

# THE FRAMEWORK FOR MOBILITY MANAGEMENT ACROSS EUROPE

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## MOST

MOBILITY MANAGEMENT STRATEGIES FOR THE NEXT DECADES

PROJECT CO-ORDINATOR:

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## Executive Summary

Mobility Management is a service approach to transport and mobility which tries to influence the demand for certain transport services. The MOST<sup>1</sup> project uses the following definition:

Mobility Management is primarily a demand-orientated approach to passenger and freight transport that involves new partnerships and a set of tools to support and encourage *change of attitude and behaviour* towards sustainable modes of transport. These tools are usually based on information, communication, organisation, co-ordination, and require promotion. *(MOMENTUM/MOSAIC 1999)*<sup>2</sup>

Within the MOST project several demonstration sites tested Mobility Management in various settings (schools, hospitals, new developments etc.). They have applied several instruments such as mobility plans, mobility centres or mobility consultants. To learn from the implementation process and evaluation of results was one of the aims of the project.<sup>3</sup>

This report, *Framework for Mobility Management across Europe*, does not deal with the implementation process of Mobility Management and its practical applications. Mobility Management is part of the transport policy making. According to policy analysis, three main dimensions must be distinguished: polity, the institutional framework; policy, the content dimension and politics, the process of interaction. This study deals with the first two dimensions.

The focus here is on the factors that influence Mobility Management, from initiation to application, but are beyond the control of the local actors. These factors are termed “framework conditions” and can have a limiting or enabling effect on the development of this emerging field. Examples range from direct national funding programmes for local mobility managers to the more indirect influence of a change in taxation regulations with respect to transport. This report is primarily aimed at policy makers, and its overall purpose is to recommend how these framework conditions can be created or modified to support successful Mobility Management across Europe. The analysis has extended considerably the previous work of European projects on this topic, such as MOMENTUM, MOSAIC or ELMO.

The research has been carried out at three different levels: European, National and Local. This arrangement is reflected in the overall structure of this report. On each of these levels, five broad categories of framework conditions have been assessed:

- Political and programmatic conditions

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<sup>1</sup> MOST stands for “Mobility Management Strategies for the Next Decades“. The project is funded from 2000-2002 by the European Commission, DG Energy and Transport (TREN) under the 5th Framework Programme.

<sup>2</sup> MOMENTUM and MOSAIC Consortia: Mobility Management User Manual. Rijswijk, Aachen 1999, p. 15.

<sup>3</sup> For specific results see the reports on the implementation of Mobility Management (D 7) or on evaluation results (D 5).



- Legal, regulatory and fiscal/pricing conditions
- Financial conditions
- Educational conditions
- Organisational conditions

The report gives an overview of the different framework conditions. It highlights good policy examples and draws comparisons. The need for action is outlined. The result of this policy research is a model for the analysis and improvement of framework conditions – the *P.A.I.R.-scheme*.

## European Level

On the European level a number of policies and initiatives are directed towards the goal of a more sustainable transport. From a policy point of view it can be concluded that Mobility Management as such finds a positive climate in the European institutions and also from several associations and lobby groups. In policy documents Mobility Management, standing for the demand side and service approach of transport policy, is often not yet fully recognised as an approach of equal weight.

The principle of subsidiarity limits the role of the European authorities, as Mobility Management is applied mainly on the local level and in urban and regional transport. The strong support for the CIVITAS programme on clean, integrated urban transport shows a possible approach for integrated policies, where Mobility Management plays its part.

There is considerable funding for Mobility Management-related research by the European Commission, in some cases above the average funding of some Member States. Regarding European initiatives on the qualification or education of practitioners there is room for progress. For the development of organisational structures across Europe, the European Platform on Mobility Management (EPOMM) network is a good start. Here, the future progress will show if it is possible to develop a visible structure which is both a competence centre and a promotional network.

Overall, framework conditions for Mobility Management have reached a visible and supportive level at the European level. At this time, though, Mobility Management is not a main focus of activities.

## National level

The framework conditions for Mobility Management on a national level have been analysed for twelve countries across Europe.<sup>4</sup> On a national level there are broad differences not only across Europe but also in relation to the various domains (political, legal, organisational, etc.) within the same country. The table at the end of Chapter III shows an overview, especially about the degree of the development of certain aspects of Mobility Management, and hints as to which countries could function as catalysts on particular areas of Mobility Management. In general, the differences in the development of Mobility

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<sup>4</sup> Austria, Belgium, the Czech Republic, France, Germany, Italy, the Netherlands Portugal, Spain, Sweden, Switzerland, the United Kingdom.



Management in Europe cannot be traced back *primarily* to the different organisational or administrative structures of government.

The policies of the national authorities are a key factor. Here, three groups can be roughly distinguished: The Netherlands, Belgium, the United Kingdom and Switzerland have included the approach of Mobility Management within their policy, which leads to specific action. In Italy, Sweden, France, Germany or Austria references to a supporting policy on a national level are more indirect, but there has been development in recent years. In Spain, Portugal and the Czech Republic currently there is an absence of national policies on Mobility Management.

In general, Mobility Management has not yet intruded into the top agenda of politics, no matter which ideological orientation may lie behind. Nevertheless, a support for sustainability leads to a positive attitude towards Mobility Management. In most countries there is support from a wider spectrum of private-non-profit organisations, especially smaller user groups and lobbies, which will join motivational alliances in favour of Mobility Management. The first links to non-transport organisations (e.g. in the health, environment, energy or commerce sector) have been forged, but could be extended. Generally, the organisational framework on the national level which is *explicitly* dedicated to Mobility Management is not very far developed. Only in countries with a tradition in Mobility Management or where development is currently dynamic does the first organisations for Mobility Management practitioners exist (e.g. Euromobility/Italy, Association for Commuter Transport/UK or Vervoermanagement Nederland/Netherlands).

Concerning the legal framework, there are no direct laws which make mobility plans or mobility centres mandatory. At this point in time making Mobility Management mandatory should not be considered as a primary action. There are many legal and fiscal adjustments which could benefit Mobility Management more. In Italy, Sweden, France, the Netherlands, Belgium or the United Kingdom regulations exist which have a direct influence on the development of the approach. Often environmental legislation (e.g. Decreto Ronchi in Italy or on environmental management in the Netherlands) or planning laws (e.g. PPG 13 in the UK) are being used to further the implementation of demand-oriented transport strategies, especially for companies. In the United Kingdom, Mobility Management is also linked to health policy (e.g. the National Service Frameworks for the Health Service foresee mobility plans for all hospitals). A number of smaller barriers are encountered in a regulatory climate which favours car use. Especially the planning regulations should fix the non-car accessibility on a high quality level.

The current fiscal situation provides both incentives and disincentives towards a more sustainable transport. The situation is mixed not only across the different countries but also within a country. Direct implications are evident with the fiscal treatment of commuting, where incentives often underlie fringe-benefit taxation – whereas free workplace parking does not.

National initiatives for Mobility Management funding (e.g. in Italy, United Kingdom or France) remain to be exceptions. Acquiring funds seems to be a matter of strategy. Funding is more geared towards research and pilot projects than regular co-financing of implementation.

Transport formerly was an exclusive claim of economists, engineers and other technicians. Qualification programmes nowadays are more multidisciplinary in contents but are still at a very early stage.



The general result of the cross-sectional analysis across the twelve European countries is that a successful Mobility Management policy must be based on an acceptance of sustainable mobility as overall objective. It needs at least three pillars: a multi-modal infrastructure, a co-operative administration and a well developed communication strategy and network with relevant stakeholders. Furthermore a robust legal and fiscal framework is needed which provides the right incentives for a sustainable travel behaviour.

## Local level

On a local level, political and programmatic framework conditions are the strongest factors that influence the development and effectiveness of Mobility Management. If the political and programmatic framework conditions are strongly supportive of Mobility Management, then the other framework conditions will follow. Hence the future of Mobility Management is dependent on the awareness, understanding and backing of local authorities.

The degree of local autonomy varies, but Mobility Management is an area where most local authorities can become active. Especially promotion and co-ordination are essential tasks. A “tradition” with sustainable transport policies certainly helps to create positive conditions. The close connection between the Mobility Management/transport policy area and related areas, e.g. environmental, land-use, planning is evident and needs to be tackled. The connection to the regional level is crucial as many transport problems cannot be solved on a local level alone. Further co-operation thus will support the development.

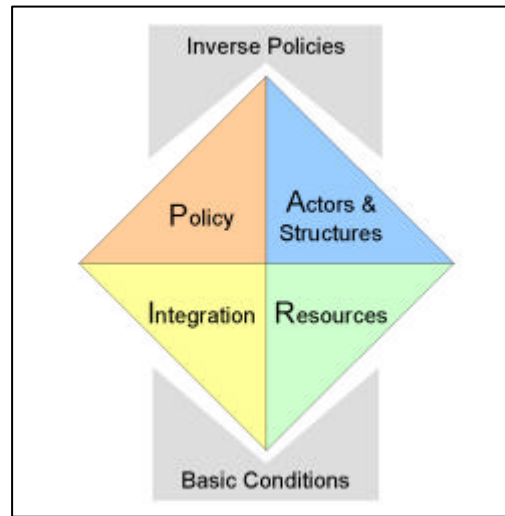
At the local level, funding needs to be provided to develop a policy framework and to develop site-based Mobility Management. Public-Private-Partnership plays an important role to create sufficient funding.

Finally the right framework conditions on a local level can only develop, if Mobility Management is regarded as a strong element which is embedded in an integrated approach of push and pull-measures.

Development may take the form of demonstration projects at a local level (for example), or through strengthening of framework conditions at national (or EU) level that will filter down to the local level.

## Recommendations

Framework conditions for Mobility Management are manifold and complex: several levels of administration are involved, several aspects from laws to financing to organisational structures and both public and private actors. The **P.A.I.R.-scheme** is the main outcome of this MOST analysis. It has been developed to give structure to a field of influences. It aids policy makers on how to improve the conditions.



**Figure 1: P.A.I.R.-scheme**

The P.A.I.R.-scheme differentiates six domains, which have been identified as crucial factors for success. Four of these are concerned with the core conditions, which have a direct influence on Mobility Management:

- **Policy**

*leading policy documents to include Mobility Management; argumentation for Mobility Management based on the main themes of discussion (efficiency, environment, health, etc.); responsibilities assigned between public and private sector and between levels of government*

- **Actors & Structures**

*anchor points for successful promotion; a co-operative and communicative mode of governance and consistent approach is needed for Mobility Management; qualification of key personnel beyond technical knowledge; formal organisational structures and embedding of Mobility Management in existing organisations; European exchange and co-operation to learn from best practice*

- **Integration**

*policies reflect the multi-modal nature of the approach; combination of push and pull measures; early integration of Mobility Management with land-use planning and development policy; a high potential for linking Mobility Management to non-transport policy areas*

- **Resources**

*research; long-term financing for Mobility Management; information and guidance for high quality implementation; quality standards and quality management in the long run to secure the quality of service; legal resources can be an important support, but need for legal requirements is disputed*



In addition, two domains show their impact in a more indirect way. Nevertheless these are of equal importance for a successful implementation of Mobility Management:

- **Basic conditions**

*sufficient and quality supply of alternative transport modes as a backbone; overarching objective of a more sustainable transport system; the status of the “mobility culture” especially regarding alternatives to the car are important and need to be developed*

- **Inverse Policies**

*need for a review of all policies (transport and non-transport) on any unintentional, contrary effects for Mobility Management; even if with a well developed supportive framework for Mobility Management balanced in all areas, important driving forces can counteract (= inverse policies)*

The P.A.I.R.-scheme guides policy makers in their effort to detect the most important barriers and support structures for Mobility Management in their city, region or country. The next step is to identify areas for action according to the degree of *urgency* and *difficulty*. The report suggests a general priority of all recommendations which must be differentiated according to country.

With a good supply of alternative mobility options and the general goal of sustainable transport as a solid background, a first step includes the approach “Mobility Management” in the leading policy documents, works on the integration of multi-modal policies and high quality guidance on the subject. At the same time the mode of governance needs to be developed towards a co-operative and communicative style. Possible unintentional, but negative effects on Mobility Management of other related policies should be closely examined.