

D.3.1.3 Desk work on policy framework

WP3 UNDERSTANDING MOBILITY NEEDS AND
TRENDS IN CBC AREA

3.1 UNDERSTANDING TRENDS AND SCENARIOS ON
MOBILITY SERVICES

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List of abbreviations and terms

LP	Lead Partner
PP	Project Partner
AF	Application Form
CEI-ES	Central European Initiative – Executive Secretariat
CSO	Civil Society Organizations
CoR	Committee of the Regions
EU	European Union
ICT	Information & Communication technology
MaaS	Mobility as a Service
NUTS	Nomenclature of Territorial Units for Statistics (geo-code standard)
PP 1 ARAP	Azienda Regionale Attività Produttive
PP 2 RA FVG	Regione Autonoma del Friuli Venezia Giulia
PP 4 HŽPP	HŽ PUTNIČKI PRIJEVOZ d.o.o.
PP5 KIP	Klaster Intermodalnog Prijevoza
PP6 RER	Regione Emilia Romagna
PP9 CMVE	Città Metropolitana di Venezia
PP10 IDA	Istarska Razvojna Agencija
PPP	Public-private partnership
PRIT	Piano Regionale Integrato dei Trasporti (Integrated Regional Transport Plan)
SDG	Sustainable Development Goal
SMC	Small and Medium-sized Cities

SUMP	Sustainable Urban Mobility Plans
TEN-T	Trans European Transport Network
TRAN	Committee of the European Parliament for Transport & Tourism
UN	United Nations
PA	Public Administration

Introduction

The project ICARUS (Intermodal Connections in Adriatic-Ionian Region to Upgrowth Seamless solutions for passenger) is funded under Interreg V-A Italy Croatia CBC Programme and aims at improving passenger intermodal transport connections and easing coast-hinterland sustainable accessibility favoring car-independent lifestyles. Due to the massive use of private cars, countries face problems such as accidents, congestion and pollution. This choice is a consequence of the lack of transport services integration, collaboration among transport providers and integrated information. Hence, ICARUS partners have committed themselves to solve these problems by activating a behavioral change in mobility, starting from the concept “Mobility as a Service”, meaning a shift away from personally-owned modes of transportation and towards mobility solutions that are consumed as a service. Partners will implement several pilot actions consisting, among others in timetable harmonization, car/bike sharing, use of innovative ICT solutions for seamless information flow, integrated intelligent multimodal payment systems, dynamic travel planning and cross-border intermodal services. Additionally, the project intends to change the behavior of both users and policy makers, by promoting public transport use and decrease the number of people using private car. ICARUS will apply “soft measures” to reach its goals and influence citizens.

With the aim of defining and implementing these soft measures and pilot actions it was necessary to assess the opportunities and restrictions in the pilot actions territory, including the analysis of the policy framework. The analysis consisted in studying the existing regulations and those that are to be established or fine-tuned at the local level for the design and the implementation of new mobility solutions. The desk work on policy work therefore took into consideration the last 20 years of assumptions, principles and guidelines/recommendations coming from the European and also from the global context strongly developed in terms of awareness and knowledge of the interconnection of mobility measures with spatial planning and environmental resilience. Therefore the topics referred to with this exercise relate not only to the sustainability of the mobility concept but also to the integrated coastal management and to the environmental integration of the tourism policy on the field.

Having said that, project partners were invited to consider a selection of policy papers at EU and UN level suggested by the PP 7 CEI-ES as a reference framework and provide their records not just in terms of administrative regulations, but also as working initiatives with their legal basis. The information provided by seven project partners delivering seven pilot actions in their territorial realms provide an interesting survey of national and local programmes and regulations featuring

the achievement of the final task of A.3.1 with a better “understanding of trends and scenarios on mobility services” in the territories of project’s implementation.

In this way the ICARUS goal of targeting public decision makers, various categories of stakeholders or the public at large, in trying to make the behavioral change in tourism mobility and in mobility as a whole, will be substantially favored by the promotion of multisector drivers of progress and sustainable development in its pilot areas and beyond.

1. Trends in the world and EU role

“Make cities and human settlements inclusive, safe, resilient and sustainable” is the motto of the Sustainable Development Goal 11 of the United Nations. Access to public transport is a key note for its implementation, which however should be integrated with other UN SDGs such as SDG 13 on climate action and SDG 15 for life on land in particular. Even the urban welfare pursued by SDG 11 encourages the feasibility of new approaches in the field of sustainable mobility and sets the scene for overlooking what is going on worldwide.

A main observatory for benchmarking European actions with the global trends in the field of urban and mobility planning remains the POLIS initiative (www.polisnetwork.eu) which rallies together cities and regions for transport innovation including mobility issues. In November 2019 POLIS launched a discussion paper on “Macro-managing Micro-mobility” that is a pivotal summary on the actual, quick evolution of mobility habits in the metropolitan and small and medium-sized cities (SMCs) because of the spreading of shared micro-mobility facilities thanks to the technological innovation of e-scooters and e-bikes management and use.

Given the fact that “tourism has a key role in our relationship with the coast” and 51% of the hotel bed capacity in the EU is placed in coastal areas since over half of tourists are moving from inland to coasts as it is assessed from global figures too, the planning of the future coastal tourism is of utmost importance.

Therefore, managing the climate change impact on coastal destinations calls for a jump in the ability of tourism developers and decision makers to include mobility as an integrated service into their vision of evolutionary resilience of coastal tourism, as stated in a recent research of the Policy Department for Structural and Cohesion Policies of the European Parliament (“European tourism: recent developments and future challenges” – October 2019).

Notwithstanding of what above, European Union actions for the promotion of sustainable mobility and for encouraging approaches to mobility as a service mostly limit to policy recommendations focusing on the capitalization of international agreements like the Barcelona Convention of 1976 or more recent studies and consultations performed by the Commission as the Transport White Paper of 2011. Based on the subsidiarity principle the Member States are fully empowered of their capacity in territorial planning and the main possible push by the EU would be to mandate for the proviso of sector-focused planning within given terms, as in the case of the Maritime Spatial Plans due by March 2021.

Indeed, the regulatory framework at EU level should be further improved, since it is lacking of a specific EU Cycling Strategy and of binding standards for the road safety of cyclists. This issue is partly dealt through the declarations (EU Cycling Summit of the Transport Ministries, Luxembourg October 2015) and the commitment of some institutions like the TRAN Committee of the European Parliament (October 2018) and the Committee of the Regions. As a matter of fact, in October 2016 the CoR adopted an Opinion on “An EU Roadmap for Cycling”, in which it is advocated i.a in favor of. the sustainable transport hierarchy, the integration of EuroVelo into the Trans European Transport Network (TEN-T), a call for Eurostat to develop a common data collection methodology and the creation of a cycling focal point at the European Commission. Despite the fact that many proposals have been implemented, the same policy framework of the EU action remains quite fragmented (see https://ec.europa.eu/transport/themes/clean-transport-urban-transport/cycling_en).

A key substitute of the lacking legislative capacity of the EU in the promotion and dissemination of new sound approaches to mobility issues stems from the EU programmes, their objectives and scope. This is in particular the case of INTERREG programmes that we may consider as the widest platform for capacity building and exchange of knowledge in the field of mobility policy. The implementation of the 2013 Urban Mobility Package adopted by the Commission brought to a large concentration of INTERREG projects that should be considered as a true generation of actions adopted by regional and municipal institutions with the aim of drafting and implementing Sustainable Urban Mobility Plans. The SUMP projects comprise elements like the goal of improving accessibility of urban areas providing sustainable mobility; long term vision and clear implementation plan; assessment of current and future performance; balanced and integrated development of all modes; horizontal and vertical integration measures; participatory approach; monitoring and reviewing; quality check and assurance. The outcomes of ICARUS project should be thought for an effective connection with the partners’ community of the INTERREG family.

Considering the wide library of papers and official documentation, it is worth underlining that on the contrary there is very little use of this knowledge by national and regional institutions as a justification for new initiatives. On one hand side the evidence to be part of a behavioral innovation wave and of supporting environmental values should be seen as an additional asset for branding tourism destinations. On the other side, the reference to recommended practices or to successful models in the papers and acts of law in the national legislation, but also in the local administrations, are quite a few.

It is therefore necessary to highlight success stories, that are bringing together civil society organizations (CSO), dealing with sustainable mobility for the sake of a perspective revolution in

citizens' mobility habits; and Public Administrations, private companies and business associations committed to the optimization of slow transport solutions and to the inclusion of SUMP and MaaS approaches into the daily governance of more dynamic communities.

Similarly, the momentum of sustainable mobility and the multifaceted combination of technologies feeding the progress in the sector are also calling for new patterns of growth, where market demand prompts new businesses and start-ups like in the case studies of the Mobility and Logistics Cluster of the Basque County or the Mobility Lab in the Netherlands, called NewCo. These samples suggest how much the collaborative networking can contribute to the wider process and raise consensus for new solutions like those pursued by the ICARUS project.

1.1 Methodology

The final task of Activity 3.1 “understanding of trends and scenarios on mobility services” was performed in collaboration with all project partners. PP7 CEI-ES prepared a form with different categories of relevant data focused on sustainable mobility in maritime tourism compounds (see Annex 1).

Partners were asked to fill-in the form and provide records of their local framework (from NUTS 4 to NUTS 2 level), i.e.: administrative regulations, working initiatives with their legal basis.

To highlight the opportunities and restrictions featuring the policy framework of the Pilot Actions the key references suggested by PP7 CEI were integrated coastal management, sustainable mobility concept and tourism policy on the field.

The form provided main references at EU and global level, whereas the evidence of national data was available only for Italy and fulfilled for Croatia thanks to the kind contribution of the Croatian PPs.

As a result of this data collection little reference to EU knowledge in the new initiatives at national and regional level was given. Partners mentioned rarely best practices related to their territory, whereas behavioral innovation, environmental values and ICT applications were considered additional assets for branding tourism destinations. The last section of the form pursued to identify multifaceted integrated actions by public – private partnerships or other actors. Seven project partners planning to perform their pilot activity on the ICARUS territory provided their inputs and the results have been summed up in a comprehensive table.

The “Results of the Analysis of the policy framework in partners local context” (20 pages) is available in Annex 2.

2. Policy framework analysis in the ICARUS territories

With the aim of providing, an adequate policy framework analysis in the ICARUS territories the CEI-ES provided ICARUS partners with a form, asking them to check within their own national, regional, local context policy references using as a starting point a selection of policy papers at EU and UN level. Hence, partners were encouraged to consider all existing administrative regulations, but also as working initiatives with their legal basis. The results collected from the partners have proven to be rather interesting and inspiring for the forthcoming implementation of pilot actions.

From the analysis of the collected data, two main points emerged:

- The driving force of the innovative policy derives from the actions of the European Union, in terms of:

- a) studying, drafting and assessing new policies and issuing new principles
- b) funding the implementation of new approaches and solutions also for the local dimension of the social life, mostly through ERDF operational programmes
- c) providing tools and opportunities to learn from exchange of experience across Europe and the Mediterranean;

- The interaction of institutional responsibility and initiative between the State, Regional and Municipal administrations is broadly open to the role of innovative skilled front-runners. Large planning documents from the top can be often in delay if compared to projects generated from the bottom-up. This often happens when the foresight of local and regional governs converges and the innovation fatigue is visible for the public administration at all tiers of governance.

The actual outcomes of the policy framework analysis in the ICARUS territories can be summarized as follows:

- The planning measures' tree, stemming from European strategies and directives is developed quite well, but the overall picture remains inhomogeneous. Both countries, Italy and Croatia have national plans for transport policy that decline at NUTS 2 and NUTS 3 level and prompt for the implementation of SUMP's and of masterplan on the use of bikes and the cycling tourism.

- There is evidence of some pilot success stories at local level, mostly related to small and medium-sized cities and municipalities like Pescara, Rijeka – Fiume, Parma, Venezia e Spinea,

Pula - Pola, Rovinj - Rovigno e Pazin – Pisino, but also regional best practices as for i.e. municipal SUMP Programme in the Region of Emilia Romagna.

Notwithstanding a fair degree of sharing best practices and of technical and financial assistance to the Municipalities, a comparative analysis of the regulatory prescriptions and of the delivery models in force could disclaim further added values.

Conclusions

Following the desk analysis on ICARUS Policy Framework several recommendations can be provided:

- The effective integration of the SUMP culture into the capacity of territorial multi-level planning should be assessed;
- The relationship between planning of the MaaS measures / routes and the provision of non-CO2 charging services for vehicles should be assessed;
- The information sources (bot physical and digital) on sustainable mobility opportunities should be optimized;
- The promotion of trans-Adriatic mobility between Italian and Croatian operators, with their respective hinterland routes, should be integrated;
- The commitment to integrated planning of coastal management, including measures for the evolutionary protection from the climate change could be strengthened.

The final section of the form, in which the partners provided their inputs related to their territory, was focused on collecting information on record existing collaboration or networking between Public Administrations, CSOs, companies and business associations committed to slow transport solutions and to SUMP and MaaS approaches into the daily governance of the territory. Most of the partners did not provide any contribution and therefore this subject should deserve further consideration under other ICARUS activities (i.e. D.5.1.1 Methodology for stakeholders involvement).

The data collected from ICARUS partners indeed feature a synoptic outlook of the policy and legal framework currently governing the mobility issue in the project area. However, it is necessary to raise the awareness on how quickly the situation in this sector changes. It is up to the project partners to decide whether it would be worthwhile to take up the results of the analysis as a working tool for a follow-up survey during the implementation of the ICARUS project.

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Annexes

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| Annex 1 | Data collection form on the policy framework in partners local context |
| Annex 2 | Results of the Analysis of the policy framework in partners local context |