in our cities and their surrounding regions, as well as to the quality of the environment, and the sustainable future of Europe.

The members of EUROCITIES have already chosen the path towards integrated urban development. This is reflected in their ongoing commitment to share best practices between cities across the whole of Europe, using the EUROCITIES network to encourage work on sustainable mobility. It is also apparent from the active participation of the network in the current consultation on the European Commission's forthcoming Green Paper on Urban Transport.

EUROCITIES hopes that the forthcoming Green Paper on Urban Transport will provide a framework for discussion that enables reflection on the wide range of issues that the cities have identified as being central to the discussions on Urban Transport at EU level.

EUROCITIES urges the European Commission to carefully analyse the role the EU can play to ensure that at local level, the best possible framework exists for the development of sustainable urban mobility. This must be done while respecting the principle of subsidiarity and also recognising that there are European and global challenges that urban transport and sustainable mobility can also help to address.

The Commission's Green Paper will be the first step in this process, which will require the ongoing involvement and commitment of all levels of government and all relevant stakeholders. EUROCITIES looks forward to developing its work further in this area, in partnership with the European Commission. The network of large European cities will respond to the Green Paper and hopes that the process of developing an Action Plan will provide for the same level of active engagement by stakeholders as has been the case in the preparation of the forthcoming Green Paper.