

# SITUATION OF THE SUSTAINABLE MOBILITY PLANS IN SPAIN

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## 1. SITUATION OF MOBILITY PLANS IN EUROPE

### 1.1. Sustainable Urban Mobility Plans in Europe (SUMPs)

#### 1.1.1. Introduction

Nearly 73 % of Europeans live and move every day in cities. Moreover, the percentage of pollution (emissions) produced by transport means the 25 % of the total. Therefore, reducing urban transport emissions will considerably reduce the total amount.

Cities have proposed measures to reduce CO<sub>2</sub> emissions in terms of mobility aimed at reducing individual private transport (car) offering a range of alternative possibilities.

As urban mobility is always in charge of the municipalities, cities have to carry out the arrangements for public transport, cycling, accessibility for mobility, walking, etc, which in many cases involve expensive infrastructure and therefore high investments.

#### 1.1.2. Situation in Europe

The Sustainable Urban Mobility Plans are not new at European level, as there are numerous precedents in France (Plan de Déplacement Urbains (PDU), mandatory for cities over 100,000 inhabitants), UK (Sustainable Urban Mobility Plans (mandatory for local authorities to develop a Local Transport Plan (LTP) in England and different legislation in Wales or Scotland) .or Germany (Verkehrsentwicklungsplan, not mandatory, but several cities have got one but more movement-related transport infrastructure) which have been developing since more than a decade and they can be considered forerunners. Also the situation is favorable in Belgium, the Netherlands, Italy or Norway, which in general they have proper laws to harmonize the SUMPs.

The European Commission's Action Plan on Urban Mobility calls for an increase in the take-up of Sustainable Urban Mobility Plans in Europe.

SUMPs aim to create a sustainable urban transport system by addressing objectives such as ensuring that the transport system is accessible to all; improving safety and security; reducing air and noise pollution, greenhouse gas emissions and energy consumption; improving the efficiency and cost-effectiveness of the transportation of persons and goods; and contributing to enhancing the attractiveness and quality of the urban environment and urban design.

Transport planning processes in a number of western European countries have developed in the last 15 years to incorporate such objectives, but most European member states have not escaped from traditional transport planning systems characterized by lack of strategic vision, limited input from stakeholders, a focus on infrastructure and lack of monitoring and evaluation.

There are a number of barriers that inhibit the widespread adoption of SUMPs. In a recent review of practice across Europe, the ELTISplus project defined 3 types of countries:

1. Countries which have a well-established transport planning framework (combined with a legal definition and/or national guidance on SUMPs): Belgium (Flanders), France, Germany, Italy, Netherlands, Norway and UK;
2. Countries which are moving towards an approach to sustainable mobility planning: Austria, Belgium (Wallonia), Denmark, Estonia, Finland, Hungary, Poland, Portugal, Spain, Slovenia and Sweden;
3. Countries which have yet to adopt sustainable mobility planning: Bulgaria, Croatia, Czech Republic, Greece, Ireland, Latvia, Lithuania, Malta, Romania and Slovakia.

Even in the first group of countries, a number of substantial barriers to SUMP improvement were identified by ELTISplus: Existing car-infrastructure orientation within the community (including strong lobbies); Resistance from established planning and engineering officials, and a lack of joint working between sectors, particularly transport and land use; Lack of relevant knowledge among officials; Lack of funds for the preparation of SUMPs and increasingly for infrastructure itself; Lack of coordination between different levels of government; The greater requirements for public participation compared to conventional transport plans; Adverse responses to EC-led initiatives; Political conservatism.

In the second group of countries, the main barriers to the development of Sustainable Urban Mobility Plans were: Car orientation in terms of the community, lobbies and existing transport funding; Lack of relevant knowledge; The potential time required to prepare a plan; The expense of preparing a plan; The lack of resources to actually implement any measures from a plan; and Lack of political will or interest.

In the third group, similar barriers apply, the main ones being: Car orientation and strength of lobbies; No perceived added-value over conventional transport plans; Lack of knowledge and resources; Lack of defined responsibilities and priorities in the area; and No public pressure and therefore no political commitment.

In the second two blocks of countries (especially former communist countries of Eastern Europe or ex-Yugoslavia), the term “planning” often has negative connotations which any new planning system has to overcome before it can gain any credibility. In these countries also, transport planning tends to be very infrastructure led.

### *1.1.3. Situation in Spain*

In Spain the situation is defined as “irregular”. The situation varies mainly because of the location (some legislation have been applied in the regions of Madrid, Catalonia and the Basque Country) and some other factors, as the implementation of the “Sustainable Development Law” which says that only the Cities with a SUMP will receive grant to maintain the Public Transport from the year 2013.

Some cities out of these regions have been developed their SUMP some years ago such as Burgos (2005), Castellón (2007), Ponferrada (2007) or lately Santander (2010).

## **1.2. Situation of Mobility in Europe and Spain**

### *1.2.1. Comparative with Europe*

Studying the situation in Europe and comparing the different modal split, the situation does not look so different from cities in Spain and cities in the rest of the European countries. Moreover, having a look on the data base given in the European Platform for Mobility Management ([http://www.epomm.eu/tems/index.phtml?Main\\_ID=2928](http://www.epomm.eu/tems/index.phtml?Main_ID=2928)) the use of particular vehicle (car) in some notorious cities in terms of sustainable mobility have the following percentages: Antwerp 41%, Rotterdam 49%, Utrecht 49% or Groningen 44% while some Spanish cities have achieved a much better figures in terms of use of private car such as Burgos 28%, Vitoria 30%, San Sebastian 29% or Barcelona 35%. A coincidence is that those four cities have developed and implemented a Sustainable Urban Mobility Plan.

It basically means that in Spain, although some cities have different (worse) figures, some traditions as the use of Public Transport in the mid and big sized cities, and walking in mid-sized cities made the situation, at least in terms in

modal split, just as the rest of the European cities, if not better, in some occasions.

### *1.2.2. Effectiveness of the measures implemented within a SUMP*

The situation in this case comparing Europe and Spain is different. One of the weak point in the situation related the SUMP in Spain has been the lack of concern about the evaluation and the effectiveness of the measures implemented in a SUMP.

The Sustainable Development Law (2010) explained for the first time the legal definition of SUMP, as well as the explanation of the minimum content: coordination with planning instruments: infrastructure, transportation and energy savings, some integration / coordination and consistency with the Spanish Strategy for Sustainable Mobility and the obligation for monitoring the SUMP.

To solve this situation, in the last years, the Saving Energy Agencies (Regional entities which depend of the Industry Ministry and the Institute for the diversification of the Energy, IDAE, and the main entities in charge of promoting the SUMP within the cities), have proposed the mandatory evaluation of all the SUMP developed.

For that reason, it is difficult to know exactly if the SUMP have positively influenced in the modal split of the cities and the reduction of the CO<sub>2</sub>, but apparently the cities with a SUMP at least have developed in a harmonized way the measures for promoting the sustainable mobility, with coordination and communication between them.

Some indicators, nevertheless, have been traditionally used in the Agenda 21, and in some respect the modal split, or the inclusion of the data or not in the Mobility Observatory at national level have made the difference between the more and less advanced cities.

Europe has got some long term initiatives and has been using some evaluation procedures, many of them through European projects. The most common used is the CiViTAS methodology, with quantity and quality indicators. The most interesting part of the methodology, nevertheless, is that the methodology has been implemented in more than 90 cities all along the last decade. Some of the results can be considered surprising, as it is based on the results much more important some facts as the stakeholders' involvement, the political support or the precise moment of the implementation, normally fixed by the local elections (as urban mobility is always sort out at local level) rather than technology or problems within the implementation process. Also surprising is that some of the measure proved to be a success in the northern countries are not in the

southern ones, as the car pooling, for example, maybe because of the informal relations between the workers or colleagues, for example, that they don't need some fixed structures to share the car.

Other methodologies can be mentioned as poly-sump, endurance, advance, Eco-mobilityshift or Ch4llenge, developed thanks to European projects.

### *1.2.3. Other Initiatives*

Although it can be considered too soon, other initiatives have proved that Spanish cities are concerned about the urban mobility.

The CiViNET networks were created in 2009, and cover different countries with seven different networks: UK and Ireland, the Francophone, Italian, Slovenian and Croatian, the Netherlands and the Spain and Portugal network. The Spanish and Portuguese network has currently got the highest number of cities and members (33 cities and 32 associated members) and the highest number of attendees in the events organized the last four years. One of the main topics has been the SUMP, organizing the second Forum (Coimbra, June 2011) mainly about it. It also offered the possibility to discover some cities with new experiences related to their SUMP.

More than 40 cities are joining now the Spanish Smart Cities Association, called RECI, launched in June 2012. The mobility group was launched officially in September 2012 to discuss some common interest issues regarding sustainable mobility and one of the main topics of discussion has been the development and implementation of the SUMP, and a sub group has been created to discuss, share and help the less advanced cities in the development of the SUMP, also because of the necessity of having one to receive funds for the PT.

In this case there is no other European country with such an organization of a network of cities working so closely in this topic, so, although the panorama is not perfect at least cities are really concerned about this aspect of the mobility.

## **2. DIFFERENCES AND SIMILUTIES BETWEEN THE DOCUMENTS PUBLISHED IN EUROPE AND SPAIN**

### **2.1. Sustainable Urban Mobility Plan Guide Europe and Spain**

#### *2.1.1. Situation in Europe*

The Eltis project (<http://www.eltis.org>) was developed from the late 90s, and it has got an archive with more than 150 best practices all along Europe regarding sustainable mobility. Also it has been the reference website about Sustainable Mobility in terms of project implementation.

Under the development of the project, a proper site for Sustainable Mobility Plans was created (<http://www.mobilityplans.eu>) where the European guidelines were developed (2013).

To understand the guide lines, it is necessary to explain the “momentum” of the development of them. To do so, it is interesting to locate the European guidelines, which became from the White Transport Paper in 2011 under the Initiative 31: Urban Mobility Plans, as it appoints:

- "Establish procedures and financial support mechanisms at European level to prepare urban mobility audits and develop urban mobility plans"
- "Consider the possibility of a mandatory approach for cities in a certain size, according to national standards, based on the guidelines of the EU"
- "Basing the granting of regional development cohesion funds to the presentation from the cities and regions of an independently validated audit certificate regarding sustainable urban mobility."

Under the Urban Mobility package, the guidelines have been developed in 2012, based on input from professional across Europe, with 49 interviews with different stakeholders from 26 countries and seminars with 54 experts from 19 countries. They published first a “State of the Art” book regarding SUMP.

#### *2.1.2. Situation in Spain*

The guidelines from the Ministry of Industry (IDAE) were developed in 2005 and officially presented in 2006. It was a very early stage, when hardly any Spanish city had one. Saying that, the guidelines were very innovative in that moment in time. In fact, the introduction of the concept “SUMP” was achieved because of the guidelines, as they were named as “Transport Plan” or “Accessibility and

Transport Plan” in the past, introducing concepts as “urban”, “mobility” and “Sustainable”.

Although the plan contains some experiences from a Spanish city (Tarrasa) the plan focus its attention in other experiences from UK, Sweden, Holland and France.

## **2.2. Comparative of the Guides from Europe and Spain**

The comparative exercise between both guide lines has got only sense with the purpose of learning. The momentum of both guide lines has nothing in common, so basically this comparative is only a tool for future guidelines, in order to improve the weak points, and trying to learn in order to improve.

Both guidelines start from the point of the city, and look for the same goal under the development of a SUMP defining the three key areas: integration, participation and evaluation.

Both guidelines also follow a very similar scheme, referring on the preparation, development and implementation. Both start with a diagnosis stage of the city.

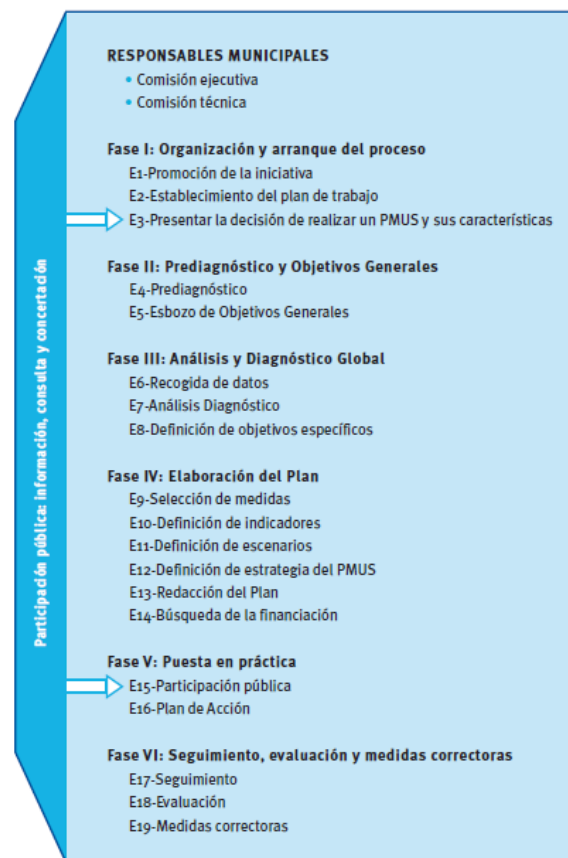
In terms of participation the Spanish guide suggests participation of the stakeholders in all the phases and stakeholders’ consultations in the whole process (even monthly meetings) while the European one focuses only in some. Also the European guidelines divide the stakeholders in different grades, while the Spanish one suggests lots of them but without any particular difference.

Eltis + guidelines propose Common Assessment Framework as SWOT or ISO 9001 while the Spanish one remarks the importance but without giving any concrete methodology. The importance of the monitoring is bigger in the European one, even suggesting external monitoring.

The Spanish one proposes much participation at City Council level, with commissions from the different departments. It has got sense also as they explain the integration of other municipal tools as the PGOU (General Urban Plan) very important at Spanish Cities level.



(Fig. 1. Phases of the SUMP Spanish Guidelines)



(Fig.2. A more detail phases scheme of the SUMP Spanish Guidelines)



Finally, the Spanish ones include whole examples while the European ones are giving examples of each stage and implementation phase.

In conclusion, both guide lines are very similar, but the development moment was completely different, so in some aspects as monitoring or evaluation, logically the European ones give more data in order to harmonize the actions, as it has been one of the weak points in many plans all along Europe (and also Spain). It is possible to say that the European ones stress the importance in some points proved to be failure in the past.

Also is important to remark that the Spanish one explains better the local circumstances and the importance of the departments of the Council as well as the harmonization of other normative plans.

It is finally a room for the cities to decide whether the stakeholder should participate in all the stages and the importance of the information to the public.

### **2.3. A case for the new situation, transferable to Europe**

In the current situation, with few resources and lack of budget to develop a SUMP, a study case can be mentioned. It doesn't fit with the definition of a city which has got to develop a SUMP mandatory, as the size is less than 100,000 inhabitants. In fact, the population of Arenas de San Pedro in the province of Avila is nearly 7,000.

As they did not have the resources to develop a SUMP, it was decided to develop it "locally", only with the technicians of the City Council.

Also in these moments the Council staff are not particularly busy, they decided to create a Commission with technicians from all departments, and a stakeholder's consultation structure.

Technicians from the Council also implemented the surveys, and they could build a good diagnosis picture.

They followed the Spanish guide lines only, and the results and the goals in terms of modal split change, for example, were quite successful.

Although when the technicians of the Ministry studied the Plan they found some mistakes, they congratulated them for the development, a unique case.

### 3. A VISION OF THE CURRENT PROJECTS

- ELTISplus - The specific goals of the work on Sustainable Urban Mobility Plans (as part of the ELTISplus Project, 5/2010 – 4/2013) are to raise awareness on Sustainable Urban Mobility Plans and to provide guidance and training materials for urban mobility professionals all over Europe. The SUMP activities respond to Action 1 of the European Commission's Action Plan on Urban Mobility to accelerate the large scale take up of Sustainable Urban Mobility Plans by local and regional authorities in Europe. The training needs and requirements of local and regional authorities in 31 European countries were analyzed within the project. Depending on the "SUMP development stage", different kind of training activities were organized. The most important outputs of the project are the SUMP Guidelines - Developing and Implementing a Sustainable Urban Mobility Plan and the SUMP Report on the State-of-the-Art of Sustainable Urban Mobility Plans in Europe.
- ADVANCE is a 3 year project (2011-2014), funded within the Intelligent Energy Europe Programme. The EU-project aims to improve urban transport systems in European cities. To reach this goal, ADVANCE is developing, testing and applying an Audit Scheme to assess the quality of sustainable urban mobility planning.
- QUEST is a 2.5 year project (2011-2013), funded within the Intelligent Energy Europe Programme. QUEST is a Quality Management tool to help small and medium-sized cities to set up and further develop their sustainable mobility policies and actions with the assistance of an external expert (auditor).
- ENDURANCE assists cities and regions with developing SUMPs by facilitating networking, mutual learning and sharing of experience and best practice across countries". ENDURANCE provides this facilitation by building 25 national networks and an overarching European network organisation.
- BUMP (starts June 2013 and aims to engage 90 cities, have 50 more cities engaged in the CiViTAS Forum, and start SUMPs in may cities)
- ECO MOBILITY SHIFT is taking an audit approach and targeting around 50 cities.
- POLY SUMP (Polycentric Sustainable Urban Mobility Plans) is a new SUMP project that will focus its attention on engaging with stakeholders at the regional level. It aims to develop a sustainable mobility planning methodology in polycentric regions. Poly-SUMP offers a methodology for poly-centric regions to overcome barriers and to build a constructive dialogue among all involved actors in order to reach a common vision of sustainable mobility.
- CH4ALLENGE helps support the advancement of European cities at different stages of their Sustainable Urban Mobility Planning (SUMP). The project addresses significant barriers for wider take-up of SUMPs in Europe. There are nine participating cities represent the diverse cultures in sustainable urban mobility planning in Europe who all have strong commitments towards the advancement of their own SUMP processes. 30 dedicated 'follower' cities from

different European countries with less elaborated mobility planning concepts will be directly involved in the take-up and learning process. This will enable them to start their own sustainable urban mobility planning initiatives with the strategic objective of becoming advanced SUMP cities.

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