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Delivering the Change: Developing a Comprehensive Implementation Strategy for Smaller Cities

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1. INTRODUCTION

European cities are committed to delivering (net) zero transport carbon reduction targets, as well as other important objectives, such as reducing/eliminating air pollution and serious traffic collisions and improving the quality of life of their citizens. Achieving these outcomes requires a two-level approach: (i) developing high-level policy strategies that will, in principle, deliver the agreed outcomes; and (ii) putting in place an implementation strategy and delivery mechanisms, to ensure effective and timely delivery.

Policy Brief 1 outlines the case and a process for developing a long-term zero carbon Transport Transition Pathway, which generates a credible set of high-level strategies that collectively meet local carbon zero targets. This is broken down into sequential groups of policy measure packages that can be delivered within each SUMP cycle. In support of this, Policy Brief 2 shows how successful cross-sector collaboration can extend the range of those strategies, to include several which can help to 'Avoid' the need for some travel, thereby taking carbon and capacity pressures off the transport networks.

Policy Briefs 3 (Governance Capacity) and 4 (Engagement) set out many of the Enabling Actions that lead to the successful development and implementation of the Transition Pathway policy strategies, on the ground; while Policy Brief 5 shows how data sharing can lead to more informed policy making and to better co-operation between public and private sectors.

This Policy Brief complements the other five, by outlining some tools that can be used to support the successful and efficient implementation of policy measures. It is likely to be particularly useful to smaller cities, with limited internal resources and capacity.

2. CHALLENGES

Cities often struggle with implementing policy measures, for a variety of reasons, ranging from public and political acceptability, through funding and legislative issues, to administrative restrictions and skills shortages within and between organisations.

Delivery on the ground is often fragmented, with city departments working independently - and as a consequence, the process is not always as effective as it could be. This can lead to missed opportunities, to better co-ordinate implementation and achieve efficiencies. For example, one city department might be planning to implement physical traffic calming measures (e.g. speed humps or chicanes), to reduce traffic speeds and improve road safety, while the city road maintenance department might be planning to reconstruct the road, to its original design; if these two activities were combined, this would result in considerable cost savings and reduced disruption to traffic and local residents and businesses.

This Policy Brief considers, in particular, what cities can do to ensure that they implement planned policy measures in such a way as to maximise their overall effectiveness in achieving policy objectives – so that the whole is more than the sum of the parts.

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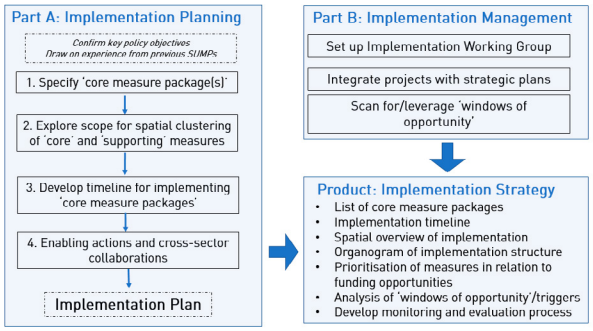
3. SOLUTIONS

Figure 1 summarises a suggested process for developing a comprehensive Implementation Strategy.

This has two components: Implementation Planning and Implementation Management. The tools and processes outlined in this Policy Brief focus on the Implementation Planning components of the process, addressing, in particular, the development of core measure packages, the spatial grouping of measures and implementation sequencing and timelines, taking into account other activities that may be pre- or co-requisites. These are described further below; they have been refined through applications in SUMP-PLUS city partners: Alba Iulia, Klaipeda and Platanias.

Figure 1: A process for developing an Implementation Strategy



Source: SUMP-PLUS D1.2

3.1 Developing core measure packages

A city's SUMP (Sustainable Urban Mobility Plan) or equivalent document usually contains a small number of 'flagship' or 'core' policy measures, some of which may be derived from a long-term transition pathway. These might include the construction of a BRT (Bus Rapid Transit) corridor, the development of a comprehensive cycle network, or the introduction of congestion charging.

The effectiveness of such core measures in achieving their policy objectives can be enhanced by introducing alongside a number of smaller 'supporting' measures, to produce more comprehensive 'core measure packages'. For example, safe and attractive walking routes to BRT stops would help to increase bus patronage, or improved modal alternatives would encourage a greater modal shift alongside the introduction of congestion charging. Some of these smaller measures might already be included in the SUMP – although not always directly linked to a core measure – or could be added, at modest cost.

Figure 2 provides a simple matrix for developing 'core measure packages', by systematically exploring the types of supporting measures that could enhance the effectiveness of a core measure. It provides an aid to policy option generation. More specifically, it identifies four types of policy intervention (infrastructure/operations, pricing, regulation and information/marketing) and six transport-related policy areas, from public transport provision to land use planning and public space development.

In this example, the 'core' measure involves implementing a high-quality bus network ('Bus with high level of service'), and its components across the four types of policy intervention are shown in orange. Potential 'supporting' measures are shown in green.

Figure 2: A framework for generating 'core measure packages': identifying 'supporting' measures to enhance the effectiveness of a 'core' measure

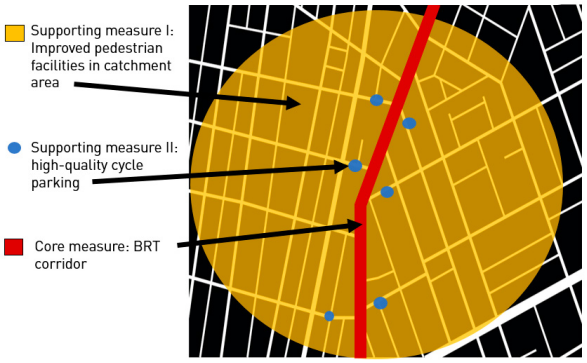
Core measure: Bus with High Level of Service

Components of 'core' measure
Potential 'supporting' measures

TYPE OF MEASURE	CORE MEASURE	SUPPORTING MEASURES				
	Public/ Collective transport	Walking/ Cycling/ Micro-mobility	Private vehicle ownership/use	Urban Freight and Logistics	Traffic/Kerbside Management	Land Use and Public Space
Physical (infrastructure, operations)	• Bus lanes and signal priority • Bus shelters and seating • CCTV to improve on-board safety	• Improved infrastructure in bus stop catchment area; • Safer crossings to stops	• Park & Ride provision at key stops/ interchanges	• E- lockers at major bus interchange	• Kerb build-outs and raised platforms at bus stops to enhance boarding	• Concentrate development around major interchanges • New public spaces
Pricing (fares, charges, incentives)	• Payment system with pre-boarding or quick on-board payment				• Higher parking charges in the city centre	
Regulation (space, time, type)	• Electric vehicles • Low-floor buses	• Designate cycle and e-scooter parking spaces close to bus stops	• Designate city centre as ultra-low emission zone	• Time windows for kerbside goods deliveries along routes	• Camera-based enforcement of bus lanes • Restrict parking along bus corridors	• Planning for provision of health and library services close to bus interchanges
Information (ICT-enabled, marketing)	• Dedicated website • Real-time information displays at bus stops	• On-street signage to bus stops	• Campaign targeting car commuters to switch to bus	• Awareness campaign about bus lane rules		

Source: SUMP-PLUS D1.2

Figure 3: Ensuring the spatial integrity of a 'core measure package'



3.2 Spatial location of policy measures

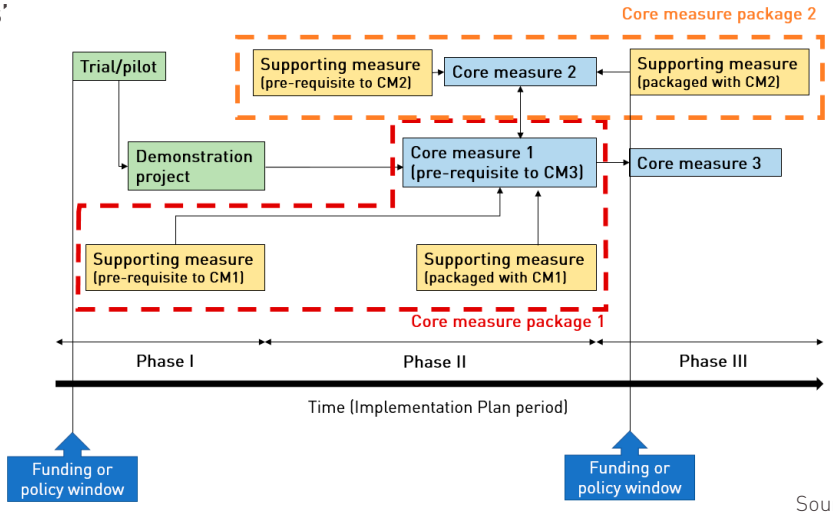
Cities are encouraged to record all their data and the physical location of existing and proposed policy measures within a GIS system available to all city departments. This has several benefits:

a) It helps with problem diagnosis and objective setting (e.g. where are the accident blackspots, or air pollution hotspots?)

b) It assists in developing 'core measure packages' (see Figure 3), using the matrix shown in Figure 2, by ensuring that the supporting measures are positioned so as to maximise the effectiveness of the core measures.

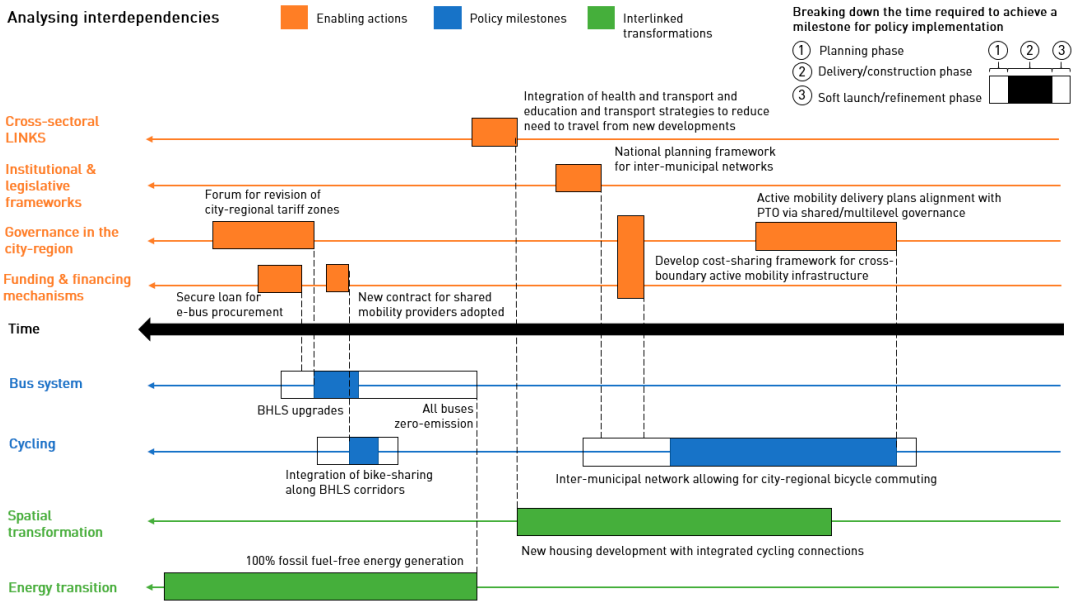
c) By 'buffering' around the area covered by a proposed 'core measure package', it enables a city to identify other schemes that are planned or underway in the same area (e.g. the traffic calming example described in section 2).

Figure 4: Planning the implementation of 'core measure packages'



Source: SUMP-PLUS D1.2

Figure 5: An example of enabling actions and cross-sector collaborations for successful delivery



Source: SUMP-PLUS D1.2

3.3 Timelines and cross-organisational coordination

Few policy measures can be implemented in isolation, as illustrated in Figure 4 and Figure 5.

Figure 4 shows how 'core measure packages' need to be considered and implemented as a whole, and in relation to other packages; they may be the outcome of a lengthy process of trialling/piloting, followed by a more comprehensive demonstration project, before going for full-scale implementation – all subject to funding cycles or policy 'windows', where events might speed up delivery opportunities (e.g. COVID and enhanced cycle lane implementation).

In addition, where major core measures are planned, it will be necessary to take wider factors into account, as illustrated in Figure 5 taking the improvement of bus service and cycling infrastructure as an example. This includes the alignment of several 'enabling actions' (e.g. funding or legislation) and co-ordination with other sectors (e.g. electricity generating companies, as part of electric vehicle charging roll-out).

4. CONCLUSIONS AND RECOMMENDATIONS

The complex and urgent policy challenges faced by cities need to be addressed in a comprehensive and timely manner. Successful implementation is key, and this needs to be accomplished in as efficient and effective manner as possible. This Policy Brief has set out a process and some simple tools that can be used, particularly by smaller cities, to help in successfully meeting policy objectives. We recommend that:

Cities:

1. Develop comprehensive 'core measure packages', involving other city departments that have responsibility for potential supporting measures
2. Map all schemes and proposals within a GIS system adopted by all city departments
3. Develop complete scheme implementation timelines, that consider both sequencing and appropriate coordination across agencies and levels of government

National governments:

4. Introduce a national planning framework for cross sectoral / joint actions, and develop mechanisms for providing resources for all cities for implementation (not just large ones) and for inter-municipal actions (See Policy Brief 3)

European Commission:

5. Give greater priority to the needs of smaller cities with limited resources and capacities, by providing a SUMP-approved suite of simplified tools that better enable them to develop and implement policy measures that will deliver their long-term goals.

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This project has received funding from the European Union's Horizon 2020 research and innovation programme under grant agreement no 814881. The sole responsibility for this product lies with the SUMP-PLUS project and in no reflects the views of the European Commission.

European Platform on Sustainable Urban Mobility Plans