

# Stakeholder Consultation Report

Green Paper on Urban Mobility

Client: European Commission (DG TREN)

ECORYS Nederland BV

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# Table of Contents

<b>Preface</b>	<b>5</b>
<b>Executive Summary</b>	<b>7</b>
<b>1 Introduction</b>	<b>11</b>
1.1 Methodology	11
1.2 Descriptive Statistics of the Contributions Received	12
1.3 Structure of this Report	13
<b>2 Towards Free-Flowing Towns and Cities</b>	<b>15</b>
2.1 Labelling Scheme	15
2.2 Cycling and Walking	16
2.3 Modal Shift	17
2.4 Other Comments and/or Solutions	19
2.5 Conclusions	20
<b>3 Towards Greener Towns and Cities</b>	<b>21</b>
3.1 Clean and Energy Efficient Technologies	21
3.2 Joint Green Procurement	23
3.3 Green Zones	24
3.4 Eco-Driving	25
3.5 Other Comments and/or Solutions	26
3.6 Conclusions	27
<b>4 Smarter Urban Transport</b>	<b>29</b>
4.1 Better Information Services	29
4.2 Standardisation of Interfaces	30
4.3 Exchange of Information and Best Practices	31
4.4 Other Comments and/or Solutions	32
4.5 Conclusions	32
<b>5 Accessible Urban Transport</b>	<b>33</b>
5.1 Quality of Collective Transport	33
5.2 Dedicated Lanes for Collective Transport	34
5.3 Rights and Obligations – European Charter	35
5.4 Integration of Passenger and Freight Transport	36
5.5 Coordination of Transport and Land-Use Planning	37
5.6 Other Comments and/or Solutions	38
5.7 Conclusions	39

<b>6 Safety and Security</b>	<b>41</b>
6.1 Safety and Security in Urban Transport	41
6.2 Better Informed Operators and Citizens	42
6.3 Automatic Radar Devices	43
6.4 Video Surveillance	45
6.5 Other Comments and/or Solutions	46
6.6 Conclusions	46
<b>7 New Urban Mobility Culture</b>	<b>47</b>
7.1 Bringing Stakeholders Together	47
7.2 European Observatory	48
7.3 Other Comments and/or Solutions	49
7.4 Conclusions	50
<b>8 Financing</b>	<b>51</b>
8.1 Use of Existing Financial Instruments	51
8.2 Economic Instruments	52
8.3 Integrating Urban Constraints and Urban Traffic Development	53
8.4 Urban Charging	54
8.5 Added Value of Clean and Energy Efficient Urban Transport Funding	57
8.6 Other Comments and/or Solutions	58
8.7 Conclusions	58
<b>List of Tables and Figures</b>	<b>61</b>
<b>Annex I - Descriptive Statistics</b>	<b>62</b>
<b>Annex II – Description of Database</b>	<b>69</b>

## Preface

To support the preparation of the Action Plan on Urban Mobility, the European Commission organised an extensive stakeholder consultation. Part of this consultation was a written consultation, which started with the publication of the Green Paper on Urban Mobility on 25 September 2007 and closed on 15 March 2008. Interested parties were invited to respond to the Green Paper and to the 25 questions included in it. The results of the analysis of the contributions are presented in this report.



# Executive Summary

## *Overview of contributions*

This Stakeholder Consultation Report presents the results of the analysis of the written contributions submitted in response to the Commission's consultation on the Green Paper on Urban Mobility. In total, 431 contributions were received by the European Commission.

Contributors generally support action at the EU level in the field of urban mobility. There is support for actions by the European Commission to help, facilitate and support local, regional, and national governments to realise their goals of sustainable urban mobility. Contributors are somewhat less unanimous about what exactly to include in the role of the Commission, and about the exact initiatives that the European Commission should take.

## *Roles for the European Commission*

Across the contributions there is support for the European Commission to play a more active role in the field of urban mobility. There is, however, less agreement on the scope and content of the Commission's role. The areas in which the European Commission is seen as having an important role and clear added value, and for which there is almost unanimous support, include:

- Collection and provision of data,
- Collection and dissemination of knowledge,
- Exchange of best practices between cities,
- Developing guidelines,
- Supporting innovative RTD activities,
- Facilitating the harmonisation and setting of standards, and
- Facilitate the funding of projects contributing to sustainable urban mobility (including projects that are not directly in the field of transport itself, such as land-use planning, and projects focussing on multiple modes, e.g. integration of walking and/or cycling with collective transport).

## *Three points of concern*

Contributors have three main points of concern. A first point is that Commission initiatives could result in additional bureaucracy. A second point of concern is the risk of rigid solutions, frameworks, etc., as the differences between European towns and cities lead to a need for flexible and creative solutions at the local level.

Many of the contributors point out the importance of the principle of subsidiarity. The European Commission is advised to test its proposed initiatives against the principle of subsidiarity. The importance given to subsidiarity seems however to mainly reflect the concern outlined above, i.e. the need for flexibility at the local level and the importance of customised solutions to meet the specific needs of individual cities.

A third point of concern is that the European Commission should not pick or promote any one transport mode, technology or solution. Instead, the European Commission should develop an “integrated” framework for urban mobility and transport, set clear goals, and then facilitate and support the efforts of cities to use the integrated framework and achieve the policy goals. In other words, the European Commission should follow a neutral approach.

#### *Summary of Findings per Theme*

In general, across the various themes, generally 5 – 15 % of the contributors express explicit criticism on the issues discussed.

Contributors support certain EC actions to achieve **free-flowing towns and cities**. A *labelling scheme* does not receive wide support, mainly because of a fear of bureaucracy and difficulties in comparing cities. *Walking and cycling* are recognised as important, although most contributions suggest actions at the local level, such as an integrated approach towards both modes. Possible actions are the development of certain harmonised regulations, establishing walking and cycling specialists at EU level, and the integration of both walking and cycling as core elements in European urban transport policy. Moreover, funding campaigns and research projects, as well as supporting the dissemination of best-practices are supported. The *promotion a modal shift* is considered a general field with little relevance for the Commission, except for the funding and dissemination activities as discussed above.

To assist in realising the goal of **greener towns and cities**, the European Commission has some powerful instruments at its disposal. To *increase the use of clean and energy efficient technologies*, the European Commission should monitor the EURO emissions standards and the impacts of the Air Quality Directive. Strengthening the requirements of these instruments could be a relatively easy way to achieve greener towns and cities. Moreover, as regards “*green zones*,” harmonised standards, such as the EURO standards, could be used to harmonise access rules. Guidelines on *green procurement* would be welcomed. Internalisation of external costs is considered a good way to achieve greener towns and cities and sustainable urban mobility in the longer term. The *promotion of eco-driving*, as well as other initiatives should be supported by targeted promotion and awareness raising activities. In doing so, the benefits to the users need to be stressed.

**Smarter urban transport**, and ITS in specific, is considered as a means to reduce congestion, improve living conditions, etc. Thus, it is not considered as a policy by itself. Standards of systems contributing to the *quality of urban transport* could help to lower costs, enabling more authorities and operators to use those. The focus of these systems should be on personalised information. *The standardisation of interfaces*, e.g. ticketing and payment systems, is another possible area for Commission intervention as suggested by the contributors. Concerning the *exchange of best-practises* the European Commission is advised to make information available in a clear, structured, and accessible manner at one location. The focus should be on enabling local, regional, and even national governments to select and deploy the appropriate solutions. To help citizens, one European portal linking local, regional, and national travel websites is considered useful.



To make **urban transport systems accessible** to all, the European Commission could support towns and cities with a number of actions. The quality of *collective transport* could be improved by ITS applications, as explained earlier. *Dedicated lanes* can be a good means to increase the quality of public and collective transport and encourage clean vehicles (if they are allowed to use these lanes), but they do require enforcement. The research on technologies in this field could be supported by the European Commission. A *European Charter on rights and obligations for passengers* meets some concerns. Mandatory implementation is considered difficult. A voluntary approach is, however, more likely to succeed. *Integration of passenger and freight transport* and *integration of urban and interurban transport and land-use planning* could be enhanced by establishing Mobility Authorities because such Authorities could bear responsibility for all transport in the metropolitan area and be involved in related fields, such as land-use planning. The Commission could support their establishment by disseminating best-practices.

**Safety and security in urban transport** are distinct fields, but both require an integrated approach, i.e. prevention and reaction. Towns and cities face a number of *challenges in these fields*, possible European Commission actions could be summarised as follows. First of all, better road safety could be achieved through the development of standardised systems for speed management and vehicle-to-vehicle communication. Secondly, the mandatory use of helmets for cyclists is a touchy subject, as contributors have contradictory views on its effectiveness. Finally, contributors would like to see the European Commission to play a bigger role in cross-border enforcement of traffic violations. Standardisation of certain technologies related to *video surveillance* is also supported. Privacy guidelines related to the use of, for example, video surveillance, should however be developed. *Information to citizens and operators* could be improved by utilising existing labels like EuroNCAP and eSafetyAware. As regards *automatic radar devices adapted to the urban environments*, there is confusion on the definition of such devices.

The needs for cooperation and better data are recognised as being important to take the next step to achieve sustainable mobility in towns and cities by **renewing the mobility culture**. *Cooperation amongst all stakeholders* is indeed necessary, according to the contributors. As regards the question which stakeholders should be involved, the main focus is on cross-sectoral cooperation at the level of the city or metropolitan area. This should also include stakeholders involved in urban freight. The European Commission could have a facilitating role by best-practice dissemination. Recognizing the need for EU action on data collection and monitoring, a *European Observatory* is supported as response to the urgent need for data. However, support is conditional to the requirement that this Observatory has clearly defined goals, as to prevent a bureaucratic organisation. A wider range of tasks for the possible Observatory is only favoured by a limited number of contributors.

As regards the **financing of urban mobility projects**, contributors see a number of facilitating roles for the Commission. First of all, *existing instruments* could be better used, for example by considering the door-to-door aspects of major infrastructure projects. Making information on funding better accessible, e.g. by one central website, would help towns and cities, as information is considered to be difficult to find. The inclusion of sustainability requirements in eligibility criteria of funding is a subject on which there is disagreement amongst contributors. However, the inclusion of such criteria in concessions or contracts receives more support. Moreover, the European Commission could redirect funds of the Seventh RTD Framework Programme to the several issues requiring research that were identified during the consultation. Also, co-financing pilot projects could support towns and cities in their mobility policies.

*Market-based instruments*, including as taxation schemes, favouring sustainability, are often mentioned as a good way to deal with the issues related to sustainable urban mobility. Some contributors argue that internalisation of external costs is the best way – eventually decreasing the need for additional initiatives. This also applies to *urban charging*. Urban charging, in any case, should be linked to other measures such as the creation of real alternative travel solutions. On the question if revenues should be earmarked the broad answer is 'yes', as long as the earmarking relates to urban mobility in general and not to specific modes. Targeted support could mainly speed up the introduction of clean and energy efficient technologies. In other words, improving living conditions in cities would happen earlier or with lower efforts by cities. Altogether, funding is crucial to achieving a more sustainable urban mobility system.

# 1 Introduction

In this chapter, the methodology for analysing the stakeholder contributions is presented. Subsequently, some descriptive statistics of the written consultation are introduced. Finally, the structure for the remainder of the report is outlined.

## 1.1 Methodology

To allow a thorough analysis of the contributions received, the methodology described in this section has been applied.

Each contribution has been entered into a database.

The contributions have been broken down (parsed) into a number of contribution elements<sup>1</sup>, in such a way that a part of the contribution which is relevant for a specific question or a theme in the Green Paper is an individual record in the database. Each contribution can therefore have multiple entries in the database. If possible each contribution element has been linked with a theme of the Green Paper, which relates to the basic structure of this report. If new themes or issues could be derived from the contributions, a separate section/record has been added.

For each contribution (and thus all its elements as well), the type of organisation and nationality of the organisation has been entered into the database. This distinction allows an analysis of the views of certain types of organisations and nationalities.

Each contribution looks like indicated in figure 1.1. The exemplary contribution consists of six contribution elements, two of which relate to theme 3.1 (Increase the use of clean and energy efficient technologies).

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<sup>1</sup> A contribution is defined as the full contribution (document) submitted by the respondent; a "contribution element" as a separate part of the contribution addressing a single issue.

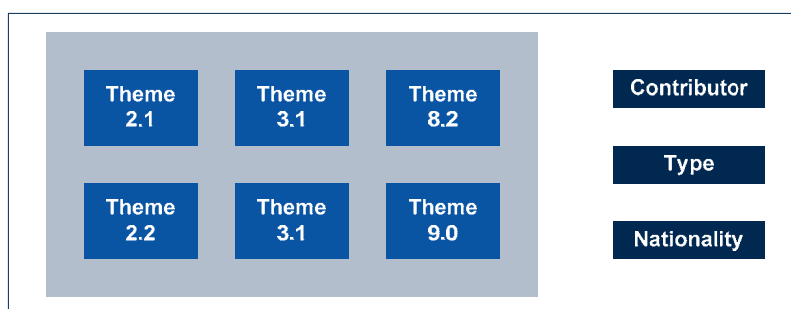


Figure 1.1 Simplified representation of database structure <sup>2</sup>

With regard to the type of organisation, the types listed below have been distinguished in the database. Considering associations and private sector companies, it has also been taken into account in which field these organisations are operating. The types of organisations distinguished are:

- Government organisations
  - Local or regional,
  - National,
- Universities or research institutions,
- Citizens,
- National associations,
- European/Global associations,
- Political parties,
- Parliaments, and
- Private sector companies.

Each contribution element is classified as either one of the following:

- Criticism,
- Other,
- Supporting statement,
- Proposed action,
- Proposed action – European Commission, and
- Proposed action – other

Criticism can be both explicit and implicit. Contribution elements are classified as “criticism” if the contributors clearly states that he disagrees with the text of the Green Paper: the analysis presented, the questions posed, or the solutions offered. Contributions containing critical comments “disguised” (implicit criticism) as “proposed action” are classified as proposed action. The results of type of statement should thus be interpreted with some care when it comes to drawing conclusions regarding stakeholder support.

More details on (the structure of) the database can be found in Annex II.

## 1.2 Descriptive Statistics of the Contributions Received

During the consultation period a total of 431 written contributions were received by the European Commission. Some major statistics are listed below; more descriptive statistics on the contributions are presented in Annex I.

- Nearly 28% of the contributions have been submitted by organisations and citizens from Germany. European organisations have a share of around 20% in the total.

<sup>2</sup> Only depicting the most important information fields.

This is followed by France and the UK (12% and 10% respectively). Contributions from Austria, the Netherlands, and Spain have an aggregated share of around 14%.

- 25% of the contributions were submitted by citizens.
- 67% of the contributions submitted by citizens have been submitted by German citizens. The call by a German automobile club in the February 2008 edition of its monthly magazine to participate in this consultation is probably part of the explanation. When reading this report it should thus be borne in mind that the opinion of citizens is biased towards Germany.
- Around 4% of the contributions came from outside the EU (Israel, Norway, Switzerland, Turkey, and USA).
- The majority, 45%, of the contributions is written in English. Contributions in the French language amount to 12% and in German around 30%. The remaining contributions were written in other languages.
- Around 65% of the contributions has been received during the last two weeks of the consultation.

### 1.3 Structure of this Report

This report follows the structure of the Green Paper on Urban Mobility. This means that each chapter deals with one of the five themes or two cross-cutting areas. This means that the next chapter, chapter 2, discusses the contributions about free-flowing towns and cities. Chapter 3 looks at greener towns and cities, whereas chapter 4 is concerned with the issues contained in the theme smarter urban transport. Subsequently, chapter 5 provides the analysis of contributions on accessible urban transport. The theme of safer and secure urban transport is discussed in chapter 6. Two chapters cover the cross-cutting areas: chapter 7 is dedicated to the new culture for urban mobility, chapter 8 to financing.

Each section is related to a question (or theme/issue) and structured similarly. First, some figures regarding the question are presented. The top-5 of the share of contributions per type of organisation and country is presented in a table. This means that, of the contributions to that specific question, the contributors originating from those countries or those types of organisations have provided the highest percentage of the contributions. Subsequently, the section addresses the main findings regarding a particular question. This structure is applied in order to quickly guide the reader through the information.

Each chapter also contains a section “Other comments and/or solutions.” Here, comments and/or solutions not really belonging to one of the other sections are discussed. These comments and/or solutions may be very concrete actions, part of the competences of lower governments. In describing these comments and/or solutions, the number of contributors expressing these has not been considered explicitly. Conclusions regarding stakeholder support for such comments and/or solutions can thus not be drawn from this report.

It should be kept in mind that percentages not always sum to 100 exactly due to rounding.



## 2 Towards Free-Flowing Towns and Cities

### 2.1 Labelling Scheme

Green Paper  
Question 1

Should a "labelling" scheme be envisaged to recognise the efforts of pioneering cities to combat congestion and improve living conditions?

This section deals with the following issues related to the question above. First, it is discussed what the contributors in general think of a labelling scheme; do they think it is a useful action? European and global associations are by and large more in favour of a labelling scheme than are other contributors.

#### *In General*

	Type of organisation	of total for Q1	Country	of total for Q1
1	National associations	28%	European Union	22%
2	Local/regional governments	27%	United Kingdom	15%
3	European/Global associations	24%	Germany	14%
4	National governments	9%	France	14%
5	Private sector companies	6%	Spain	5%
		94%		70%

Table 2.1 Top 5 of contributions per type of organisation and per country for Q1<sup>3</sup>

In about 9% of the contributions on this topic the contributors have expressed explicit criticism<sup>4</sup>.

#### *Support for a Labelling Scheme*

In general, contributors do not appear to be in favour of a labelling scheme. A number of objections or disadvantages are frequently mentioned by contributors, irrespective of the type of organisation or nationality. The first objection is that comparisons between cities will be difficult or even meaningless, as local circumstances and size differ. Second, contributors fear the bureaucratic process caused by a labelling scheme. The labelling scheme demands a large and reliable set of comparable indicators, currently not available<sup>5</sup>.

<sup>3</sup> The percentages refer to the number of contributors (with the mentioned origins or type of organisation) that have provided a response to this question of the Green Paper.

<sup>4</sup> As explained in section 1.3 (page 13), contribution elements are classified as type "criticism" if the contributor state that they disagree with the text of the Green Paper: the analysis presented, the questions posed, or the solutions offered. Contributions containing critical comments "disguised" as proposed action are classified as proposed action. For example, contributors could state that "rather, the way forward would be...." This is classified as a proposed action.

<sup>5</sup> Please refer to section 7.2 on the European Observatory for a discussion on the need for statistics in light of the possible European Observatory on Urban Mobility.

The third objection which is often mentioned is the concern contributors have about the effectiveness of a labelling scheme. Contributors raise two issues, namely will it be an incentive for cities to promote sustainable mobility and will it be an effective means of disseminating knowledge and experience. Some contributors expect the exchange of best practices to be more effective. Thus, the European Commission is advised not to proceed with a labelling scheme given the objections.

Quote from the contributions

A standardised European set of traffic indicators for cities could be useful for benchmarking and for following up traffic development. Positive examples from successful cities should be spread throughout the Union. The effect of a specific labelling scheme for cities is however questionable.

However, there are also contributors supporting the idea. Their main reason to be in favour is that the labelling scheme will function as a reward mechanism for cities making efforts in solving their mobility issues.

## 2.2 Cycling and Walking

Green Paper Question 2

What measures could be taken to promote walking and cycling as real alternatives to car?

### *In General*

	Type of organisation	of total for Q2	Country	of total for Q2
1	National associations	28%	Germany	21%
2	Local/regional governments	22%	European Union	20%
3	European/Global associations	21%	France	13%
4	Citizens	12%	United Kingdom	11%
5	National governments	7%	Spain	5%
		90%		70%

Table 2.2 Top 5 of contributions per type of organisation and per country for Q2

In about 9% of the contributions to this topic, contributors have expressed explicit criticism.

### *Local Competence*

Contributors consider the objective of promoting walking and/or cycling to be first and foremost a part of the competence of local governments. The majority of actions aimed at increasing the share of walking and cycling in the modal split, as mentioned by the contributors, are usually a competence of local governments. Examples regularly found are traffic calming, street design, a safe network of cycle and foot paths connecting main origin/destination points in a city, and parking policy. Theft of bicycles should also be considered. Almost without exception contributors urge local governments to have an integrated approach to promote walking and cycling. The citizens responding to this question appear to be in favour of more walking and cycling, but the possible measures they mention are mainly relevant for local authorities. The Commission should nonetheless take this area into account in the definition of its research and dissemination activities.



### *European Commission Support to Local Governments*

The EU and European Commission can support or encourage local governments in promoting walking and cycling by:

- Include preconditions related to walking and cycling into eligibility criteria for European funding, but the support for this appears to be limited,
- Harmonise technical standards of bicycles and accessories to increase quality,
- Monitor EU legislation for initiatives that might be counter-productive in the promotion of walking and cycling,
- Promote an integrated approach, meaning the inclusion of different policy fields, as well as towards the full transport chain of which walking and cycling are often a part, and
- Disseminate best-practices on cycling and/or walking, for example by means of CIVITAS.

Varying views are expressed on the obligatory use of helmets<sup>6</sup>.

Quote from the contributions

The EU must guarantee the continuation of adequate, dedicated funding streams such as the continuation of CIVITAS in order to invest in innovative approaches, which increase the use of public transport, walking and cycling in towns and cities.

Cycling and walking should be seen as key elements in an Integrated Transport strategy approach to investment planning.

Encourage the creation of walking trails attractive and safe to allow citizens to move more easily on foot.

The role for the European Commission should be the dissemination of best practice, which could be achieved with an EU matrix identifying the most effective measures, with likely costs or the provision of funding for innovative approaches or research, similar to the objectives of the CIVITAS programme.

## 2.3 Modal Shift

Green Paper  
Question 3

What could be done to promote a modal shift towards sustainable transport modes in cities?

### *In General*

	Type of organisation	of total for Q3	Country	of total for Q3
1	National associations	24%	Germany	21%
2	Local/regional governments	22%	European Union	21%
3	European/Global associations	22%	France	13%
4	Citizens	13%	United Kingdom	11%
5	Private sector companies	7%	Austria	4%
		88%		70%

Table 2.3 Top 5 of contributions per type of organisation and per country for Q3

<sup>6</sup> Also a topic in section 6.1.

In about 9% of the contributions to this topic, contributors have expressed explicit criticism.

First, it should be noted that a limited number of governments state that one important way to make transport more sustainable is by reducing the need to travel. This has policy implications for land-use planning and the coordination with transport planning (see also section 5.5). Some knowledge institutions call for the European Commission to promote the use of new technologies to reduce the need to travel.

### *Integration of Policies*

A keyword in urban mobility policy is integration or integrated. Citizens, eventually being a main group of users of the transport system, propose a wide range of measures to encourage the use more sustainable modes. Again, the majority of these measures are best implemented by local governments. In general, the recommended approach is to consider the transport chain from door-to-door perspective and (possibly) involving all modes, as well as measures and technologies to present the urban transport system as one system. A very practical example mentioned is the effort that is sometimes needed to carry bikes on board public transport vehicles. A few citizens point to the absence of public transport outside working and shopping hours. The Commission should promote integration of policies.

Another dimension of an integrated approach can be found in quite some contributions from across the European Union. These contributors (different types, not only governments, but also private sector companies) suggest installing Mobility or Transport Authorities. These Authorities should assume responsibility for all mobility in the city and its suburbs (the metropolitan area). As will become clear later in this analysis, the European Commission could support cities by funding or initiating research into organisational structures, as well as the dissemination of best-practices.

### *European Commission Support*

According to the different contributors from across the EU, the role of the European Commission is mainly to assist cities in finding appropriate measures by identifying and promoting best-practices. It is also suggested that the European Commission is in an excellent position to pro-actively build networks of cities and towns that face comparable problems. Internalisation of external costs is also suggested to be an excellent way to encourage people to walk and cycle more. This is, however, a reversed approach: by discouraging the use of other modes, walking and cycling are encouraged.

A number of other actions suggested to the European Commission are to financially support innovative projects and to develop a handbook of best-practices. The handbook would enable cities to find the best solution or example, given their problems and local circumstances.

## 2.4 Other Comments and/or Solutions

In this section comments and/or solutions not attributable to one of the categories above are presented. They have been grouped under the headings of freight, reducing stop-and-go traffic, parking management, and reducing the need to travel.

Regarding freight, three suggestions stand out, being:

- Using alternative modes (inland waterways and railways). This mainly suggested by contributors from the Netherlands, Germany, and the UK,
- A central computer network to cluster freight and avoid empty rides, and
- Widening delivery time windows.

Altogether, these suggestions should optimise freight movements in cities and support the goal of free-flowing towns and cities.

Amongst others, German citizens call for measures reducing stop-and-go traffic, i.e.

- Introducing green waves,
- Consider the impacts of drivers looking for parking spots (see below as well),
- Smarter use of traffic lights, e.g. turning off traffic lights if traffic volumes are low,
- Special (dedicated) traffic lights for cyclists,
- More zones where a maximum speed of 30 km/h applies, and
- Increase the use of roundabouts.

ITS can be an important means in this respect – see chapter 4.

Improvements in parking management can contribute to free-flowing towns and cities by:

- Increase the availability of parking areas, e.g. underground or outside the city (centre), and
- Provide better information on the availability of parking spots to avoid stop-and-go traffic.

There are also contributions with suggestions to reduce travel in general or at rush hours specifically. Such comments and/or solutions are:

- Promotion of car-pooling and car-sharing networks to decrease individual car-use, which creates the need for car-pooling parking areas outside the city,
- More online shopping and tele-working to reduce the need to travel,
- Stimulating people to live closer to their work locations,
- Promote alternative parking/storage formats, more suited to modes other than the car, and
- Promote flexibility of working and school opening hours, to which increasing the availability of public (or collective) transport at other than rush hours is necessary.

Two other points raised are:

- Political and legal recognition of cross-border public transport issues to deal with the challenges of urban mobility in border regions,
- Increasing the use of public private partnerships in (urban) transport to increase quality.

## 2.5 Conclusions

The introduction of a labelling scheme to recognize the efforts of pioneering cities to combat congestion and improve living conditions is not strongly supported. Most contributors think that implementing such a scheme would be very difficult, because there are many variables to compare in one single label. In addition, the circumstances or characteristics of cities differ and, therefore, the question can be raised whether such a scheme is an effective way of disseminating knowledge and experience. However, there are some contributors valuing such a labelling scheme for the reward it creates for cities putting extra efforts in improving mobility and living conditions.

A lot of possible measures are mentioned to promote walking and cycling as real alternatives to car use. Governments as well as citizens and national/European and global associations agree on the fact that walking and cycling should be promoted. Many of the measures mentioned are directed towards local governments and they are urged by many contributors to follow an integrated approach to promote walking and cycling.

However, also the European Commission could have a role to play. Possible measures that could be taken by the Commission include funding of campaigns and research projects, dissemination of best practices, promoting higher quality of bicycle equipment through harmonized regulations (e.g. for brakes, lights, locks), establishing walking and cycling specialists at EU level and the integration of public transport with walking and cycling as elements in European public transport policy.

The contributors see only limited tasks for the European Commission in promoting a modal shift towards sustainable transport modes in cities. There could be an added value in the form of identifying and promoting good practice, focusing on changing behaviour in European transport research and demonstration and providing a handbook on best-practices.

## 3 Towards Greener Towns and Cities

### 3.1 Clean and Energy Efficient Technologies

Green Paper  
Question 4

How could the use of clean and energy efficient technologies in urban transport be further increased?

#### *In General*

	Type of organisation	of total for Q4	Country	of total for Q4
1	National associations	26%	European Union	22%
2	European/Global associations	24%	Germany	18%
3	Local/regional governments	23%	France	14%
4	National governments	9%	United Kingdom	12%
5	Private sector companies	8%	The Netherlands	6%
		90%		72%

Table 3.1 Top 5 of contributions per type of organisation and per country for Q4

In about 9% of the contributions to this topic, contributors have expressed explicit criticism.

Compared to other questions relatively few countries are not represented in the responses.

In this section, the following issues will be discussed: technical standards, fleet renewal, and promoting, informing, and disseminating. A preliminary remark needs to be made. A number of organisations, with different interests and nationality, urge the European Commission to define “clean”. The on-going discussion on the dual use of certain crops, either for food or bio-fuel, is an important trigger for the request.

#### *Technical Standards*

To increase the use of clean and energy efficient technologies, contributors see an important role for the European Commission in the field of defining technical standards. The EURO standards are widely acknowledged to be useful, but should quickly be tightened. There is a call for the extension of these or such standards to other vehicles, including vans, second-hand vehicles, and powered two-wheelers. Air quality legislation, which can act as a trigger for innovation, is also important, as are noise limits.

Furthermore, there appears to be support for EU-wide standards for batteries, interfaces, and recharging systems for electrically powered vehicles. Retro-fitting of engines is also an area in which contributors, without exception, support European Commission standards and legislation. Certification of retro-fitting devices is part of this.

Quotes from the contributions

Harmonized technical regulations for the certification of effective retrofitting devices are the precondition for the development of European markets with reduced costs, better quality, and higher acceptance.

To ensure that electrically powered mobility become an ever more serious alternative, the European Commission should launch initiatives to create uniform standards for batteries, interfaces and supply systems.

### *Fleet Renewal*

This is closely related to the quality of the vehicles available, which is partly determined by the technical standards discussed above. Yet, there are additional actions the European Commission could execute to encourage fleet renewal. Governments from across the EU look at the European Commission for deadlines at which old vehicles need to be replaced or at least retro-fitted. Obviously, financial support for fleet renewal is welcomed.

Quotes from the contributions

Private companies should have the possibility of receiving financial support for fleet renewal through the EU. On the national level, the shift to an environmentally-friendly fleet should also be promoted pursuant to the new Regulation of the European Commission on de minimise aid which came into force on 1 January 2007.

The improvement of the existing fleet of motorized road vehicles has highest priority taking into account the slow renewal of the vehicle fleet, the long phase of introduction of new exhaust regulations and the high concentrations of noxious pollutants in urban air.

### *Promoting, Informing, and Disseminating*

Supporting research and development in the field on new, clean, and efficient technologies is also something contributors would support if the European Commission were to maintain or even strengthen its efforts in this area. Three keywords stand out concerning promoting, informing, and disseminating: information has to be appealing, well-designed, and structured. The European Commission should take this into account when it considers new initiatives, or enhancing current initiatives.

Quote from the contributions

The EU's role should be to share good practice on what has worked well in European cities and the measures to be adopted should be decided at the local level. In addition, further research and investment is needed to promote more cost-effective technological solutions and address concerns about the reliability and maintenance of alternative technologies. The EU could support and co-ordinate such research.

Infrastructure for clean fuels is scarce and a serious barrier in spreading the use. Private sector companies suggest EU financing or subsidies should not be coupled to vehicles only, but also to the fuelling infrastructure. Other suggestions are to open dedicated lanes to clean vehicles and to provide tax benefits for the use of clean fuels.

## 3.2 Joint Green Procurement

Green Paper  
Question 5

How could joint green procurement be promoted?

### *In General*

	Type of organisation	of total for Q5	Country	of total for Q5
1	Local/regional governments	27%	European Union	26%
2	European/Global associations	26%	France	15%
3	National associations	24%	United Kingdom	14%
4	National governments	10%	Germany	13%
5	Private sector companies	7%	Spain	5%
		94%		73%

Table 3.2 Top 5 of contributions per type of organisation and per country for Q5

In about 10% of the contributions to this topic, contributors have expressed explicit criticism.

To promote joint green procurement, the contributors provide a number of suggestions. These are related to legal matters, promotion and dissemination, as well as market considerations.

### *Legal Matters*

According to a number of associations, there exist legal barriers to joint procurement which the European Commission should eliminate – which barriers are exactly meant is not clearly specified. Strict legislation or directives are however not seen as the right way forward. A guide on green procurement would be welcomed.

### *Promotion and Dissemination*

Governments state that they themselves could be forerunners in using green technologies and products. This will act as a promotion towards private entities to also use such technologies and products. Pilot projects, which could be co-financed by the European Commission, would be a good tool to promote joint green procurement. Other ways to promote joint green procurement would be a dedicated website or central procurement centres – which might as well be linked.

### *Market Considerations*

Contributors from across the EU point out to market considerations associated with joint procurement. As will be discussed in chapter 8, internalisation of external costs can be a good means to achieve the goal of a sustainable urban mobility system. A few associations argue that if internalisation becomes more used, costs would go down so far that joint green procurement is not necessary anymore. Other considerations presented by contributors are the risks of costs increasing due to organising joint procurement. These higher costs should not translate in higher prices of public transport use. There are also associations asking for subsidies to facilitate green procurement by those organisations which cannot afford the costs.

### 3.3 Green Zones

Green Paper  
Question 6

Should criteria or guidance be set out for the definition of Green Zones and their restriction measures? What is the best way to ensure their compatibility with free circulation? Is there an issue of cross border enforcement of local rules governing Green Zones?

#### *In General*

	Type of organisation	of total for Q6	Country	of total for Q6
1	National associations	29%	European Union	19%
2	Local/regional	25%	Germany	19%
3	European/Global associations	20%	United Kingdom	14%
4	National governments	10%	France	9%
5	Citizens	5%	The Netherlands	8%
		89%		69%

Table 3.3 Top 5 of contributions per type of organisation and per country for Q6

In about 20% of the contributions to this topic, contributors have expressed explicit criticism.

#### *Local Decisions*

The contributors strongly recommend leaving the decision to create and implement a Green Zone up to the local authorities. The main reason is that every city is different and has its own specifications. In order to help other cities, the EU should promote existing examples and exchange of best practices. This can for example be done by creating a European information and exchange platform.

#### *Harmonising Practicalities of Green Zones*

According to the contributors, the main task of the European Commission is to define the concept “Green Zone” and to create a set of criteria on which all cities in the EU can base their Green zone. These criteria should not be binding, but can be used as guidance in order to develop a fitting zone for each city. These criteria should prevent that citizens have to deal with different rules, signs, etc. in every city they travel. In other words, harmonized rules and signs can be guaranteed by implementing these criteria. Adhering to generally accepted standards, such as EURO emission standards, is particularly welcomed by the freight sector. Interoperability of charging systems is welcomed.

A substantial part of the contributors are opposed against the creation of a Green Zone as such. The most mentioned reason for this is that they believe it will cost too much in relation to the benefits for the environment and the congestion. They also state that there is no equal alternative for transportation by car. Before introducing a Green Zone, local governments should ensure the presence of real transport alternatives. This issue was raised in particular by German contributors, amongst which many citizens.

Cross-border enforcement is also put to the attention and the European Commission is asked to provide legislation to tackle this problem.



## 3.4 Eco-Driving

Green Paper  
Question 7

How could eco-driving be further promoted?

### *In General*

	Type of organisation	of total for Q7	Country	of total for Q7
1	National associations	26%	European Union	23%
2	European/Global associations	25%	Germany	16%
3	Local/regional governments	25%	United Kingdom	14%
4	National governments	10%	France	10%
5	Private sector companies	5%	Spain	5%
		9191%		68%

Table 3.4 Top 5 of contributions per type of organisation and per country for Q7

In about 6% of the contributions to this topic, contributors have expressed explicit criticism.

### *Educating, Promoting, and Informing*

Many contributors stress the need to educate drivers well. However, the details differ between types of organisation, their field of interest, as well as nationality. For example, many contributors refer to drivers-to-be to be educated, whereas others stress that current drivers should also be educated. One suggestion is to teach drivers whose license has been withdrawn. They should receive re-education before re-obtaining their licence.

As regards the promotion of eco-driving, the benefits to the users should clearly be highlighted. The starting point are savings due to reduced oil consumption, second are benefits in the fields of e.g. health and safety. The promotion of eco-driving should firstly be a task of national governments. However, there are contributors, be it few, advocating a European campaign or European Commission support for such campaigns.

### *Enabling Eco-Driving*

Citizens, private sector companies, and associations point out to the need to enable eco-driving. This means that drivers should not be forced to stop and accelerate at every corner or traffic light, i.e. green waves are an important enabler. Furthermore, car manufacturers could maybe develop include a means to indicate whether the driver is eco-driving or not in the car's display.

Quotes from the  
contributions

New car technologies to regulate speed and traffic distance can introduce eco-driving without user intervention.

Our strategy is to run pilot projects which, if successful, can be used as good practice examples to get more operators involved.

Eco-driving should be promoted by the EC. We believe that eco-driving doesn't include just the cleaner driving by the driver himself, but also the driver's anticipation to other road-users, so that he/she enables the other users to practice eco-driving as well

### 3.5 Other Comments and/or Solutions

Contributors have also provided some input that cannot be grouped into one of the section above. This input is presented in this section. The following topics are used to structure these other comments and/or solutions: the relation with an EU energy strategy and climate plans, reducing the need to travel, technology, and a few others.

The issue of greener towns and cities has an obvious link with the EU's energy strategy and its climate change policy. Incorporating urban mobility into this is necessary and should in particular take into account the use of bio fuels and involving citizens in the execution of policies and measures. In other words, integration of policies and attention for execution are considered important.

Reducing the need to travel is another topic to group other comments and/or solutions concerning greener towns and cities. Many of the comments have been or will be addressed elsewhere in this report. Suggestions mainly include IT-based solutions, such as tele-working, internet conferences, etc. Also it is considered important to support small neighbourhood stores, enabling people to shop close to home. Together this provides the signal that the future Action Plan should not just look at accommodating people's needs to travel.

Regarding freight transport different views exist among different contributors. Citizens generally agree that bigger trucks should be banned from city-centres, whereas others, such as private sector companies and knowledge institutions stress the importance of improved efficiency in freight transport. Possible aspects are packaging, adapted logistics, and pooling of freight, but also more efficient trucks in terms of energy consumption. National associations and private sector companies would like to see widening of the delivery time windows to decrease the burden on air quality.

Finally, there are some other suggestions, namely:

- To consider the possibilities that other modes of transport offer, in particular (light) rail- and waterways. This will improve the quality of air, decrease noise, and enhance external safety in cities,
- To incorporate the main ideas of the Green Paper and the principles of Corporate Social Responsibility into national law. Sustainability would then be part of the decisions of governments, citizens, businesses, and other organisations,
- To introduce a competition (at the local level or within transport companies) to encourage lower fuel consumption,
- To lower the noise produced by traffic by improving road surfaces, and
- To improve vehicle design in terms of efficiency, weight, aerodynamics, rolling resistance, and hybrid systems.

### 3.6 Conclusions

The Commission already has some powerful instruments at its disposal, namely the EURO emission standards and the Air Quality Directive. Strengthening the requirements of these instruments could be a relatively easy way to support sustainable urban mobility. EURO standards could be used for harmonisation of Green Zones. Funding can also be used, for example by including projects aimed at clean/energy efficient fuel infrastructure rather than vehicles only. Pilot projects could also be co-financed to speed up the introduction of new technologies or enhance dissemination. Retro-fitting of engines and deadlines for phasing-out older vehicles could be considered as belonging to this category as well.

Governments should be forerunners in promoting sustainable mobility, for example by means of green procurement. This is even stated in contributions from governments themselves. Guidelines on green procurement would be welcomed. However, internalisation of external costs could, in the long term, be a better way to implicitly achieve green procurement or, better, sustainable mobility. The logic is that internalisation will encourage the use of green products, as their external costs are lower.

The promotion of eco-driving could be supported by targeted dissemination and promotion activities. In doing so, the benefits to the users need to be underlined.



## 4 Smarter Urban Transport

### 4.1 Better Information Services

Green Paper  
Question 8

Should better information services for travellers be developed and promoted?

#### *In General*

	Type of organisation	of total for Q8	Country	of total for Q8
1	National associations	26%	European Union	22%
2	Local/regional governments	25%	United Kingdom	15%
3	European/Global associations	22%	Germany	14%
4	National governments	9%	France	13%
5	Private sector companies	7%	Austria	5%
		89%		69%

Table 4.1 Top 5 of contributions per type of organisation and per country for Q8

In about 6% of the contributions to this topic, contributors have expressed explicit criticism.

The need for better information services for travellers is widely acknowledged by the different types of contributors. This need for better information services is also observed when it comes to urban freight transport. Notwithstanding this last point, most attention in the contributions is paid to collective and private passenger transport. The role of the European Commission is understood quite uniformly.

Contributors state that the need for information has a number of aspects, which are:

- It has to be up-to-date,
- It should be accessible using a variety of means (internet, mobile phones, personally),
- It should be available at a large number of locations (from home, at stations and stops),
- It should consider all (relevant) modalities, and
- It has to be (as) intelligent (as possible), which means the systems could incorporate behaviour of transport users and communication with traffic management systems. It also means that dedicated system for freight transport could be developed, taking into account its specific characteristics. Incorporating a certain personal character is also welcomed.

#### *Research, Standards, and Dissemination*

To achieve better information services, the European Commission should support research and be active in dissemination.

Research should be targeted at developing systems able to meet these aspects of quality. European Commission support would enable such systems to be available earlier than without support. Moreover, such support would facilitate the process of setting standards. Such standards are beneficial to cities and citizens as they lead to lower prices. Specific types of standards should contribute to a better understanding of citizens, for example when travelling in foreign towns or cities. Demonstration projects, (co-)financed by the European Commission, can help to disseminate solutions.

Another means of dissemination that the European Commission could finance is to provide an EU-wide website portal redirecting transport users to the appropriate local, regional, or national websites providing traveller information. Such a portal should be generally accessible, well-designed, and widely promoted. Available at this website, "access fact sheets" for cities could be provided but it should be avoided that this turns into a labelling system.

## 4.2 Standardisation of Interfaces

Green Paper  
Question 9

Are further actions needed to ensure standardisation of interfaces and interoperability of ITS applications in towns and cities? Which applications should take priority when action is taken?

### *In General*

	Type of organisation	of total for Q9	Country	of total for Q9
1	National associations	27%	European Union	22%
2	Local/regional governments	24%	Germany	16%
3	European/Global associations	21%	France	14%
4	National governments - policy	11%	United Kingdom	11%
5	Private sector companies	6%	Austria	5%
		89%		68%

Table 4.2 Top 5 of contributions per type of organisation and per country for Q9

In about 12% of the contributions to this topic, contributors have expressed explicit criticism.

### *Interoperability and Standardisation of Interfaces*

Concerns regarding this question are related to flexibility at the local level, but European Commission actions are generally welcomed. Such actions should reduce prices and then enable more city governments to invest in ITS. Priorities mentioned by the stakeholders are:

- Electronic ticketing and payments in public transport, but possibly also for urban charging schemes or access regulations,
- Travel information, which also covers route guidance, parking information,
- Communication, such as vehicle-to-vehicle and vehicle-to-system, and
- Standards and solutions dealing with traffic of heavier vehicles.

However, the European Commission should bear in mind that the following conditions are satisfied to maximise support from stakeholders:

- Standardisation and interoperability should lead to easy to use and widely applicable systems,
- The result should be systems which are relatively inexpensive to invest in,
- Standards or interoperability requirements should not be too rigid, as this eventually is a barrier to technological progress, and
- Current users of ITS should not be forced to reinvest in new, compliant systems.

A few contributors state that the role of the European Commission should not be more than offering a platform for ITS developers and users to discuss needs and opportunities.

### 4.3 Exchange of Information and Best Practices

Green Paper  
Question 10

Regarding ITS, how could the exchange of information and best practices between all involved parties be improved?

#### *In General*

	Type of organisation	of total for Q10	Country	of total for Q10
1	European/Global associations	28%	European Union	25%
2	National associations	27%	United Kingdom	14%
3	Local/regional governments	22%	Germany	12%
4	National governments	13%	France	11%
5	Private sector companies	5%	Spain	6%
		95%		68%

Table 4.3 Top 5 of contributions per type of organisation and per country for Q10

In about 5% of the contributions to this topic, contributors have expressed explicit criticism.

For most countries, national associations are main contributors. Not considering nationality, national associations account for 45% of the contributions. The remaining contributions are mainly divided between European and global associations (16%) and national and local/regional governments (each 15%).

As an initial remark it should be noted that many contributions value the European Commission for its efforts in facilitating the exchange of information and best-practices. This applies to most of the issues dealt with in the Green Paper.

#### *One Accessible Database for Urban Mobility Solutions and Examples*

Improving the exchange of information and best practices could be done by providing information centrally, for example in one database accessible through one website. As mentioned a number of times elsewhere in this report, this database or website should be easily accessible, well-designed, and clearly structured. Wide promotion of the website should also be aimed at. A few contributors suggest the possible Observatory to act as the central information point. Other contributors urge the European Commission to look at stakeholder initiatives already in place.

Ways to improve the interaction between information users and providers would also be highly appreciated. These ways would enable users to express their needs, problems, and practical experiences to other cities and, in the end, to ITS developers. Moreover, such clarity allows the European Commission to better structure and to better focus its research and development programmes.

#### 4.4 Other Comments and/or Solutions

Concerning smarter urban transport only a few other comments and/or solutions have been received. Those comments and/or solutions concern integrated approaches, partnerships, and some others.

- As expressed many times in this report, contributors argue that an integrated approach is most likely to yield good results. Such an approach integrates policies, instruments, enforcement, and different means. In light of smarter urban transport this means, ITS is a tool to accomplish policy goals.
- Strongly related, but stressed once more is a call to stimulate and institutionalise local and regional partnerships between parties involved with a sound legal basis as to create leverage for integrated approaches. In the case of border regions, this is especially asked for.
- New ITS applications in or for other modes of transport could also be used in facing the urban mobility challenges ahead. Cable cars are but one suggestion, another is to change the management of infrastructure by promoting a more flexible infrastructure use. An example is to dynamically assign motorway lanes to traffic entering or exiting a city. These “smart solutions” could be used to better facilitate the need for urban mobility.

#### 4.5 Conclusions

Summarising this chapter, the following conclusions can be drawn from the contributions. Smarter urban transport is a tool to achieve a more sustainable urban mobility system. Standards for ITS systems contributing to the quality of urban transport could decrease prices, enabling more governments to use them. Such systems should satisfy a number of criteria, e.g. enabling personalised and intelligent information and be widely available. Interfaces could also be standardised, especially if it concerns ticketing and payment systems and the treatment of heavy traffic.

Many times it is stated that a lot of information is available, but sometimes difficult to find. A central location or portal for information related to urban mobility would therefore receive wide support. This holds true for local governments investigating a technical system, but also for citizens. For example, one European portal linking all local, regional, and national websites is appreciated. Such actions could bring benefits, without fundamentally changing the role the European Commission has in the field of urban mobility.



# 5 Accessible Urban Transport

## 5.1 Quality of Collective Transport

Green Paper  
Question 11

How can the quality of collective transport in European towns and cities be increased?

### *In General*

	Type of organisation	of total for Q11	Country	of total for Q11
1	Local/regional governments	24%	Germany	22%
2	National associations	23%	European Union	19%
3	European/Global associations	20%	France	13%
4	Citizens	13%	United Kingdom	11%
5	National governments - policy	9%	Spain	6%
		89%		71%

Table 5.1 Top 5 of contributions per type of organisation and per country for Q11

In about 7% of the contributions to this topic, contributors have expressed explicit criticism.

### *Quality of Collective Transport*

Many contributions start with defining “quality of collective transport”. In doing so, contributors do not explicitly refer to taxis as being part of this. Quality is defined as meeting the customers’ needs and its attributes include reliability and frequency of service, affordability, safety, comfort, vehicle, and stop/station design, as well as connectivity of different modes. Hence, quality contains many aspects.

Many government organizations from across Member States, as well as associations and other contributors, are also in favour of integrated ticketing. Contributors provide their general thoughts about what should be done to increase quality at the local, regional, or sometimes national level. The main issues are, on way or the other, discussed elsewhere in this Report. With regard to possible actions for the European Commission, these include harmonisation and standards and dissemination of best-practices. They will be discussed next.

### *Harmonisation and Standards*

Governments at the local and regional level suggest that there is room for the European Commission to set standards. However, it is often not specified what these standards should apply to. Nonetheless, one major example can be found. The call for integrated ticketing is supported by a call for cashless payments or e-ticketing, for example through the use of mobile telephones. This latter call, mainly coming from citizens, could back European Commission efforts to develop secure standards.

### *Dissemination of Best-Practices*

The European Commission should continue or maybe even extend its CIVITAS initiative. In various contributions discussing the quality of urban transport, as well as many of the other topics, CIVITAS is frequently mentioned as a good and successful means of dissemination. This comment is made by many different contributors with no notable exceptions as regards nationality. CIVITAS is thus recognised for its high added value and potential.

## 5.2 Dedicated Lanes for Collective Transport

Green Paper  
Question 12

Should the development of dedicated lanes for collective transport be encouraged?

### *In General*

	Type of organisation	of total for Q12	Country	of total for Q12
1	National associations	27%	European Union	20%
2	Local/regional governments	25%	United Kingdom	15%
3	European/Global associations	23%	Germany	14%
4	National governments	9%	France	14%
5	Private sector companies	8%	Austria	4%
		92%		67%

Table 5.2 Top 5 of contributions per type of organisation and per country for Q12

In about 14% of the contributions to this topic, contributors have expressed explicit criticism.

In general, contributors reply positively to this question. Dedicated lanes would support or increase the reliability of public transport, a very important quality element. Many contributors, irrespective of nationality and/or type of organisation, use the term public transport, but add that certain other modes could be allowed to use such lanes as well. Allowing taxis, low emission vehicles, or “freight delivery” would optimise the use, reduce congestion, and could increase acceptance amongst stakeholders.

### *Dissemination of Best-Practices*

Dissemination of best-practices is virtually always supported by contributors for EC action on every aspect of urban mobility. This also holds in case of dedicated lanes. Best-practice cases would have to include cities that in the process of deciding upon the construction or changing road status to dedicated lanes have considered issues like the right of way for buses at crossings, as well as bus stops. In this, the European Commission would facilitate cities in selecting the best solution.

### *Support Research and Development of Standards*

Dedicated lanes require enforcement, especially in inner cities or dense urban areas not suitable to build physically separated lanes. Contributors argue that automated enforcement, such as cameras, is crucial and that this is yet to be further developed by the industry. The European Commission could support this research and/or even develop standards or harmonised requirements.

## 5.3 Rights and Obligations – European Charter

Green Paper  
Question 13

Is there a need to introduce a European Charter on rights and obligations for passengers using collective transport?

### *In General*

	Type of organisation	of total for Q13	Country	of total for Q13
1	Local/regional governments	28%	European Union	22%
2	National associations	28%	United Kingdom	16%
3	European/Global associations	22%	France	15%
4	National governments	9%	Germany	12%
5	Private sector companies	5%	Spain	5%
		92%		70%

Table 5.3 Top 5 of contributions per type of organisation and per country for Q13

In about 30% of the contributions to this topic, contributors have expressed explicit criticism.

The number of countries from which contributions covering this topic have been received is quite limited compared to other questions. No contributions from the new Member States address this topic.

The result of the stakeholder contribution is a rather mixed image as regards a European Charter. Advocates and opponents of a European Charter can be found in each country and amongst types of contributors. Several associations and private sector companies propose a voluntary approach: the decision for cities, regions, or operators to subscribe to a European Charter is voluntary. However, such a Charter should be agreed upon at an international level – the UITP proposal for a Charter is frequently mentioned.

### *Fear of Rigidity and Bureaucracy*

Opponents of a European Charter are weary of the possibility that it becomes a rigid and bureaucratic instrument, eventually not contributing to the goal of sustainable urban mobility. Another argument that is presented by opponents is that a Charter should not result in a watered-down document set at the lowest level feasible in a European context. Rather, these opponents argue, a Charter at national, regional, or local levels would be more appropriate.

### *Support for a Charter*

However, European and global associations representing a wide field of interests are an exception. They appear to be more in favour than other types of organisations. However, sometimes they are supported by other types of organisations, such as governments. A number of European and global associations propose a European Charter on Urban Mobility; this includes collective transport, as well as walking and cycling. This can be related to question 2 (section 2.2) as a means to promote a modal shift towards walking and cycling.

## 5.4 Integration of Passenger and Freight Transport

Green Paper  
Question 14

What measures could be undertaken to better integrate passenger and freight transport in research and in urban mobility planning?

### *In General*

	Type of organisation	of total for Q14	Country	of total for Q14
1	National associations	27%	European Union	21%
2	Local/regional governments	25%	Germany	18%
3	European/Global associations	23%	France	15%
4	National governments	11%	United Kingdom	11%
5	Private sector companies	6%	Spain	6%
		92%		71%

Table 5.4 Top 5 of contributions per type of organisation and per country for Q14

In about 7% of the contributions to this topic, contributors have expressed explicit criticism.

The need for good integration of policy is frequently mentioned in general and also as regards European Commission legislation. Numerous contributions say to support the Commission's Freight Action Plan as an appropriate approach to the integration of freight transport into urban mobility planning.

### *Metropolitan/Urban Transport/Mobility Authority*

Many contributions from governments throughout Europe (local, regional and national) suggest that an Authority at the metropolitan or urban level would be the best way to integrate freight and passenger transport into one policy. Authorities would carry responsibility for preparing Sustainable Urban Transport Plans (SUTPs). Whether SUTPs should be mandatory via European Commission legislation appears to be a rather controversial issue. Given their positive experiences, French contributors appear to be more in favour than other contributors. Authorities could also support city logistics and projects of innovative urban distribution centres. In short, Authorities are thus considered an appropriate instrument.

### *European Commission Support for Authorities*

The decision on the establishment of a Metropolitan/Urban Transport/Mobility Authority is up to the local or regional governments. However, the European Commission could support their establishment by

- Offering facilities for the exchange of information on models and best-practices and
- Support research on models and competences of such authorities.

As regards support for research, this applies to support for research directly concerned with integration of freight and transport policy.

The role of CIVITAS in disseminating best-practices on mobility authorities could be part of the Action Plan, contributors state.

## 5.5 Coordination of Transport and Land-Use Planning

Green Paper  
Question 15

How can better coordination between urban and interurban transport and land use planning be achieved? What type of organisational structure could be appropriate?

### *In General*

	Type of organisation	of total for Q15	Country	of total for Q15
1	Local/regional governments	28%	European Union	18%
2	National associations	25%	Germany	18%
3	European/Global associations	21%	France	14%
4	National governments	9%	United Kingdom	13%
5	Private sector companies	7%	The Netherlands	6%
		90%		69%

Table 5.5 Top 5 of contributions per type of organisation and per country for Q15

In about 13% of the contributions to this topic, contributors have expressed explicit criticism.

### *Beyond Administrative Boundaries*

Many contributors – governments at different levels, associations, and citizens – call for an integrated approach from a geographical point of view. It is argued that decisions in neighbouring municipalities affect transport and land-use in a specific city or town. Metropolitan/Urban Transport/Mobility Authorities are mentioned as a means to achieve better coordination. There appears to be no significant difference between Member States on this suggestion. Establishing these authorities thus appears to be a way forward.

### *SUTPs, Best-Practices, and Research*

Contributors differ in their opinion on Sustainable Urban Transport Plans (SUTPs). Some (mostly French) contributors support the mandatory implementation of such plans. Others, however, oppose a mandatory implementation. Before the European Commission would take such steps, it should further specify what SUTPs exactly entail. A voluntary approach appears to receive more support. Promoting best-practices to spread the use of SUTPs is an accepted action by all contributors.

Quote from the  
contributions

The UK has developed a local transport planning process over many years, which is tailored to the needs of local communities. Commission initiatives such as issuing guidance on preparing SUTPs must therefore emphasise that the EU approach to transport planning can be adopted on a voluntary, rather than mandatory, basis.

Whether the European Commission should introduce legislation is highly debatable. Some contributors propose the incorporation of Transport Development Areas (TDAs), Transport Impact Assessments (including environmental impacts) into guidelines or even in a directive. Research and dissemination in the field of coordination between transport and land-use planning are feasible European Commission actions. The development of decision support tools would be welcomed, according to associations at the European and national levels. In short, the European Commission should limit its actions to voluntary measures.

### *Funding*

Through funding, the European Commission has an important tool available is argued by a limited number of contributors. Currently, a large share of EU funding is directed at interregional infrastructure. Such infrastructure stimulates urban sprawl, causing a number of problems. A way to avoid these problems is to re-direct funds towards infrastructure at the metropolitan or urban level and to collective transport infrastructure in particular. This would automatically stimulate better integration of land-use and transport planning and result in more sustainable mobility patterns.

## 5.6 Other Comments and/or Solutions

With respect to accessible urban transport, a limited number of other comments and/or solutions have been mentioned. A number of comments relate to the definition of accessibility. The other contributions cannot be grouped together.

A number of organisations regret the confusion created by the Green Paper on the meaning of accessibility. To them it is not clear whether the European Commission refers to either accessibility to mobility-impaired or the accessibility to facilities, jobs, etc., or both. In the first case, the elderly, youth, and disabled deserve special attention, as they have fewer opportunities to move around independently. Associations representing certain groups of the mobility-impaired (most notably the disabled) call for a better facilitation of their mobility needs. This applies to both actual transport and movement, but also actions associated with this, such as route planning, ticketing, etc. However, accessibility in the latter case would apply to a wider group of people and require a different approach.

Quote from the  
contributions

This latter definition is entirely right, and is what needs to be addressed (not mobility per se) - and that might need to be said much earlier in any further document to set the scene. Having mentioned the mobility impaired, their issues are then ignored, which is a significant omission.

Moreover, the following points were raised:

- The introduction of a European definition of the concept of restricted access zones (covering different modes, facilities, etc.), enabling citizens and businesses to make well-founded decisions,
- To stimulate the integration of modes and cooperation between public transport operators as to achieve a higher rate of inter-connections, and
- Air and maritime transport should be considered. As regards the notion of maritime transport, waterways in general might be a more appropriate term to use. These modes are important for linking urban regions and should also be considered according to one contributor.

## 5.7 Conclusions

There is a clear link between the recommendations included in this theme and in the previous theme (smarter urban transport). To raise the quality of urban transport, ITS is often mentioned as an important tool. Conclusions include the wish for standardised systems for cashless payments or e-ticketing and enforcement of e.g. dedicated lanes. Research on technologies could also be supported by the European Commission, easing their introduction and allowing local governments to select those measures most appropriate to their circumstances. Dedicated lanes can be a good means to increase the quality of public and collective transport and encourage clean vehicles (if they are allowed to use these lanes). There are expectations from action by the European Commission in this respect.

The European Charter meets opposition and a mandatory implementation is likely to be difficult. A voluntary approach is, however, more likely to succeed. Particularly if a voluntary approach is based on ongoing initiatives, for example the one by UITP. Some contributors urge to extend such a Charter to include walking and cycling.

An integrated approach to the problems of urban mobility is needed and mobility authorities could be a good means to achieve coordination. Such Authorities should be responsible for all kinds of transport in the metropolitan area and be involved in related fields, such as land-use planning. A metropolitan area extends beyond the administrative borders of one city. The Commission could support their establishment by dissemination of best-practices.





# 6 Safety and Security

## 6.1 Safety and Security in Urban Transport

Green Paper  
Question 16

What further actions should be undertaken to help cities and towns meet their road safety and personal security challenges in urban transport?

### *In General*

	Type of organisation	of total for Q16	Country	of total for Q16
1	National associations	26%	European Union	21%
2	European/Global associations	24%	Germany	20%
3	Local/regional governments	23%	United Kingdom	13%
4	Citizens	10%	France	9%
5	National governments	8%	Spain	5%
		91%		68%

Table 6.1 Top 5 of contributions per type of organisation and per country for Q16

In about 8% of the contributions to this topic, contributors have expressed explicit criticism.

### *Integrated Safety and Security Policies*

The first thing standing out is the general call for integrated approaches towards both safety and personal security. Integrated could mean the involvement of various stakeholders, but also the application of a package of measures. Moreover, safety and security deserve an approach aimed at prevention (clean and well-maintained vehicles and human presence, for example) and incident management. The cross-border enforcement of traffic offences is raised by some local governments as well as a number of European and global associations.

### *Data, Monitoring, and Dissemination*

The Commission should increase its efforts in making comparable data available and link this to initiatives of dissemination in this field. The promotion of local best-practices receives wide support, but could be enhanced by using mentor cities as suggested at least once. In any case, the European Commission should keep stressing the important aspects of safety and security policy as mentioned above.

### *Technical Aspects of Safety and Security*

European standards for vehicle safety are recognised as important. In addition, citizens suggest standardisation of traffic signs to be useful. Local governments appear to be supporting standardised technologies for speed management and vehicle-to-vehicle communication. Also several associations from across the EU agree to EU action on this matter.

In other fields, standards can be a step too far but recommendations could receive support. Such recommendations could for example concern street design. In this way, the European Commission would create added value through its actions for cities to solve the challenges in the field of safety and security.

When setting standards, the European Commission is recommended to take an output-based approach or technology neutral approach, ensuring that the required objectives are met, but leaving choices to developers and relevant governments. Technological research should consider driver behaviour and focus on major issues, such as weaker road users and the blind spots.

Providing EU financial support for new and emerging technologies receives support from many stakeholders.

### *Mandatory Use of Helmets*

This issue seems to divide contributors. There are many contributors of different countries and backgrounds, and from different types of organisations either opposing or supporting the mandatory use of helmets. Citizens can be found to be both opposing and supporting the mandatory use of helmets. Those opposing the mandatory use of helmets argue it will be counterproductive to increase the share of cycling in the modal split, as helmets affect the image of cycling badly. It is even argued that helmets do not prevent any accidents. Those favouring mandatory use argue it does increase safety and, moreover, is accepted practice in some countries. Given this disagreement the European Commission is asked to support research in this field. Such research should take into account not just the safety impacts of helmets, but also its impacts on the popularity of cycling.

## 6.2 Better Informed Operators and Citizens

Green Paper  
Question 17

How can operators and citizens be better informed on the potential of advanced infrastructure management and vehicle technologies for safety?

### *In General*

	Type of organisation	of total for Q17	Country	of total for Q17
1	Local/regional governments	25%	European Union	23%
2	European/Global associations	25%	United Kingdom	13%
3	National associations	24%	Germany	10%
4	National governments	14%	France	10%
5	Private sector companies	6%	Spain	7%
		94%		63%

Table 6.2 Top 5 of contributions per type of organisation and per country for Q17

In about 12% of the contributions to this topic, contributors have expressed explicit criticism.

### Labelling

Various government organisations from across the EU, including France, UK, Germany, and the Netherlands propose a more extensive use of EuroNCAP. They argue that more could be done to promote this label and raise awareness of it. eSafetyAware is also mentioned as an initiative already in place and open to further and more extensive use.

### Training, Educating, and Informing

These three keywords are closely related, but they are different. Some organisations (associations and government organisations) call for better information aimed at drivers. Public awareness campaigns and education should be continuous as to sustain efforts. Others state that just informing is insufficient or that training of drivers is necessary. Such training is, according to associations, best aimed at non-professional drivers. It has to be borne in mind these associations are sometimes directly or indirectly representing professional drivers. Special attention should be paid to those posing the highest risks on themselves and others, i.e. youngsters. This applies to both safety and personal security.

Whether the European Commission should be actually involved depends on the target group. Some argue the Commission could publish a website on safety and security, whereas others state this is a local, regional, or national issue. Concerning the provision of information to local, regional, and national governments, as well as the private sector, there can be a role for the Commission. However, the European Commission should always consider the wider impacts of supporting certain technologies on safety at an individual level and at the traffic level. Finally, a number of government organisations at the national level think this stakeholder consultation is an excellent way to involve and inform operators and citizens.

## 6.3 Automatic Radar Devices

Green Paper  
Question 18

Should automatic radar devices adapted to the urban environment be developed and should their use be promoted?

### In General

	Type of organisation	of total for Q18	Country	of total for Q18
1	National associations	27%	European Union	22%
2	Local/regional governments	27%	United Kingdom	15%
3	European/Global associations	24%	Germany	14%
4	National governments	12%	France	9%
5	Citizens	5%	Spain	6%
		95%		66%

Table 6.3 Top 5 of contributions per type of organisation and per country for Q18

In about 22% of the contributions to this topic, contributors have expressed explicit criticism.

A general remark regarding this question is that stakeholders are not sure what are meant by automatic radar devices. This affects the contributions.

The importance of the use of automatic radar devices in general is confirmed, as part of an integrated strategy to increase safety. However, prevention through street design and other measures is considered to be more important.

#### *Enforcement and Fines*

The effect of a fine depends strongly on when the fine is received. In this light, citizens state that receiving a fine many weeks after the offence is hardly effective. Some organisations representing car users particularly stress that it should be avoided that cars users are treated as cash cows. A global association points to the administrative burden for authorities in dealing with the collection of fines. This organisation also raises the cross-border aspect of enforcement, which the European Commission should solve. Involvement of the European Commission seems to be welcomed.

#### *Safety Cameras as Automatic Radar Devices*

Most government organisations, local, regional, or national, recognise the use of safety cameras. Associations tend to agree and point out to positive impacts on traffic calming and black spots. Whether or not they should be adapted to the urban environment is open to debate. Some government organisations state that such devices should be developed so that they meet the specific demands of the urban environment, meaning high accuracy at low speeds and easy installing without modifications to the infrastructure. Associations and some other government organisations think current devices are good enough to be used and no new devices need to be developed.

#### *Other Interpretations of Automatic Radar Devices*

Some contributors use other definitions of automatic radar devices. If doing so, they state that either such devices are not available on the market yet and that research should be supported to ensure availability. Others state such devices have limited use and vehicle-to-vehicle communication can be more effective.

Finally, many citizens tend to think such devices are introduced by governments solely for the purpose of generating revenues.

## 6.4 Video Surveillance

Green Paper  
Question 19

Is video surveillance a good tool for safety and security in urban transport?

### *In General*

	Type of organisation	of total for Q19	Country	of total for Q19
1	National associations	28%	European Union	20%
2	Local/regional governments	25%	United Kingdom	15%
3	European/Global associations	21%	Germany	13%
4	National governments	11%	France	10%
5	Citizens	7%	Spain	7%
		92%		65%

Table 6.4 Top 5 of contributions per type of organisation and per country for Q19

In about 14% of the contributions to this topic, contributors have expressed explicit criticism.

Considering the contributions, the question is put rightly: video surveillance is a tool. It should be part of an integrated approach relying on a set of measures, such as design of streets and vehicles, and the presence of people and staff.

### *Organisational Aspects*

The keyword in urban mobility is integrated. This also applies to safety and security in general and video surveillance in specific. Integrated not only means there should be other measures as well, it also implies that different organisations should work together. This is agreed upon by most contributors, irrespective of nationality or type of organisation. The relevant organisations should work together in developing a strategy towards the use of video images and agree upon duties and responsibilities in case of any events that require action.

Another organisational aspect is the privacy of the public. One parliament, various associations, knowledge institutions, as well as local and regional governments refer to this as an important issue. It is proposed to the European Commission that it develops guidelines or a framework on this issue, safeguarding the (privacy) interests of citizens, but still enabling authorities to protect the public. No strong differences of opinion exist between contributors of different nationalities. The European Commission could hence take actions in this area.

### *Research and Technical Aspects*

Few comments related to technical aspects have been found. However, some government organisations ask the European Commission to support research in digitalising and analysing images. The European Commission could also define harmonised technical standards for, for example, image capturing. The contributors also state that the European Commission should sustain its efforts in promoting and disseminating best-practices. In doing so, it should pay significant attention to the need for an integrated approach.

## 6.5 Other Comments and/or Solutions

Relatively few contributions are categorised as “other comments and/or solutions.” However, the following issues are addressed by the contributors. First, terrorism as part of safety and security, secondly the European dimension of traffic regulations, and thirdly some others.

As regards anti-terrorism security, some contributors see a role for the European Commission in the prevention of terrorism and the abatement of its consequences. Examples are participation in the disseminating best practices in the field of terrorism prevention and stimulating technologies to recognise possible terrorist acts.

Various contributors point to the European dimension of traffic violations. Both citizens and professional drivers drive in different Member States of the European Union. However, it is mentioned that they are not (sufficiently) prosecuted for the traffic violations they commit in other than their home countries. The European Commission is urged to change this situation or at least initiate, guide, and facilitate this process.

Finally some other remarks have been made. Some German citizens question why certain cars are allowed to achieve very high speeds, potentially causing unsafe situations. Moreover, an organisation representing the hearing-impaired has a remark on the link between clean technologies and safety: quiet vehicles could decrease safety. Other vulnerable groups, such as pupils and students, also deserve special attention.

## 6.6 Conclusions

A first remark that needs to be made is that there is confusion on the definition of automatic radar devices adapted to the urban environments.

Standardisation in certain fields seems to be welcomed. Citizens suggest using common traffic signs across the EU as this reduces confusion when driving in other countries. Local and regional governments look forward to standardised systems for speed management and vehicle-to-vehicle communication, making their purchase more affordable. Standardisation of certain technologies related to video surveillance can also be beneficial and receives support from stakeholders.

Privacy guidelines related to the use of for example video surveillance is another issue in which the European Commission could play a vital role. EuroNCAP and eSafetyAware are standards welcomed and could be promoted more intensively. In relation to cross-border enforcement of traffic offences, support exists for European Commission action.

More research related to safer and secure urban transport is also called for. The mandatory use of helmets for cyclists should be carefully investigated.

## 7 New Urban Mobility Culture

In this chapter the one question from the Green Paper on this theme is discussed. It has been split into two parts, as there is a slight tendency in the contributions to do so as well. However, these parts cannot be seen independently.

### 7.1 Bringing Stakeholders Together

Green Paper  
Question 20

Should all stakeholders work together in developing a new mobility culture in Europe?

#### *In General*

	Type of organisation	of total for Q20	Country	of total for Q20
1	European/Global associations	27%	European Union	25%
2	National associations	26%	Germany	23%
3	Local/regional governments	24%	France	11%
4	Private sector companies	7%	United Kingdom	10%
5	National governments	7%	Spain	6%
		91%		75%

Table 7.1 Top 5 of contributions per type of organisation and per country for Q20 (first part)

In about 21% of the contributions to this topic, contributors have expressed explicit criticism.

#### *Horizontal Cooperation vs. Vertical Cooperation*

The twentieth question of the Green Paper is generally answered positively. However, there are different views amongst the contributors on which stakeholders should be included. Local and regional governments, but also at the national level, appear to prefer the local, regional, or national level. Working together at EU level is mentioned a limited number of contributors from these types of organisations. “All stakeholders” is often also referred to as reaching across policy or interest fields, such as health or education.

Some other important remarks are the following:

- Dissemination of best-practices are considered to be crucial in developing a new urban mobility culture, according to one association
- Another association urges government organisations to also involve businesses in drafting and implementing policies, and
- Contributors with an urban freight background state that their role should not be forgotten.

Quotes from the contributions

Co-operation and political decision making should be improved by involvement of other political fields (education, social affairs, health, industry, and finance) than transport policy and different level of government (i.e. EU, national, regional, and local). This collaboration needs to happen at all levels of government (EU, national, regional, local), with a special effort to join up thinking between broad goals set at EU level and delivery of urban transport at the local level according to the needs of the individual city.

However, we would be very cautious of any top down imposition of such a culture and suggest that the EU must be careful in how such proposals are presented.

The objective is the intensive involvement of local level as it is on the receiving end of many European policies.

(EU) guidelines should push cities to: amongst others associate economic partners with/to the planning of urban development, in an early stage.

## 7.2 European Observatory

Green Paper  
Question 20

Based on the model of the European Road Safety Observatory, could a European Observatory on Urban Mobility be a useful initiative to support this cooperation?

### *In General*

	Type of organisation	of total for Q20	Country	of total for Q20
1	Local/regional governments	26%	European Union	23%
2	European/Global associations	25%	Germany	17%
3	National associations	24%	France	16%
4	Private sector companies	8%	United Kingdom	12%
5	National governments	7%	Spain	5%
		90%		73%

Table 7.2 Top 5 of contributions per type of organisation and per country for Q20 (second part)

In about 16% of the contributions to this topic, contributors have expressed explicit criticism.

### *Should a European Observatory Be Established?*

Contributors support the establishment of a European Observatory under the condition that bureaucracy and the administrative burden that occurs as a result remains limited. If this concern would be addressed then main point of criticism of the contributors is dealt with. They recognise the need for data and statistics and therefore conditionally support action in this field. Associations and local and regional governments state that there is an important amount of information available. However, this information is not easy to get hold of. That is why they support the establishment of an Observatory. It appears to be crucial to clearly define the objectives of any initiative in this field.



Many contributors urge the European Commission to look at existing initiatives and consider the role these initiatives could have in the form of or as contribution to an Observatory. Some examples mentioned by various contributors from several countries (including the larger Member States) are EMTA's Barometer, UITP, EUROSTAT, ERSO<sup>7</sup>, and CIVITAS.

#### *If So, What Should a European Observatory Do?*

As stated earlier, a clear definition of objectives is crucial when considering the establishment of an Observatory. The contributors propose a variety of tasks for a possible Observatory. Some favour a focus on a limited number of general tasks, whereas others would give many tasks to the organisation. It appears to be the case that especially French contributors foresee a wider range of tasks. German contributors are more sceptical towards an Observatory.

Some examples of tasks mentioned are:

- Coordinate funding for urban mobility projects,
- Consolidate legal, technical, and scientific expertise as to facilitate a dialogue among different interest groups at the European level,
- Develop partnerships within the European Union and beyond,
- Provide online statistics available to any interested person or organisation, and
- Act as central node for information on best-practices, projects, and technologies.

Quote from the contributions

*[Our organisation]* could support the establishment of a European Observatory on Urban Mobility if it were underpinned by clear objectives and a defined role. A European Observatory on Urban Mobility could help stimulate debate on such issues as quality, passenger rights, and road safety.

### 7.3 Other Comments and/or Solutions

Regarding the new urban mobility culture in Europe, a number of the contributions included comments and/or suggestions not directly attributable to the two questions discussed above. These can be grouped together under the links with the European Union's overall strategic vision, together with a specific vision on the role of towns and cities and the mobility occurring in these areas. There are some other remarks as well. What follows is a discussion of these contributions.

The European Commission is requested to develop an integrated approach to its policies, derived from the Lisbon and Gothenburg Agenda's. Many contributors state that the goals of competitiveness and sustainability should be the drivers in setting policies in the field of urban mobility. In this way, a coherent approach to the challenges ahead can be developed and deployed. The roles of towns and cities should be explicitly addressed, without ignoring the issues of subsidiarity and the need for local solutions and approaches. As a result, towns and cities will have a clear picture of where to go and what to expect from the European institutions.

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<sup>7</sup> European Road Safety Observatory

Contributors also propose the following:

- Establishment of a (more) direct link between the European Commission and related institutions and European cities,
- Assistance to towns and cities in building up competences in the field of urban mobility,
- Appointing ombudspersons can contribute to the above, as well as involve stakeholders in accomplishing a new urban mobility culture, and
- For developing a vision, a strategy and possible solutions, political courage at all levels is needed to make choices effective and efficient in the long run.

## 7.4 Conclusions

There is no doubt that stakeholders should cooperate in dealing with the issues faced by towns and cities. Cooperation can be either horizontal and/or vertical, the first meaning cooperation across policy fields and sectors (including freight), whereas the latter points to cooperation between levels of government.

Before establishing a European Observatory, the European Commission is recommended to further specify the objectives and structure of such a body. Some stakeholders fear the implications of such an initiative. However, there are contributors that foresee a wide range of tasks for the possible Observatory. In any case, the European Commission is requested to carefully consider what is already available.

# 8 Financing

## 8.1 Use of Existing Financial Instruments

Green Paper  
Question 21

How could existing financial instruments such as structural and cohesion funds be better used in a coherent way to support integrated and sustainable urban transport?

### *In General*

	Type of organisation	of total for Q21	Country	of total for Q21
1	Local/regional governments	28%	European Union	23%
2	European/Global associations	25%	France	14%
3	National associations	23%	United Kingdom	14%
4	National governments	9%	Germany	14%
5	Private sector companies	8%	Austria	5%
		93%		70%

Table 8.1 Top 5 of contributions per type of organisation and per country for Q21

In about 12% of the contributions to this topic, contributors have expressed explicit criticism.

### *Wider Scope*

There appears to be general consent amongst contributors on the need for a better use of existing instruments. Three conclusions can be derived; these are shared between the different types of contributors and Member States. The first is that financing through the Structural and Cohesion Funds should take a broad perspective. This could have different dimensions, for example:

- Take into account the fact that urban transport projects are sometimes part of a wider strategy, such as urban regeneration;
- There can be linkages between a specific infrastructure project and wider initiatives in the field of urban mobility, for example reorganising freight distribution;
- Considering door-to-door aspects of inter-urban projects; and
- Strengthening links between the Structural and Cohesion Funds and other EC programmes, e.g. the Research Framework Programmes.

### *Access to Information*

Secondly, contributors state that significant funding is available, but that this is sometimes not clearly understandable or information easily accessible. Requirements and procedures to acquire funding are not always considered to be clear and transparent. One central point of information or contact is deemed useful by some contributors. The possible European Observatory (chapter 7) is suggested as an option by some.

### *Sustainability as Part of Funding*

Thirdly, the European Commission and other funding institutions could incorporate requirements related to sustainability in the eligibility and assessment criteria of funding. Possible means to do so could for example be to oblige proposers to prepare Sustainable Urban Transport Plans or to demand that a certain percentage of funding is spent on walking and cycling. Many contributors point to the fact that significant amounts are spent on road projects, which are considered unsustainable by certain contributors. However, there are also contributors opposing such criteria.

Quotes from the contributions

Instead[,] individual interventions have to be promoted as single projects

[We ask the] EU to help simplify and provide greater clarity on funding issues surrounding EC projects

Current EC instruments are not build for projects in wider perspective, a more holistic approach is needed

The part of CIVITAS concerned with freight should be reinforced to enhance coordination and integration between passenger and freight transport, as well as city and intercity transport.

## 8.2 Economic Instruments

Green Paper Question 22

How could economic instruments, in particular market-based instruments, support clean and energy efficient urban transport?

### *In General*

	Type of organisation	of total for Q22	Country	of total for Q22
1	Local/regional governments	28%	European Union	21%
2	National associations	27%	Germany	15%
3	European/Global associations	22%	France	14%
4	National governments	9%	United Kingdom	12%
5	Private sector companies	7%	Austria	7%
		93%		69%

Table 8.2 Top 5 of contributions per type of organisation and per country for Q22

In about 14% of the contributions to this topic, contributors have expressed explicit criticism.

A large number of the contributions answered affirmatively to this question and indicate that economic instruments could be used. Often this includes a reference to the use of taxation. Amongst those contributors that pay taxes, or their representative organisations, there are concerns about increased tax burdens.

### *Taxation Instruments*

Harmonisation of taxes, such as VAT, is called for by a number of organisations, relatively more from France than other Member States. Amongst German contributors there is resistance against such harmonisation.

Differentiation in taxation schemes by incorporating sustainability aspects is introduced as a way to encourage or support clean and energy efficient urban transport. The introduction of urban transport in an emissions trading scheme is proposed by a few contributors, but this is discouraged by others. The major argument is that CO<sub>2</sub> prices are currently too low to affect the decisions made by citizens.

### *The Carrot and the Stick*

There are a number of organisations, in particular from the UK and Scotland, the Nordic countries, and Austria, that state that policies should always include both carrots and sticks. This approach could also be followed for contracts and concessions, containing favourable conditions or rewards for clean and energy efficient technologies. Others propose to include similar conditions into concessions, contracts, or permissions for urban development projects. This is particularly advocated by UK contributors.

Two final remarks concerning an integrated EC policy need to be mentioned. The Green Paper on Market-Based Instruments is mentioned. It is proposed that the Action Plan on Urban Mobility takes this into account. The other is the suggestion to create a dedicated fund for urban mobility projects.

Quote from the contributions

[Our organisation] is in favour of the carrot-and-stick approach. Good behaviour should be incentivised by e.g. a tax reduction, whilst bad behaviour should be disincentivised by e.g. higher tax. The financial burden of using personal motorised transport should be linear with the environmental burden. Car taxation should depend on usage and vehicle type. The more one drives, and the more polluting a car, the higher the financial burden should be.

## 8.3 Integrating Urban Constraints and Urban Traffic Development

Green Paper Question 23

How could targeted research activities help more in integrating urban constraints and urban traffic development?

### *In General*

	Type of organisation	of total for Q23	Country	of total for Q23
1	Local/regional governments	28%	European Union	22%
2	National associations	27%	Germany	15%
3	European/Global associations	24%	United Kingdom	12%
4	National governments	11%	France	10%
5	Private sector companies	7%	Spain	6%
		97%		65%

Table 8.3 Top 5 of contributions per type of organisation and per country for Q23

In about 7% of the contributions to this topic, contributors have expressed explicit criticism.

### Research and Pilots

Many contributors provide examples of topics where more research could be beneficial. Such areas include clean and energy efficient fuels and technologies, innovative vehicles and vehicle design, and freight transport and its interaction with passenger transport. Another area mentioned is the urban mobility system as a whole, i.e. all modes and their impacts, as to facilitate the desired integrated approach.

Directing more funds of the Seventh Framework Programme towards research related to urban mobility is also suggested quite frequently by contributors from across Europe. Another research topic that is often mentioned is assessments of transport and land-use projects as regards their broader impacts, not just on the mobility system, but also their economic, social, and environmental impacts.

Many other areas where research would be necessary have been identified throughout this report.

Two other recommendations can be derived from the contributions. The first is not to only conduct theoretical research, but also to support practical pilot projects, to facilitate "learning by doing". Some Dutch and German contributors refer to successes they experienced in actually trying our new solutions. The other is to involve a possible European Observatory, as discussed in section 7.2, in the research.

Quotes from the contributions

Measures should be taken so that cities are more involved in research activities and so that the results of the projects are better used. The spreading and use of results is important since the sustainability of research and funding should be directed so that cities can connect and feed back into the different stages of research projects.

[Our organisation] underlines how essential it is to ensure a wide dissemination of the results of these research activities and to provide the information in several languages. Local decision makers should be aware of the existence of this information and be able to access it easily. In order to be effective, it is also important that the results can be practically used by local decision makers.

## 8.4 Urban Charging

Green Paper  
Question 24

Should towns and cities be encouraged to use urban charging? Is there a need for a general framework and/or guidance for urban charging? Should the revenues be earmarked to improve collective urban transport? Should external costs be internalised?

### In General

	Type of organisation	of total for Q24	Country	of total for Q24
1	Citizens	22%	Germany	31%
2	National associations	22%	European Union	18%
3	Local/regional governments	21%	United Kingdom	11%
4	European/Global associations	18%	France	10%
5	Private sector companies	6%	Austria	5%
		89%		75%

Table 8.4 Top 5 of contributions per type of organisation and per country for Q24

In about 36% of the contributions to this topic, contributors have expressed explicit criticism. A number of these criticisms are the result of an announcement made by a German automobile club.

A significant number German citizens express their discontent with urban charging, which they consider “again another tax”. Other contributors argue that impacts will only be temporary or state that may be disadvantageous to the poor. The need to have alternative transport solutions to enter a city is widely mentioned.

Organisation	German citizens
None mentioned	57
Reference to German automobile club	14
	71

Table 8.5 Number of German citizens explicitly responding to the announcement vs. number of German citizens of whom this cannot be confirmed with certainty.

### *Facilitating Standards*

Irrespective of the type of organisations and the nationality, certain technological standards for charging are welcomed. This would for example concern enforcement, payment, and emission standards to be used, i.e. EURO categories. However, as mentioned many times before, such standards should be sufficiently flexible to enable local, regional, and national governments to pick the most suitable system for their specific circumstances.

A general European framework for urban charging, for example by defining criteria to determine whether or where it should be implemented, is generally opposed. Smaller cities are generally more favourable towards certain information and best practice actions by the European Commission.

### *Earmarking*

There is disagreement amongst contributors on the issue of earmarking. Those contributors or their associations most likely to benefit from earmarking, e.g. public transport operators, public transport users, cyclists, are in favour. Governments and car users (their associations) are opposing earmarking, although there are a few exceptions. A number of contributors state that revenues should be directed at the urban mobility system in general (both passengers and freight). There is a general agreement that just urban charging will not be successful; other measures should be introduced as part of a package.

### *Internalisation of External Costs*

The internalisation of external costs, in general, receives wide support. The use of urban charging to internalise external costs is confirmed by some. But policies and measures should be considered in combination with each other. In this respect, the combination of urban charging and the Eurovignette is considered by some as too much.

### *Research*

Contributors state that the European Commission could support research into the effectiveness and efficiency of urban charging. While some state there is proven success, others disagree with this view. Research should also take into account the impact on local businesses, freight transport, and re-directing traffic flows.

Quotes from the  
contributions

Urban road use charging is not always transferable between cities, but in suitable places it should be encouraged as a priority, avoiding putting barriers in the way of cities who want to implement it. Revenues should be used for public transport and other sustainable policies and projects.

[*Our organisation*] supports the internalisation of external costs and the announcement of a common EU methodology for calculating external costs. In parallel, coordinated efforts to reduce the production of external costs (e.g. negative environmental impacts of transport) are crucial.

The real and only purpose of an environmental zone, an environmental charge, or a congestion charge must be to improve the environment and reduce congestion. There is however today a broad agreement among experts that congestion charges for freight transport with HGVs do not have an impact on the behaviour of HGVs and thus no impact on their transport patterns. These are determined by other matters than congestion charges.

Reducing congestion will need more initiatives than just a charge. It will have to be a complete package with investments in ITS, infrastructure and other capacity controlling measures and alternatives such as public transport to achieve any impact on congestion.



## 8.5 Added Value of Clean and Energy Efficient Urban Transport Funding

Green Paper  
Question 25

What added value could, in the longer term, targeted European support for financing clean and energy efficient urban transport, bring?

### *In General*

	Type of organisation	of total for Q25	Country	of total for Q25
1	National associations	29%	European Union	25%
2	Local/regional governments	26%	France	14%
3	European/Global associations	25%	Germany	13%
4	Private sector companies	8%	United Kingdom	13%
5	National governments	8%	Spain	6%
		96%		7171%

Table 8.6 Top 5 of contributions per type of organisation and per country for Q25

In about 5% of the contributions to this topic, contributors have expressed explicit criticism.

### *Speed Up Introduction*

It can be concluded that in the view of contributors targeted European financial support is acknowledged to have value added, for example resulting an earlier introduction of certain technologies into fleets. However, certain contributors make additional comments. Some local/regional governments argue that such support would better enable them to have a longer horizon when discussing and implementing policies, increasing the effectiveness of their policies.

The added value of targeted support is often interpreted as a question as to what the benefits are. Frequently mentioned are benefits related to health, climate change, and competitive advantages of European towns and cities, as well as European industries. Given these contributions, targeted support is thus welcomed for its wide range of benefits.

Quote from the  
contributions

Targeting the EU's own subsidies at funding clean and energy-efficient urban transport would demonstrate that projects with this aim enjoy strong support from the Community, and projects that have received funding could set an example to other cities and help to kick-start their projects.

In a number of contributions of governments it is argued that larger cities can be a good partner in “nurturing” clean and energy efficient urban transport, due to their size. Another comment made by a number of associations representing industries, but also governments, is that such support should not be too rigid, meaning either technology neutral or leaving room for localised solutions. A minority of the contributions point to the possible competitive advantage that the EU may develop by being a forerunner in developing and using solutions and technologies.

As regards the nationality of contributors in this section, no major differences have been found.

## 8.6 Other Comments and/or Solutions

Most of the contributions addressing the issue of the financing of urban mobility have been related to the five questions of this chapter. Those that could not be related to these questions are discussed in this section:

- Dedication of funds to certain objectives,
- Recommendations in several fields, and
- Some other, general remarks.

The available funds could be dedicated to certain objectives or solutions. This does not only apply to sustainability criteria, but also to certain transport modes or even towards certain types of projects. One contributor, for example, suggests dedicating funds to projects aimed at maturing new technologies as to get them to the marketplace in an earlier stage than would be the case without support.

To assist cities, the European Commission could develop recommendations, clarifications, or guidelines in several fields. Some of these have already been discussed elsewhere in this report, others are:

- How to create tenders and actually tender contracts like DBFMO or concessions,
- Fiscal incentives to increase the use of certain modes,
- Integrated approaches to financing that look at the future, as to ensure stability of financing, and
- The introduction of local fuel charges.

Finally, there are some remarks which cannot be easily grouped together, these are:

- Internalising external costs by introducing a Personal Transport Allocation scheme (PTA),
- The conclusion that public transport is fairly attractive for single travellers, but in groups it turns out quite expensive. New ways of charging could convince groups to use public transport as well,
- Introduce collective transport solutions, before new charges are levied, and
- A review and simplification of State Aid rules is welcomed.

## 8.7 Conclusions

As regards existing financial instruments, it can be concluded that funding should take as much as possible a broad perspective. Instead of focussing on one single project, it would be better to look at the wider scope of which the project is part. With respect to major projects the door-to-door aspect of transport needs to be considered. Stakeholders are having trouble finding information on funding, leading to the conclusion that information on funding should be better accessible. Incorporating sustainability requirements in the eligibility criteria for funding is not widely supported.

To support clean and energy efficient urban transport, contributors argue that taxation instruments could support the take up of certain technologies. In this way, clean and energy efficient technologies can be favoured and, at the same time, more polluting or inefficient technologies have disadvantages. This would encourage the use of clean and energy efficient technologies.

It is suggested that directing more FP7 funds to urban mobility is a good EC action. Pilots are also proposed. Research could be useful in the field of urban charging. Some contributors question its effectiveness. Some argue internalisation of external costs is a good way forward - eventually decreasing the need for additional initiatives, for example urban charging. Urban charging, in any case, should be supported by other measures – as to create an alternative to having to pay the charge.

On the question if revenues should be earmarked there is confirmation if earmarking relates to urban mobility in general. However, earmarking towards specific modes is an ambiguous issue. Technological standards are welcomed, if local decision makers decide to establish urban charging schemes.

Contributors point out that the European Commission should not favour one specific technology and leave sufficient room for localised solutions. Moreover, the European industries could become forerunners in this industry and reap the benefits in the global market.



## List of Tables and Figures

Figure 1.1	Simplified representation of database structure .....	12
Table 2.1	Top 5 of contributions per type of organisation and per country for Q1.....	15
Table 2.2	Top 5 of contributions per type of organisation and per country for Q2.....	16
Table 2.3	Top 5 of contributions per type of organisation and per country for Q3.....	17
Table 3.1	Top 5 of contributions per type of organisation and per country for Q4.....	21
Table 3.2	Top 5 of contributions per type of organisation and per country for Q5.....	23
Table 3.3	Top 5 of contributions per type of organisation and per country for Q6.....	24
Table 3.4	Top 5 of contributions per type of organisation and per country for Q7.....	25
Table 4.1	Top 5 of contributions per type of organisation and per country for Q8.....	29
Table 4.2	Top 5 of contributions per type of organisation and per country for Q9.....	30
Table 4.3	Top 5 of contributions per type of organisation and per country for Q10.....	31
Table 5.1	Top 5 of contributions per type of organisation and per country for Q11.....	33
Table 5.2	Top 5 of contributions per type of organisation and per country for Q12.....	34
Table 5.3	Top 5 of contributions per type of organisation and per country for Q13.....	35
Table 5.4	Top 5 of contributions per type of organisation and per country for Q14.....	36
Table 5.5	Top 5 of contributions per type of organisation and per country for Q15.....	37
Table 6.1	Top 5 of contributions per type of organisation and per country for Q16.....	41
Table 6.2	Top 5 of contributions per type of organisation and per country for Q17.....	42
Table 6.3	Top 5 of contributions per type of organisation and per country for Q18.....	43
Table 6.4	Top 5 of contributions per type of organisation and per country for Q19.....	45
Table 7.1	Top 5 of contributions per type of organisation and per country for Q20 (first part) .....	47
Table 7.2	Top 5 of contributions per type of organisation and per country for Q20 (second part).....	48
Table 8.1	Top 5 of contributions per type of organisation and per country for Q21.....	51
Table 8.2	Top 5 of contributions per type of organisation and per country for Q22.....	52
Table 8.3	Top 5 of contributions per type of organisation and per country for Q23.....	53
Table 8.4	Top 5 of contributions per type of organisation and per country for Q24.....	55
Table 8.5	Number of German citizens explicitly responding to the announcement vs. number of citizens of whom this cannot be confirmed with certainty .....	55
Table 8.6	Top 5 of contributions per type of organisation and per country for Q25.....	57
Table I.8.7	Share of contributions received per month.....	62
Table I.8.8	Share of Countries .....	63
Table I.8.9	Share of “old” and “new” EU Member States in contributions (excluding EU-level and non-EU contributors) .....	63
Table I.8.10	Share of languages .....	64
Table I.8.11	Shares of types of organisation .....	64
Table I.8.12	Field of activity for associations and business .....	65
Table I.8.13	Share of Green Paper theme per type of organisation (%).....	65
Table I.8.14	Distribution of Green Paper themes across countries.....	66
Table I.8.15	Distribution of type of organisation across Countries (absolute numbers) ...	67
Table I.8.16	Distribution of type of organisation across Countries (percentages) .....	68
Figure 8.1	Database structure .....	69

## Annex I - Descriptive Statistics

Table I.8.7 Share of contributions received per month

Month of submission	Share of contributions
September 2007	1,4%
October 2007	1,9%
November 2007	2,1%
December 2007	3,0%
January 2008	5,6%
February 2008	19,3%
March 2008	65,7%
April 2008	0,7%

Table I.8.8 Share of Countries

Nationality of the contributor	Share of contributions
Austria	4.4%
Belgium	2.8%
Bulgaria	0.9%
Czech Republic	0.2%
Denmark	0.7%
Estonia	0.2%
Finland	0.9%
France	11.8%
Germany	27.8%
Greece	1.4%
Hungary	0.2%
Ireland	0.5%
Italy	2.3%
Latvia	0.2%
Lithuania	0.2%
The Netherlands	4.9%
Poland	0.7%
Portugal	0.7%
Romania	0.5%
Slovenia	0.5%
Spain	4.2%
Sweden	2.8%
United Kingdom	10.0%
EU (associations at EU level)	16.7%
Outside EU (Australia, Switzerland, Norway, Turkey, USA, Israel, and global)	4.4%
<b>Totals</b>	<b>100.0%</b>

Table I.8.9 Share of “old” and “new” EU Member States in contributions (excluding EU-level and non-EU contributors)

Nationality of the contributor	Share of contributions
EU-15 (old Member States)	75.4%
EU-12 (new Member States)	3.5%

Table I.8.10 Share of languages

Language of contribution	Share of contributions
English	45.3%
English/French	0.7%
English/French/German	0.5%
English/French/Dutch	0.2%
English/German	0.2%
English/Italian	0.5%
English/Dutch	0.2%
Estonian	0.2%
Finnish	0.5%
French	11.9%
French/Dutch	0.2%
German	29.2%
Greek	0.2%
Israeli	0.2%
Italian	0.7%
Latvian	0.2%
Dutch	2.6%
Polish	0.5%
Portuguese	0.5%
Romanian	0.5%
Slovenian	0.5%
Spanish	3.5%
Swedish	0.9%

Table I.8.11 Shares of types of organisation

Type of organisation	Number of contributors	Share of total
Citizens	106	25%
European/global associations	78	18%
Knowledge/education institutions	18	4%
Local/regional governments	74	17%
National associations	91	21%
National governments	24	6%
National parliaments	5	1%
Political party	2	0%
Private sector companies	33	8%
	431	100%



Table I.8.12 Field of activity for associations and business

	Businesses (General)	Car Industry	Environment	EU Research Programs	Freight Industry	Government	Health	Infrastructure	Public Transport Industry	Transport Users	Other
European/Global associations	13%	6%	4%	3%	6%	11%	8%	13%	9%	6%	22%
National associations	20%	2%	5%	0%	8%	1%	2%	7%	8%	14%	33%
Private sector companies	31%	3%	3%	0%	9%	3%	0%	16%	0%	31%	3%
	19%	4%	4%	1%	7%	5%	4%	10%	7%	14%	24%

Table I.8.13 Share of Green Paper theme per type of organisation (%)

	Free-flowing Towns and Cities	Greener Towns and Cities	Smarter Urban Transport	Accessible Urban Transport	Safety and Security	New Urban Mobility Culture	Financing	Other*
Citizens	25%	12%	6%	16%	11%	5%	20%	6%
European/Global associations	15%	17%	11%	18%	12%	8%	17%	2%
Knowledge institutions	17%	17%	12%	17%	10%	8%	15%	4%
Local/regional governments	15%	16%	10%	20%	11%	7%	18%	4%
National associations	16%	16%	11%	18%	12%	7%	16%	4%
National governments	13%	18%	12%	19%	14%	6%	16%	3%
Parliaments	14%	15%	12%	16%	8%	10%	8%	16%
Political Party	13%	26%	13%	18%	3%	11%	11%	5%
Private sector companies	16%	15%	10%	17%	8%	8%	18%	7%
Universities	29%	6%	0%	24%	6%	12%	6%	18%
	16%	16%	10%	18%	11%	7%	17%	4%

\* The category “other” in this overview contains statements on subsidiarity and the need to facilitate solutions at the local level, which have been expressed frequently before answering the questions.

Table I.8.14 Distribution of Green Paper themes across countries

	Free-flowing Towns and Cities	Greener Towns and Cities	Smarter Urban Transport	Accessible Urban Transport	Safety and Security	New Urban Mobility Culture	Financing	Other*
Australia	0%	0%	0%	0%	0%	0%	0%	100%
Austria	16%	15%	12%	16%	10%	5%	20%	5%
Belgium	17%	17%	10%	20%	14%	7%	16%	0%
Bulgaria	50%	17%	0%	0%	17%	0%	17%	0%
Czech Republic	12%	15%	12%	19%	15%	8%	19%	0%
Denmark	23%	27%	5%	23%	0%	9%	5%	9%
Estonia	11%	14%	11%	18%	14%	7%	18%	7%
European Union	16%	17%	11%	18%	12%	8%	17%	2%
Finland	15%	15%	9%	19%	13%	6%	18%	5%
France	18%	15%	11%	20%	8%	7%	16%	4%
Germany	18%	15%	8%	17%	9%	8%	18%	8%
Global	16%	23%	7%	16%	10%	10%	14%	4%
Greece	14%	10%	15%	18%	15%	8%	15%	4%
Hungary	11%	17%	0%	17%	11%	11%	22%	11%
Ireland	20%	0%	60%	0%	0%	0%	0%	20%
Israel	0%	33%	33%	0%	0%	0%	0%	33%
Italy	17%	14%	12%	20%	9%	8%	19%	1%
Latvia	12%	15%	12%	19%	15%	8%	19%	0%
Norway	14%	16%	13%	18%	17%	5%	16%	2%
Poland	6%	11%	17%	17%	22%	11%	17%	0%
Portugal	31%	17%	8%	17%	11%	6%	11%	0%
Romania	10%	16%	12%	20%	14%	6%	20%	0%
Slovenia	12%	20%	8%	18%	14%	6%	22%	2%
Spain	14%	13%	12%	21%	14%	7%	16%	4%
Sweden	13%	16%	10%	20%	14%	6%	16%	5%
Switzerland	15%	8%	15%	15%	8%	8%	15%	15%
The Netherlands	13%	20%	11%	15%	14%	7%	14%	6%
Turkey	0%	100%	0%	0%	0%	0%	0%	0%
United Kingdom	15%	16%	11%	19%	12%	6%	17%	3%
United States	23%	18%	14%	14%	9%	5%	14%	5%

Table I.8.15 Distribution of type of organisation across Countries (absolute numbers)

	Citizens	European/Global associations	Knowledge institutions	Local/regional governments	National associations	National governments	Parliaments	Politicians	Private sector companies	Universities	Grand Total
Australia	1										1
Austria	9			2	6				2		19
Belgium	2	2		2	1	1			4		12
Bulgaria	3				1						4
Czech Republic				1							1
Denmark					2		1				3
Estonia						1					1
European Union		67	3		1			1			72
Finland				1	2	1					4
France	4	1	2	16	16	1	1		9	1	51
Germany	72		1	17	20	1	2	1	5	1	120
Global		5	2								7
Greece	2				1	2				1	6
Hungary									1		1
Ireland					1	1					2
Israel	1										1
Italy		1		3	5				1		10
Latvia						1					1
Lithuania						1					1
Netherlands	4		2	2	7	3			3		21
Norway					2	3					5
Poland	2			1							3
Portugal	1				1	1					3
Romania				1		1					2
Slovenia				1	1						2
Spain	1		1	4	9				1	2	18
Sweden	1			3	3	3	1		1		12
Switzerland			1		1						2
Turkey						1					1
United Kingdom	3	2		20	11	2			5		43
United States			1						1		2
	106	78	13	74	91	24	5	2	33	5	431

Table I.8.16 Distribution of type of organisation across Countries (percentages)

	Citizens	European/Global associations	Knowledge institutions	Local/regional governments	National associations	National governments	Parliaments	Politicians	Private sector companies	Universities	Grand Total
Australia	0,2%										0,2%
Austria	2,1%			0,5%	1,4%				0,5%		4,4%
Belgium	0,5%	0,5%		0,5%	0,2%	0,2%			0,9%		2,8%
Bulgaria	0,7%				0,2%						0,9%
Czech Republic				0,2%							0,2%
Denmark					0,5%		0,2%				0,7%
Estonia						0,2%					0,2%
European Union		15,5%	0,7%		0,2%			0,2%			16,7%
Finland				0,2%	0,5%	0,2%					0,9%
France	0,9%	0,2%	0,5%	3,7%	3,7%	0,2%	0,2%		2,1%	0,2%	11,8%
Germany	16,7%		0,2%	3,9%	4,6%	0,2%	0,5%	0,2%	1,2%	0,2%	27,8%
Global		1,2%	0,5%								1,6%
Greece	0,5%				0,2%	0,5%				0,2%	1,4%
Hungary									0,2%		0,2%
Ireland					0,2%	0,2%					0,5%
Israel	0,2%										0,2%
Italy		0,2%		0,7%	1,2%				0,2%		2,3%
Latvia						0,2%					0,2%
Lithuania						0,2%					0,2%
Netherlands	0,9%		0,5%	0,5%	1,6%	0,7%			0,7%		4,9%
Norway					0,5%	0,7%					1,2%
Poland	0,5%			0,2%							0,7%
Portugal	0,2%				0,2%	0,2%					0,7%
Romania				0,2%		0,2%					0,5%
Slovenia				0,2%	0,2%						0,5%
Spain	0,2%		0,2%	0,9%	2,1%				0,2%	0,5%	4,2%
Sweden	0,2%			0,7%	0,7%	0,7%	0,2%		0,2%		2,8%
Switzerland			0,2%		0,2%						0,5%
Turkey						0,2%					0,2%
United Kingdom	0,7%	0,5%		4,6%	2,6%	0,5%			1,2%		10,0%
United States			0,2%						0,2%		0,5%
	24,6%	18,1%	3,0%	17,2%	21,1%	5,6%	1,2%	0,5%	7,7%	1,2%	100,0%

## Annex II – Description of Database

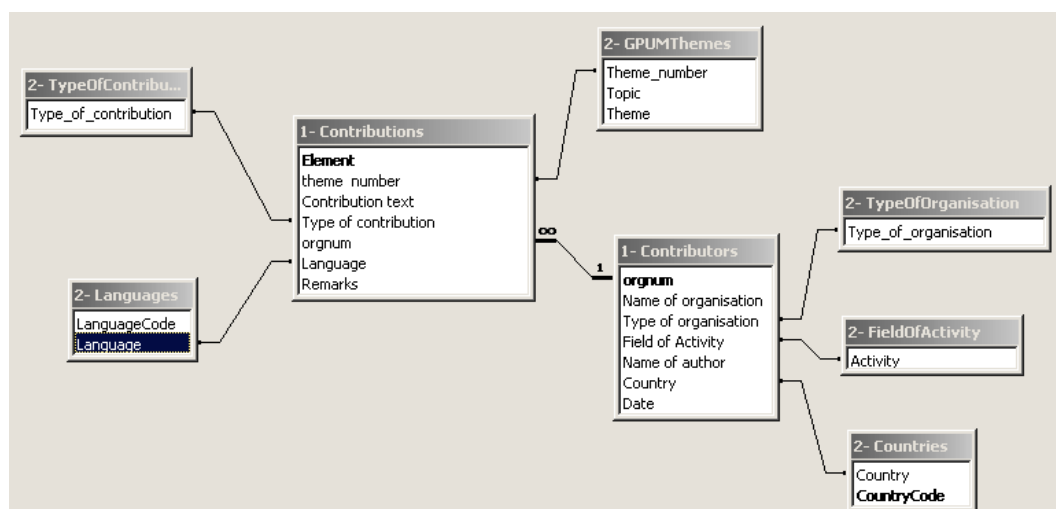


Figure 8.1 Database structure

The tables shown in the figure above are explained below.

### *1 – Contributions*

This table contains the statements of the contributors, with five fields describing the contribution. The field ‘element’ is the unique identifier, whereas the field ‘orgnum’ links each entry to the table 1 – Contributors.

### *1 – Contributors*

This table contains the data for each contributor, as depicted above.

### *2 – GPUM Themes*

This table includes the themes and topics (or questions) of the Green Paper on Urban Mobility. The chapters and sections of this report correspond to this table.

### *2 – Languages*

This table includes the possible languages for the contributions.

### *2 – Type of Contribution*

This table includes the types of contribution for each element, they are:

- Criticism,
- Other,
- Proposed action,
- Proposed action – European Commission,
- Proposed action – other, and
- Supporting statement.

## *2 – Type of Organisation*

This table includes the options for type of organisation for each contributor. The types distinguished are:

- Citizens,
- European/Global associations,
- Knowledge institutions,
- Local/regional governments,
- National associations,
- National governments,
- Parliaments,
- Politicians,
- Private sector companies, and
- Universities.

## *2 – Field of Activity*

This table includes the options for the field of activities, as selected for associations, knowledge institutions, universities, and private sector companies (if applicable).

Options:

- Businesses (General),
- Car Industry,
- Environment,
- EU Research Programs,
- Freight Industry,
- Government,
- Health,
- Infrastructure,
- Other,
- Public Transport Industry, and
- Transport Users.

## *2 – Countries*

This table includes nationalities of the contributors.