



PROSPERITY



Recommendations on national and regional government programmes to encourage SUMP

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About CIVITAS PROSPERITY

Supporting local and national authorities to improve the quality and uptake of Sustainable Urban Mobility Plans

CIVITAS PROSPERITY is a 3-year project, started in September 2016 and supported by the European Commission within the H2020 programme. It aims to enable and create a culture shift in government agencies and local authorities to support Sustainable Urban Mobility Plans (SUMPs).

The project focuses on promoting and supporting a broad take-up of SUMPs especially in countries / regions and cities where the take up is so far so low. It aims to achieve this through providing mechanisms and tools for national / regional agencies to take a leading role in the development of SUMPs; building professional capacity through peer-to-peer exchange programmes and tailor-made training programmes on various aspects of SUMPs and/or innovative approaches in sustainable urban mobility.

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CIVITAS PROSPERITY is a member of the European Platform on Sustainable Urban Mobility Plans.

Project Partners

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1 Introduction

These recommendations are about National SUMP supporting programmes (NSSPs): programmes run at the national or regional government level to encourage, support, require and/or give incentives and disincentives to cities and other local governments to implement SUMPs. Countries and regions that have a long-standing history of SUMP activity, such as England, France, Catalunya, Flanders, Slovenia and to an extent Sweden, are all countries with a national SUMP supporting programme in place, often for many years. It is clear therefore that an NSSP is associated with more and longer-lived SUMP activity – which is not surprising, given that cities often take their policy lead, and often receive money, from higher levels of government.

Background

This document was originally produced as a Topic Guide on National SUMP Supporting Programmes, intended to help cities use EU Guidelines on SUMP. It is part of official compendium of SUMP guidance which has been developed over the last year aiming to capture the knowledge available across many different projects and organisations. However, these recommendations are different in character from those of almost all the other Topic Guides, that dealt with aspects of mobility or approaches that can be incorporated into SUMPs themselves, such as electric vehicles, procurement, or parking management. A NSSP, by definition, is different because it is an activity led by a higher level of government external to the SUMP that provides support to cities to do their SUMPs. Therefore, the relationship between NSSPs and the SUMP cycle is somewhat different from that of the topics for other Topic Guides. This will be explained further below.

Target audience

This document is aimed primarily at higher levels of government: national, regional and provincial governments and their transport and planning agencies. This is because an NSSP is normally organised and financed by these organisations, although it may be run by a third party such as a consultancy or public sector research institute. However, the document is also useful for cities and other local governments who are themselves developing a SUMP. They will, by definition, be active in and be consumers of the products of an NSSP, if one exists in their country; and if one does not, they may wish to lobby higher levels of government to set one up.

This document provides information on how to set up NSSPs, and which elements are most effective, based on experience from some of the most advanced NSSPs in Europe. This information was gathered and developed in the framework of the PROSPERITY H2020 SUMP project (2016-2019) in which ministries and national agencies met together at the international level, and then with cities at the national level, to compare, discuss and develop their NSSPs.

Structure of the document

The document first defines NSSPs. It then describes the elements of which they consist and which, from experience in the PROSPERITY project, appear to be most valuable. It goes on to explain the benefits and costs of NSSPs for different levels of government. It relates NSSPs to the SUMP cycle before describing the status of NSSPs in the PROSPERITY partner countries. A key section of the briefing then follows, on how to set up and improve an NSSP,

based on the experience of the National Task Force (NTF) approach in PROSPERITY. Finally, by way of inspiration, some of the most advanced NSSPs are described.

2 What is a national SUMP supporting programme (NSSP)?

This section will define the NSSP concept and briefly introduce its different elements. It will also clarify that SUMP supporting programmes can be implemented effectively at the sub-national level, for example as in Flanders in Belgium, or Catalonia in Spain.

2.1 What is the concept of NSSP?

We want more sustainable transport in our cities, so we need more SUMPs. Cities in many countries listen to national government as they set standards and laws and, often, provide the money which are all vital framework conditions for SUMPs to function successfully. But if the national government is not aware of SUMPs, nor of what cities are trying to achieve in sustainable transport, nor of the problems that these framework conditions can cause for cities as they try to implement their SUMPs, then it can be very difficult for cities to make their transport systems more sustainable. That is why a coordinated NSSP can provide a real boost to the number and quality of the SUMPs in the country, and ultimately get more sustainable transport measures on the ground.

NSSPs are programmes that run at the national or regional government level to encourage, support, require and/or give incentives and disincentives to cities and other local governments to implement SUMPs. Countries and regions that have a long history of SUMP activity, such as England, France, Catalunya, Flanders, Slovenia and to an extent Sweden, are all countries that have also had a national SUMP supporting programme in place, often for many years. It is clear therefore that an NSSP is associated with more and longer-lived SUMP activity which is not surprising given that cities often take their policy lead, and often receive money, from higher levels of government.

2.2 What are the typical elements of such a programme – with examples?

This section provides more detail about the elements that typify NSSPs, it will explain what they are and how they work, with examples. The next section discusses the main elements.

2.2.1 A national SUMP platform

A national SUMP platform acts as a focal point to promote and inform cities about the overall SUMP concept and the measures and processes that forms it. Such national platforms organise information and promotion via regular meetings, annual conferences, training events, a website, and social media; and by working with their key stakeholders such as Ministries and city organisations. They also bring international best practice to the country and share it with cities working on SUMP.

One example of a national SUMP platform is the Slovenian national platform on SUMPs that has been running since 2012 and its activities are to be expanded after work done in the PROSPERITY project. The National SUMP Programme plans to continue to implement the existing information, education, and knowledge exchange activities and even expand or upgrade them. Activities in the coming 5 years will include:

- Organisation of a yearly National Conference on Sustainable Mobility,

- Coordinated discussion of at least one SUM planning topic within each EMW,
- Publish 4 e-newsletters a year,
- Regular support for municipalities and regions in preparing, updating and implementing SUMP,
- An annual study visits to Slovenian or foreign city,
- Events for municipalities, regions and/or experts each year, for instance:
 - Networking events in Slovenia for Slovenian partners in EU projects on SUM planning for knowledge exchange and enabling synergies,
 - Events for informing and educating municipalities and regions on SUM planning and SUMP,
 - Specialised training courses on SUM planning and SUMP for individual municipalities or regions,
 - Training courses for SUM planning experts, especially after the Topical Guidelines have been published,
 - Training courses for regional SUMP coordinators,
 - Promotional events for mayors,
 - Summer school on SUM planning for university students.

2.2.2 Cross-sectoral cooperation and leadership

SUMP is a cross-sectoral issue, requiring input from and with implications for spatial planning, health, environment, safety, economic development and so on. The SUMP Guidelines make this very clear and emphasise the importance of cross-sector policy integration and collaboration in developing SUMPs at the local level. However, the national level can also assist this process and act as a role model by ensuring that the NSSP is guided by national level stakeholders from these various backgrounds. Hungary provides an example of this, which was set up within the framework of the PROSPERITY project, where several Ministries met regularly to develop a SUMP NSSP Roadmap for the country. The Ministries were as follows and had responsibilities as described below:

- Ministry for Innovation and Technology: national infrastructure developments, energy policy, the use of EU funds, economic development, transport, development policy for the use of non-EU funds, regional development,
- Ministry of Finance: national budget, strategic planning for regional development,
- Prime Minister's Office: development of Budapest and its agglomeration, regional development and urban design,
- Ministry of Interior: local governments, motorway patrol, urban management,
- Ministry of Agriculture: environmental protection;
- Ministry of Human Capacities: education, health.

This broad range of representation is very important from the point of view of encouraging policy integration in SUMP at the city level but also in identifying multiple sources of funding and of political support for the SUMP concept.

2.2.3 SUMP Guidance

While the EU provides guidance on how to develop SUMP, in the form of its own guidelines, many countries have also found it valuable to develop their own guidance, tailored to the national situation and provided in national language. In any case, several countries and regions, such as Spain, Catalunya, Sweden, Scotland and Flanders, had national/regional level guidance that pre-dated the EU Guidelines. Obviously, such guidance helps to encourage a consistent approach to the development of SUMP in a country but becomes particularly important when other elements of the NSSP, such as finance, for example, are linked to a consistent SUMP format. This was the case for the years 2000-2008 in England, when much of the finance received by local government from national government for transport was linked to the submission and implementation of a SUMP produced according to national guidance. This combination of guidance and funding led to a shift in the focus of local authority transport planning from something that was predominantly scheme-led to something that was much more objectives-led and thus in more in keeping with the SUMP concept; and also to a shift in funding away from road building towards public and active transport and behaviour change programmes.

2.2.4 Financial support

Experience from more developed countries shows that a successful National SUMP Programme requires stable and clearly defined financial and other support schemes. Financial resources (EU and national) are an important element for implementing SUM planning on all levels. European resources are the main motivation to kick-start SUM planning in many countries, however a more comprehensive system of support, for municipalities and regions, can be achieved by countries deploying their own resources.

An example of this can be found in the autonomous Spanish region of Catalunya, in the province of Barcelona. In Catalunya the provincial government, Diputacio de Barcelona (DiBA), has a SUMP supporting programme for municipalities in the province. Traditionally, DiBA has provided financial support for the development of SUMP to those municipalities that requested it. As in other jurisdictions with similar initiatives, the establishment of a stable framework of financial support significantly contributed to the take up of SUMP, with more and more municipalities having one (even smaller municipalities, for whom SUMP are not obligatory under Catalan Law).

However, the SUMP developed so far have not always managed to implement their planned measures nor, consequently, achieve their objectives. This is often due to lack of funding. To help overcome this constraint, the new SUMP Support Programme developed for the province of Barcelona in the framework of the PROSPERITY project will also provide financial support for the implementation of measures planned in the municipalities' SUMP.

2.2.5 Assessment tools

Where the SUMP is linked to financing, but also more generally to guide municipalities about the strengths and weaknesses of the SUMP that they are developing or wish to develop further, it can be helpful to have a methodology available to assess the quality of SUMP more objectively.

A good example of this is the Flemish “Quick scan” tool, developed as part of the wider quality assurance process for SUMP in Flanders. It should be borne in mind that Flanders has a long established NSSP and mature institutions and processes in place. Since evaluation of SUMP

became mandatory in Flanders, the evaluation has been adapted several times to the specific needs of the municipalities, now the quick scan tool is implemented every 6 years by the “Guiding Committee” of the SUMP in each municipality, and it is done in three steps:

- Information exchange: planning context, actions, progress...
- Check the SUMP: is it still up to date? Which themes need to be deepened or broadened?
- The possible next steps are that a completely new plan is needed; or that the plan should be deepened (with details of how); or that the plan must be broadened (with details of how)

There is also a regional body that monitors the quick scan procedure and outcomes at municipal level and, when necessary, a SUMP quality advisor from the regional level will suggest adaptations and follow up of the quick scan. In this example, the quality assurance and assessment procedures are intended mainly to act as a form of structured guidance to cities as to how to improve their SUMPs, rather than as an objective assessment for benchmarking purposes. Experience in England in the early 2000s also indicated that this approach, of using an assessment procedure as a form of guidance, was more effective than using it for benchmarking.

2.2.6 Bespoke advice and help

One useful element of a NSSPs can be the provision of special advisers who are available to assist cities with the development, implementation and update of their SUMPs. Once again, the DiBA in the province of Barcelona in Spain is a good example of this (another example is Flanders which also provides similar support).

The development of a SUMP is often an enormous challenge for the municipal staff responsible for implementing it. In addition, to deploying a tool that is new to many of their colleagues, the very philosophy of the SUMPs requires approaches that significantly broaden the perspective usually applied to transport planning. This translates, for example, into the need to set objectives not previously considered and to design packages of measures that cover a wide range of topics, some of them of an innovative nature or not previously addressed. All this is often done in a context of very limited human and economic resources.

DIBA were aware of this situation and therefore they designed a personalised technical assistance service through which municipalities, that request it, can obtain help from an external specialist (not one of DIBA’s staff) who will work in situ with the municipality in question on the development of the SUMP. This assistance is not centred on the process of drawing up the plan (which is already being carried out in the Mobility area of DIBA) but instead it is aimed at helping municipal authorities to design the action strategy and, where appropriate, some of the measures to be implemented.

Throughout 2018, as a pilot scheme, and within the framework of the PROSPERITY project, DIBA provided this assistance to the municipality of Cardedeu, which has had the support of an independent expert for the design of the action strategy of its SUMP. The positive assessment of this pilot scheme experience led DIBA to incorporate this service into its new SUMP Support Program, so that, from 2019 on, any municipality that wishes to do so may request this personalised technical assistance.

2.2.7 Legislation

This section discusses Laws that require SUMP or similar transport plans, or the achievement of SUMP-type objectives by cities. Where SUM planning starts to take on a national dimension through some other NSSP activities, then it can be that the further development and stability of this planning approach needs to be placed in a legal framework and that some legal basis for SUM planning must be developed. The experience of more established countries indicates that legislation is an important step in the development and stability of SUM planning and could contribute to, for example, less dependence of SUM planning on EU financing and initiatives. Legislation can also strengthen cross-sectoral integration in SUM planning. An example of a law on SUMP is in Catalunya, where municipalities with 50,000 or more inhabitants are required to develop one, a law that has been in place since 2001.

3 What benefits do NSSPs deliver for cities and for the national level

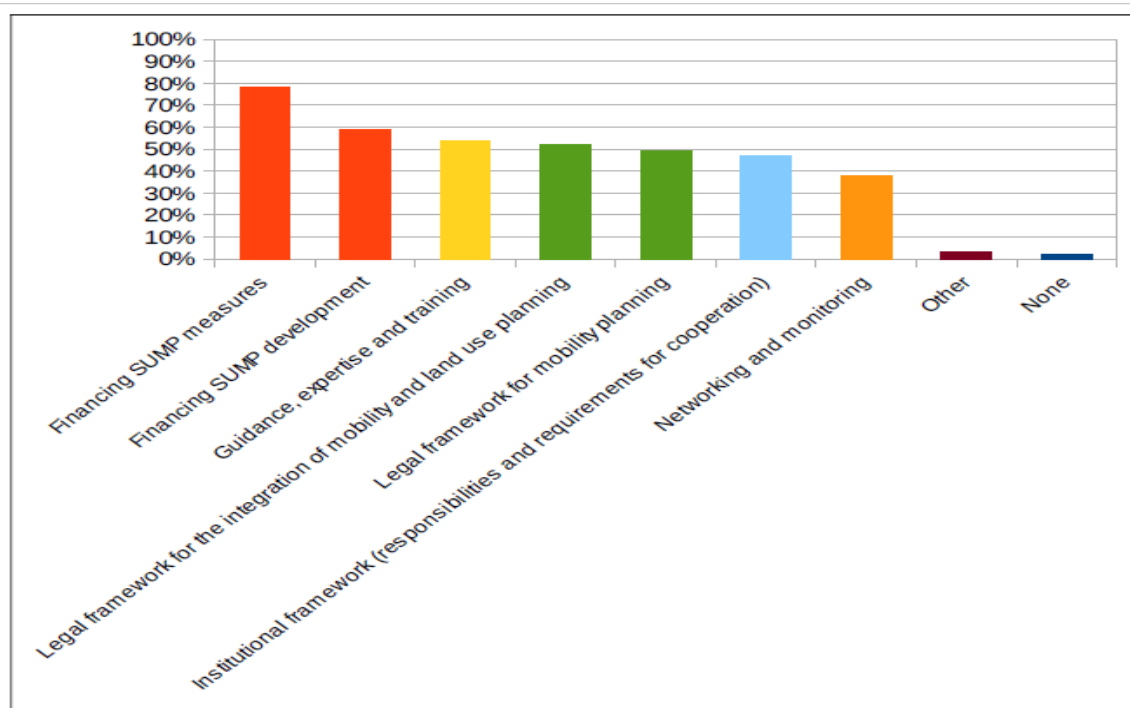
As noted above, countries and regions with national programmes have higher rates of SUMP take up and implementation and a longer history of this activity. Flanders has a 20-year history of higher government working to encourage cities to take up SUMP and as a result 97% of the municipalities in the region have a SUMP, and the majority of these are either the second or third generation. Similarly, SUMP were compulsory in England, where all municipalities with a transport responsibility had a SUMP and organised the planning and implementation of their transport measures in line with national SUMP guidance.

In both cases this has meant that there has been a shift in emphasis in both countries away from the construction of new infrastructure (especially roads) to a more holistic approach, based on achievement of broader objectives, in which better management of the existing infrastructure, together with greater emphasis on public transport, cycling, walking and road safety all became more important in transport planning practice.

Some countries/regions, such as France and Catalunya, require SUMP for larger cities, however an impact of their programmes has also been to encourage those cities that are not obliged to have a SUMP to develop one anyway. So, for example in the Barcelona region, 115 municipalities have a SUMP, but only 64 of them were required to develop one by law.

From the point of view of cities, the SUMP-UP and PROSPERITY project questionnaires, issued to cities about their needs from the national level, highlighted the following points, see Figure 1 below, finance and a clear national framework are seen as the most important factors by cities that can be delivered in an NSSP.

Figure 1: Results of survey of 328 cities about their needs for national support in SUMP



From the national governments view point, then a more consistent approach to SUM planning across the cities in the country can make it more likely that national targets are achieved (for example, for air quality, or greenhouse gas reduction) and the administration of programmes and funding can become easier in some ways because all municipalities will react to these from a similar perspective.

National/regional governments understandably set objectives and Key Performance Indicators for their NSSPs to ensure that there is something against which to measure the success of the programme. An example of the objectives and targets for the Slovenian programme are set out in Table 1, below.

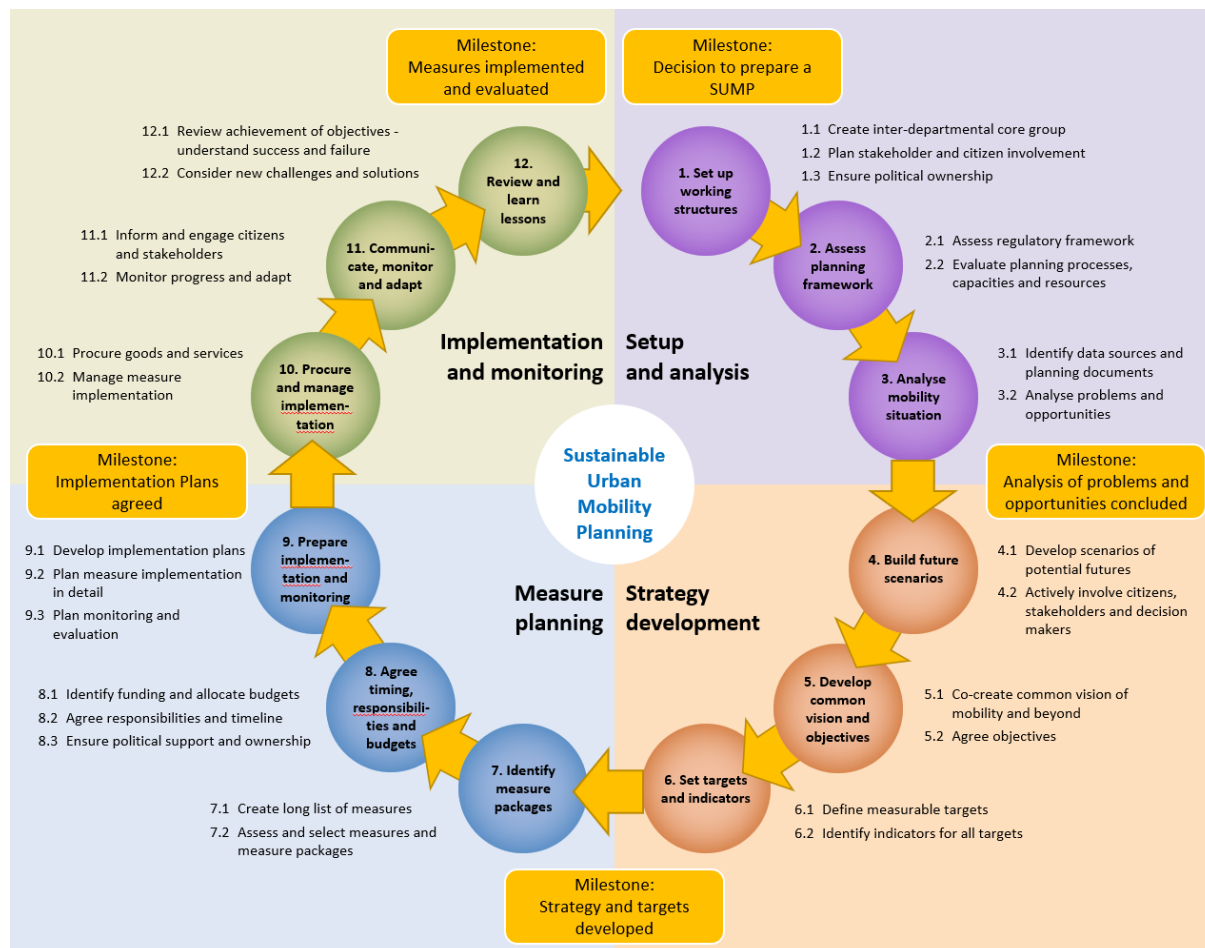
Table 1: Objectives and Key Performance Indicators, Slovenian NSSP

PERFORMANCE AT THE NATIONAL LEVEL
<ul style="list-style-type: none"> • Number of municipalities with adopted SUMP • Number of regions with adopted SUMP • Number of SUMP that have been subject to quality assessment • Number of municipalities with updated SUMP • Number of issued Topical Guidelines • Extent of national investment in transport infrastructure for each travel mode • Extent of national co-financing of SUMP measures (amount and source of funds) • Extent of supporting activities: <ul style="list-style-type: none"> - Organisation of a National Conference on Sustainable Mobility - Coordinated discussion of at least one SUM planning topic during the EMW - Number of published e-newsletters - Number of implemented events for municipalities, regions and/or experts - Number of study visits - Implementation of support for municipalities and regions
IMPACT AT THE NATIONAL LEVEL
<ul style="list-style-type: none"> • Modal split of RS inhabitants • Motorisation rate in RS (number of vehicles/1000 inhabitants) • Number of traffic accidents with deaths and serious injuries in RS (all; within settlements; within urban settlements) • Passenger Transport in PT in RS • Household expenditure for mobility in RS • Number of cities in RS with an exceeded number of days with a daily excessive concentration of particulate matter and NO₂

4 At what points in the SUMP cycle is a national programme particularly helpful?

This section highlights the aspects of the SUMP cycle for which the NSSP provides support, and the elements of the SUMP cycle that NSSPs should be particularly cognisant to.

Figure 2: The SUMP Cycle from the EU Guidelines 2.0 on SUMP (2019)



In all cases national guidance reflects the cycle shown above, so this aspect of the NSSP will encourage the EU Guidelines to be followed. But, in addition, the specific points in the cycle that the NSSP may be particularly important include:

Step 1. Here guidance, funding and legislation may all point to a need to bring together a cross-sectoral (inter-departmental) group to work on the SUMP. This is also likely to encourage the participation of national or regional level bodies that are important to measure implementation, such as rail operators and national or provincial roads agencies. (Flanders is a very good example of how the NSSP provides a framework for the involvement of these bodies.)

Step 2. In the best cases, the NSSP is likely to have modified the national regulatory framework to make it more supportive of SUMP. However, the NSSP also provides an opportunity for cities to feed back to government those aspects of the regulatory framework that are a barrier to SUMP development and implementation.

Step 4. The existence of an NSSP, particularly one that is based on legislation or that includes funding, is likely to make it somewhat easier to involve key stakeholders and politicians in the process.

Step 6. A NSSP may include targets and indicators towards which local SUMPs should work.

Steps 8, 9 and 10 are related to measure funding and implementation. Clearly a NSSP that brings funding is of relevance here, but so is an NSSP that makes easier the involvement of national delivery agencies (e.g. national roads agencies) in the SUMP process.

Step 12. A national SUMP platform that is part of an NSSP will help cities to reflect on their achievements, share best practice and learn new ideas from elsewhere.

5 The status of Nssp development in the EU

This section of the text is taken from PROSPERITY Deliverable 3.1, “Higher Levels of Government – their Support for SUMP in the EU”, produced in 2016, but the text has been updated based on the results of the PROSPERITY project in 2019. The National SUMP programmes analysis in D3.1 provides more detailed inputs on the maturity of national (or in some cases regional) levels concerning SUMP and identifies the following four classes of countries and regions:

- Forerunner countries and regions (18%);
- Active countries and regions (42%);
- Engaged countries and regions (30%);
- Inactive countries and regions (10%).

Forerunner countries and regions have a well-established urban transport planning framework that incorporates SUMPs (or equivalent document), fully supported from the national / regional level with several supporting elements. Countries and regions in this group have developed a system that supports comprehensive long-term transport planning over longer period. It is in these countries that a comprehensive Nssp can be found, in many cases one that has been active for many years.

Active countries and regions also have an established urban transport planning framework that incorporates SUMPs (or equivalent document), but the support from the national or regional level is only partial or non-systematic. In this group there are several countries that work on their system for longer time but have not yet established a comprehensive support and other countries that are still developing their system and therefore did not yet manage to develop all supporting elements.

Engaged countries and regions are those that in recent years managed to develop an urban transport planning framework that incorporates SUMPs (or equivalent document) which lacks completely support from the national / regional level. Establishment of these frameworks is most commonly motivated as a way of accessing structural funds. There are individual examples of best practice or approaches in this group, however these are not systematic.

Inactive countries and regions are moving towards sustainable urban mobility planning approach with very limited or no examples of SUMPs. They are making the first steps towards urban transport planning frameworks, but current activities to support the development are isolated and non-systematic. Countries in this group could be identified as countries where SUMP take-up is low.

Beyond the current status, the dynamic of SUMP take-up can be estimated based on the comparison with the 2011 situation. The number of more advanced countries has progressed from 25% to 66% and the number of all engaged countries has increased from 60% to 90%. The lowest take-up was identified in, Estonia, Ireland and Latvia while the leading countries and regions are Flanders in Belgium, France, Lithuania, Norway, Slovenia and Catalonia in Spain.

Table 2: Status of SUMP framework in surveyed countries (white) and regions (grey).

Country or region (grey shade)	Class	Class description
Belgium - Flanders	Forerunner	We have a well-established urban transport planning framework that incorporates SUMPs (or equivalent document), fully supported from the national/regional level with most of the following elements: a SUMP programme, a legal definition, national guidance on SUMPs, assessment scheme, monitoring and evaluation, trainings etc.
France		
Lithuania		
Norway		
Spain - Catalonia		
Slovenia		
Austria	Active	We have a well-established urban transport planning framework that incorporates SUMPs (or equivalent document) with some support from the national/regional level.
Belgium - Brussels		
Belgium - Walloon		
Denmark		
Finland		
Germany		
Italy		
Malta		
Netherlands		
Slovakia		
Sweden		
UK - England		
UK - Scotland		
Bulgaria		
Croatia		
Cyprus		
Czech Republic		
Greece		
Hungary		
Poland		
Portugal		
Romania		
Spain (without Catalonia)		
Estonia	Inactive	We are moving towards an approach to sustainable urban mobility planning with very limited or no examples of SUMPs (or equivalent document).
Ireland		
Latvia		

5.1 Which elements of National SUMP programmes work best?

Aside from the status of the framework for sustainable urban mobility itself, some countries identified individual elements of their National SUMP programmes that work well and could be transferred to other countries.

5.1.1 Legislation

In legislation related to SUMP all 3 regions in Belgium (Brussels, Flanders and Wallonia) have good experiences with the development of effective solutions on regional level. The legal framework in Catalonia (Spain) might be useful to other regions as well. The framework goes beyond the mere financial aid including technical assistance, methodological guidelines, training activities, website for information exchange and good practice information, awareness raising and dissemination activities, workshops and seminars. At national level, the Portuguese legislative framework that is being prepared to promote electric, shared and sustainable mobility can be an example that might interest other countries. For best practice examples on legislation with additional descriptions see section 4.2.6. of the [D 3.1 report](#). The two examples described are PDU – the French SUMP - and The Mobility Law in Catalonia.

5.1.2 Financial support

Regarding financial resources for SUMP preparation and implementation, the financial support framework in Catalonia (Spain) is worth mentioning. They have developed a special tool for the application for financial support which is very simple and efficient and avoids excessive bureaucratic burdens. Portugal has experience with promotion of cross-subsidisation (e.g. using parking revenues to fund other sustainable mobility elements) as a powerful tool to encourage SUMPs. For best practice examples on financial resources with additional descriptions see section 4.3.6 of the [D 3.1 report](#). The two described examples are financing the development and implementation of Local Sustainable Mobility Plans in Belgium and Financial support for the development and implementation of SUMPs in Slovenia.

5.1.3 SUMP Guidance

Several countries have had good experiences with development of guidelines and methodology for SUMP development. In Sweden the TRAST guidelines thoroughly approach the whole system of sustainable urban mobility planning. Its foremost contribution is the process-oriented approach to developing traffic strategy. Hungary, France and Flanders in Belgium also reported good examples. The four described examples described in section 4.4.6 of the [D 3.1 report](#) are thus Flanders' guidelines for developing and implementing Local Sustainable Mobility Plans, Hungarian guidelines for SUMP development, PDU – the French SUMP Guidelines and TRAST guidelines from Sweden.

5.1.4 Monitoring and evaluation

Regarding monitoring and evaluation of SUMP development and implementation Poland has a tradition of data collection, a good market of capable companies that can conduct high level studies that are experienced with use of new technologies and methods of data collection. Seven more best practice examples, with additional descriptions, please see section 4.5.6. of the D 3.1 report. The examples described are The French PDU observatory, two Catalan examples: Monitoring and evaluation framework for SUMPs in the Barcelona Province, Quality assurance process for SUMPs in Barcelona Province, Quality management of Flanders' Local Sustainable Mobility Plans, Monitoring and evaluation of SUMP implementation in Portugal,

Quality assessment of SUMP/SUMFs in the Czech Republic and System of indicators in TRAST in Sweden.

5.1.5 A National SUMP platform

In the field of information, education and knowledge exchange there are several trainings and exchange of knowledge worth mentioning taking place in Belgium. In Slovenia a concept of National SUMP Platform was developed which has many similarities to the EU SUMP platform. Through this platform several trainings for certified consultants for SUMP development in Slovenia were carried out. In Catalonia (Spain) a reference point centralising all SUMP-related information was created. It is responsible for different awareness rising and capacity building activities. For best practice examples on information, education and knowledge exchange with additional descriptions see section 4.6.6. of the D 3.1 report. The examples described are Mobility awareness, mobility advisors training and networking, Belgium – Walloon Region, Information, education and knowledge exchange in Sweden, CIVINET network as the channel for information, education and knowledge exchange on SUMP, Czech Republic, National platform for supporting SUMP activities in Slovenia, Developing a network of SUMP consultants in Slovenia and SUMP related capacity building and training in Barcelona Province in Catalonia.

In summary, the most effective elements of NSSPs appear from the experience of these different countries to be:

- Finance linked to guidance, so that consistent SUMP are developed, and similar types of measure are implemented.
- Bespoke guidance and support, in person if possible, to municipalities on the development of their SUMP and implementation of SUMP measures (although this can be labour intensive). This can include some form of assessment of the SUMP.
- Legislation as a way of catalysing cities into action, although the implementation of the legislation.
- National platforms as a way of spreading best practice and building a support network for those engaged in SUMP in the country.
- National guidance and sub-guidance.

6 Guidance on the (further) development of an NSSP

This section focuses on how NSSPs can be started and improved.

6.1 Raising awareness at the national level of the need for NSSPs

Within the PROSPERITY project, ministries and agencies of some 15 countries or regions were involved. At the start of the project (2016), NSSPs providing more than a national guidance document only existed in half of the 15 countries. By the end of the project (2019), three countries have begun NSSPs where none existed previously, and all the existing NSSPs were improved by adding new features or refining existing features. Clearly, then, the project had an impact at the national level and convinced the national level in some countries of the need for an NSSP and contributed to improvements to existing NSSPs.

The primary means of doing so was firstly through the international exchange of experience mechanism between ministries and national/regional agencies involved in SUM planning and secondly by facilitating meetings between ministries and cities at the national level where the need for and shape of a national framework was discussed. Thus, the project brought new ideas on how NSSPs could function, raised the idea in the minds of ministries that had not considered an NSSP before, and demonstrated to ministries and national agencies how national conditions can help or hinder SUMP development.

For example, in Hungary (not one of the countries that has yet developed an NSSP, but one that has taken significant steps towards one), without PROSPERITY it is highly unlikely that ministerial representatives would have been exposed to experience from Flanders, Slovenia and Catalunya which resulted in a change to their original thinking about the need for a national programme. It is also the case that EU Structural Funds can be used, as in Lithuania and Slovenia, in a way that supports a consistent national approach to SUMP, and this issue also helped to raise awareness amongst ministries and agencies of the usefulness of NSSPs.

6.2 The National Task Force approach to developing NSSPs

In the PROSPERITY project a NTF approach was used to start and to develop or upgrade the NSSPs. This was found to be highly effective and it is recommended that this approach is used for all countries. Where NTFs already exist, they should be continued.

6.2.1 Definition

The NTF is the higher level 'body' that is committed to prepare the ground for the national SUMP programme, or to improve the existing programme. The NTF should include and ideally be led by a governmental 'responsible higher level' for urban mobility. A NTF for a SUMP was normally the organisation that initiated the NTF.

6.2.2 Understanding the NTF

There are three essentials to understanding the role and function of the NTF.

- 1) **Governmental higher-level body:** the NTF operates with the engagement of the national or higher-level public authority that is responsible for sustainable (urban) mobility. The chair of the NTF is 'ideally' the institute/person that has the decision-

making power. It might be the National Ministry of Transport or the Administration (sometimes also called ‘Department’) but when the referred competences are regionalised it might be another level institute.

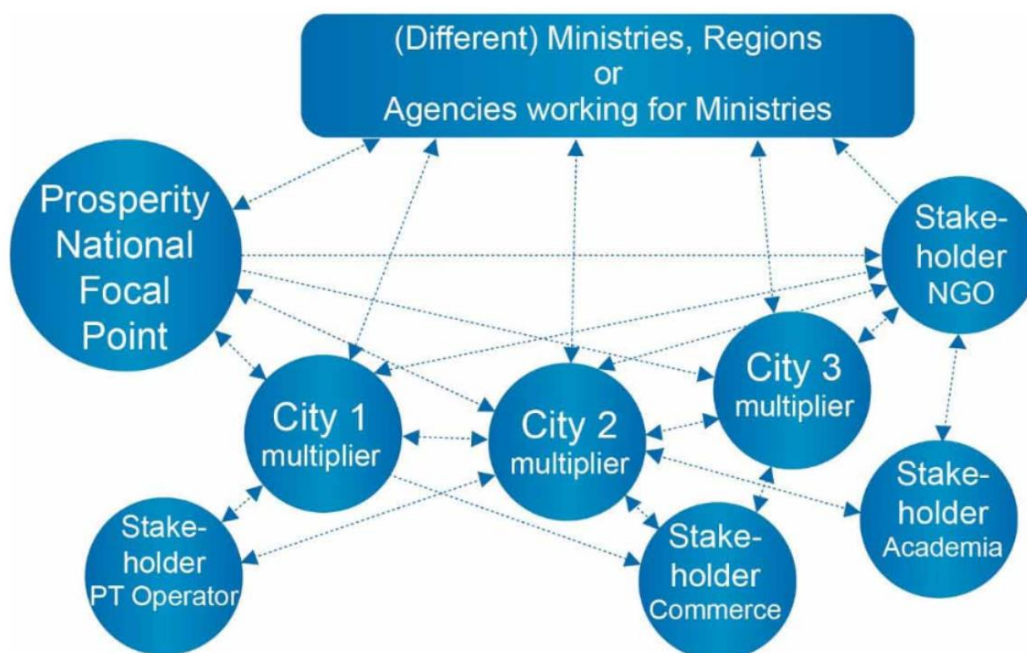
- 2) **Committed:** means that the NTF has tasks to do and is not just an informal working group without clear objectives, targets and timing. Once again, this means that they ideally should have the power to decide amongst them. Being able to work efficiently, the group should be limited (see composition).
- 3) **Prepare the ground for the NSSP** or to upgrade the existing one: is their main objective and task.

6.2.3 Composition of the NTF

The NTF needs decision-making power to translate its ambition into national level action. Thus, the ‘right’ people and institutions should be involved in the NTF, but not too many. It should be workable. Contacting institutional partners is delicate. Depending on their status different strategies can be used to reach out to them: a formal invitation (sometimes preceded by mail or bilateral phone call or personal talk) is needed to convince them of the importance of the NTF.

The main question to be asked is: “Who has the policy competences over Urban/Local Mobility in higher levels of government?” Some of the possible stakeholders who could be involved include the following (although this is not an inclusive list):

- representatives of a few active SUMP cities,
- organisations such as public transport operators or their membership organisations,
- different Ministries such as Transport, Regional Development, and even Finance, depending on their respective responsibilities in relation to SUMP,
- NGOs at the national level whose work is relevant to sustainable transport,
- development agencies, and
- academia (like in DE) etc.

Figure 3: The structure of a NTF and how its members complement one another

The example below provides an agenda that should include answers to the following 6 most important questions related to the development a SUMP programmes.

- 1) What is good, not as good and what is missing from the review of existing national and regional measures to encourage and support SUMP's in your country?
- 2) How does the national SUMP programme, if any, compare with what other countries do?
- 3) Of the ideal measures within a national SUMP programme, which if any are relevant to your country and why?
- 4) Prioritise the measures that you want.
- 5) Decide how to resource their development and implementation.
- 6) Develop an action plan for the next 3-5 years.

Within PROSPERITY the NTF met at least once every 6 months over a 3-year period, developing and in most cases implementing a Road Map to put in place, or improve, the NSSP. The key elements of the NTF were found to be as follows:

- having someone effective to lead the process,
- having a strong NFP integrated into the SUMP decision making group,
- ensuring close links to SUMP promotional activity, ensuring links to any ongoing SUMP projects, and

- linking the NTF and SUMP to EU funding in the country.

6.2.4 Disadvantages and risks

The main risks associated with a NTF are that certain aspects of the process simply do not function. This can happen for several reasons that are generic to these kinds of semi-formal collaborative organisation:

- There is no effective leader, or the leadership role is confused or contested – for example a SUMP National Focal Point may try to take leadership, but a Ministry feels that this should be its role,
- People within the NTF do not share common objectives, or simply do not relate well to one another,
- Members of the NTF have not had enough decision-making power delegated to them, so they always need to refer to their home organisation in order to be able to make a decision,
- Roles are not clear.
- The objectives of the NTF are not clear, and
- The necessary budget is not available – this can be quite limited, but it should be enough to ensure that the meetings can function and minutes are taken.

It is unlikely that there will be active opposition to the NTF from any member, but certain members will be supportive depending on how they view the NTF and its objectives in relation to the work of their own organisation. Therefore, it is important to spend time establishing clear shared objectives.

6.2.5 Good examples of NTFs

Example 1 – Germany

Ministries (e.g. Federal Ministry for the Environment, Nature Conservation and Nuclear Safety, Federal Ministry of the Interior, Building and Community and Federal Ministry of Transport and Digital Infrastructure) worked together in the NTF and helped to further develop a roadmap towards the national SUMP Programme.

The NTF was/is an important part of the PROSPERITY project in Germany. Members of the NTF met on a regular basis and discussed different topics regarding SUMP as well as developing a national SUMP Support Programme for Germany. All the relevant Ministries and other important stakeholders were part of the NTF, which made the discussions within the NTF purposeful and valuable in content. Different proposals for a SUMP support programme were developed and discussed. Therefore, the NTF is an important platform for further promoting the topic of SUMP in Germany. Since many relevant stakeholders have and (2019) continue to participate, the NTF in Germany can strongly influence further processes of development of sustainable mobility planning in Germany.

The members of the NTF consists of several institutions and organisations from different sectors related to:

- Difu (German Institute of Urban affairs; Deutsches Institut für Urbanistik), as the national focal Point (NFP)

- Federal Ministry of Transport and Digital infrastructure
- Federal Ministry for Environment, Nature Conservation, Building and Nuclear Safety
- Federal Ministry of the Interior, Building and Community
- State Ministry of Economic Affairs, Energy, Transport and regional development in state of Hessen Ministry for Economy, Energy, Transport and Development
- Associations of municipalities
- Specialist bodies such as the Centre for Sustainable Urban Mobility for the State of Hessen
- Universities researching in transport
- Transport consultancies
- Professional bodies, such as the Association of Spatial Planners
- Cities

Example 2 – Poland

The Polish NTF Group in PROSPERITY consisted of representatives of the NFP, the Ministry of Infrastructure, the City of Katowice and external expert Dr. Marcin Wolek. In the final phase of the project, the NTF team was joined by representatives of the Ministry of Investment and Development, the Centre for EU Transport Projects and Jaspers. The composition of the staff was enough to carry out the tasks. The leading role and chairmanship of the group by the Ministry of Infrastructure was particularly important to its success.

At NTF meetings, in addition to the implementation of the basic tasks related to the development of the national SUMP Supporting Programme, current issues related to the implementation of the project Prosperity were agreed and discussed. The greatest success of NTF was to agree on the final version of the national SUMP guide prepared by NFP SMG, which was officially presented by the Deputy Minister of infrastructure at a PROSPERITY national level SUMP promotional event, where about 140 representatives of local government, scientific and industry environments participated.

The meetings of the NTF working group are to be continued after the completion of the Prosperity project within the framework of the working group officially appointed by the Minister of Infrastructure, enlarged by experts from the scientific community and by representatives of other cities. The main task of the NTF group will be to implement the provisions of the NSSP.

6.2.6 Costs

The costs of NTFs are primarily staff time, with a little for travel and venues – so costs are low in financial terms. However, it is as explained earlier vital that the members of the NTF are empowered by their home organisation so that they can take decisions and move the work of the NTF along quickly and effectively.

6.2.7 Possible future developments

The most probable future development is that in some countries the NTFs may become permanent features of the urban mobility landscape, monitoring and further developing the country's NSSP. SUM planning is a strategic process that defines the vision of the city and clearly set its goals with the involvement of all relevant stakeholders. The SUMP process and

methodology provides a suitable platform and opportunity to consider the place of micromobility in the system of tools that contribute to the ultimate goals of the city, thus enabling the creation of the right framework for such systems.

7 Leading countries and their plans for the future of their NSSPs

Certain countries and regions have had NSSPs in place for many years and are learning from experience how to further develop and modify their NSSP. This final section looks at examples such as Lithuania, Slovenia and Flanders and discusses how they have further developing their programmes to increase their effectiveness.

7.1 Lithuanian NSSP

The National SUMP Programme will strive to reach the following targets:

- Every 5 years, starting from 2018, all major municipalities will review and update their SUMP (city municipalities with over 25,000 inhabitants or having a resort status) and the smaller municipalities with adopted SUMP.
- By 2023, a third of all 60 municipalities will have SUMP, while most of the other municipalities will be functioning in line with SUM planning principles.
- Starting from 2019, the following activities will be carried out annually: a yearly National Conference on Sustainable Mobility; a coordinated discussion of at least one SUM mobility measure during the European Mobility Week (EMW); regular meetings with National SUMP Commission on the promotion of sustainable mobility in cities; two events for municipalities, regions, and/or professionals, regular support for municipalities and regions when preparing, updating and implementing SUMP.
- By 2020, a national monitoring and evaluation scheme will be established. From 2020 on, all municipalities with an adopted SUMP will report on the monitoring and evaluation results (following the predefined set of indicators) every 1–2 years, all other municipalities every 5 years.
- In 2019, the National SUMP Guidelines will be updated, and a SUMP quality assessment scheme will be established.
- By 2023, the financing of national infrastructure, at the local and regional levels, will be conditioned in line with the existence and quality of the municipal SUMP.

Expected Programme Impacts

SUM planning development in Lithuania will have the following impacts:

- From 2020, the average number of public transport trips for one passenger will increase by 0,5% per year
- By 2023, ownership of cars in the country using fossil fuels will be regulated and in turn, start to decrease.
- By 2025, the number of traffic accidents with deaths for 1 mil. inhabitants at the national level will be reduced from 69 (2017, MoTC) to 40. (This will be promoted through our support for the 'Vision Zero' campaign.)
- By 2025, the modal split at the national level will change in favour of sustainable travel modes.

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- By 2025, the length of bicycle paths on national roads will increase from 1,200 kilometres (2017, MoTC) to 1,500 kilometres.
 - By 2025, the largest cities will implement 30 traffic calming zones with posted speed limits of 30 km/h.
 - By 2027, investment in transport infrastructure will be proportional to the goals of SUMPs on different levels.
 - By 2030, ownership of cars in the country using alternative fuels will increase by 150% annually from 1,400 (2019, MoTC) to 11,800.

7.2 Slovenian NSSP

The majority of the measures of the Slovenian NSSP are summarised in Table 3.

Table 3: Action Plan for Slovenia NSSP

MEASURE	IMPLEMENTATION DEADLINE	RESPONSIBLE BODIES
Coordination and development of the National SUMP Programme		
2 annual NTF for SUMP meetings	each year	Mol in collaboration with NTF for SUMP
Establishment of a consulting group of foreign experts in SUM planning	2019	Mol and UIRS
Consultation with foreign experts on current topics	each year	Mol and UIRS
Review and update of the National SUMP Programme	2023	Mol in collaboration with NTF for SUMP
Update of SUMP of all major municipalities and of 80% smaller municipalities with adopted SUMP	2023	Mol and municipalities with subcontractors
Adoption of municipal SUMP - 75% of all municipalities	2023	Mol and municipalities with subcontractors
Network of regional SUMP coordinators in all regions	2023	Mol and regions
Adoption of regional SUMP in all regions	2027	Mol and regions with subcontractors
Legislation		
Preparation and adoption of the Act on Sustainable Mobility	2023	Mol
Financial resources and other incentives		
Establishment of the national financial scheme for SUMP preparation and implementation	2023	Mol in collaboration with other sectors
Methodology and guidelines		
Update of the National SUMP Guidelines	2019	Mol and UIRS in collaboration with NTF for SUMP
Preparation of a pilot regional SUMP	2020	Mol and UIRS
Preparation of the National SUMP Guidelines for Regional SUMP	2021	Mol and UIRS in collaboration with NTF for SUMP
Preparation of at least one Topical Guideline on SUM planning topics and connected training	each year	Mol and subcontractors
Monitoring and evaluation		
Establishment of the SUMP quality assessment scheme	2020	Mol and UIRS in collaboration with NTF for SUMP
Establishment of the national monitoring and evaluation scheme for all levels	2020	Mol in collaboration with NTF for SUMP
Information, education and knowledge exchange		
Slovenian Platform for Sustainable Mobility maintenance and upgrade	each year	Mol and subcontractors
Organisation of a National Conference on Sustainable Mobility	each year	Mol and UIRS
Organisation of EMW at the national level	each year	Mol and subcontractors
4 e-newsletters	each year	Mol
2 events for municipalities, regions and/or experts	each year	Mol in collaboration with relevant projects
1 study visit to Slovenian or foreign city	each year	Mol in collaboration with relevant projects
Establishment of a network of regional SUM planning coordinators and connected training	2021	Mol and UIRS

7.3 Flanders NSSP

The Flanders NSSP is introduced in the context of a wider change in Flemish transport policy in 2018-2019. Regarding NSSPs, key future actions are set out below.

Table 4: Action Plan for Flanders NSSP

Name/content and short description of the measure	Implementation deadline	Entities responsible for implementation
Further elaboration and refinements of the Decree into working documents and guidance	2019	Sound Board Group MOW
Clear the role of the Flanders Quality chamber in quality assurance of Regional SUMP	2019	Sound Board Group MOW
Information and knowledge increase via website, mobility letters, events etc...	2019	Sound Board Group MOW
Approval of Decree by Flemish Parliament (including approval of Flemish Sustainable Mobility Plan and Land Use Plan)	2019 (?)	Minister of Transport & Mobility
Development of 15 Regional SUMP	2020	MOW – Transport Regions – Consultancy consortia
Implementation + evaluation process Regional SUMP	2020 – 2025	Transport Regions
Non- mandatory Local SUMP alignment with Regional SUMP	2020-2025	Municipalities

8 Conclusions

This document has illustrated the following with respect to NSSPs:

- That an NSSP increases the scale of SUMP up-take across a country.
- If they are carefully planned it will deliver many elements that will be beneficial to cities in developing and implementing their SUMP.
- Sectors and actors not previously involved in SUMP can get involved, so cross-sector working happens, reducing implementation barriers.
- EU money used for NSSPs in the PROSPERITY project levered the use of national level money as well.
- In general, NSSPs are a good way to use EU funding to support sustainable mobility in cities across a member state, rather than targeting only those cities that are already in EU networks.
- NSSPs raise the status and knowledge of SUMP across a member state.
- An NSSP can be delivered incrementally and then enhanced and modified as the level of development of SUMP in the country develops.
- Based on the compiled experience and data the most effective elements of an NSSP appear to be:
 - Finance linked to guidance, so that consistent SUMP are developed, and similar types of measure are implemented.
 - Bespoke guidance and support, in person if possible, to municipalities on the development of their SUMP and implementation of SUMP measures (although this can be labour intensive). This can include some form of assessment of the SUMP.
 - Legislation as a way of catalysing cities into action, although the implementation of the legislation.
 - National platforms as a way of spreading best practice and building a support network for those engaged in SUMP in the country.
 - National guidance.
- The NTF approach utilised in the PROSPERITY project is an effective way of developing an NSSP.

What should the EU do in the future to support further development of NSSPs in Member states?

The EU should encourage national governments to start new, and further develop existing, NSSPs by:

- Providing match funding for NSSPs,
- Facilitating exchange of experience between ministries and national/regional agencies about their NSSPs,
- Funding research on NSSPs and their impacts, and
- Linking NSSPs to the spending of structural funds for urban transport.