



german
cooperation

DEUTSCHE ZUSAMMENARBEIT

giz Deutsche Gesellschaft
für Internationale
Zusammenarbeit (GIZ) GmbH



Beogradski fond za političku izuzetnost
Belgrade Fund for Political Excellence



SUSTAINABLE URBAN MOBILITY

A CHANCE FOR DEVELOPMENT OF SUSTAINABLE TOWNS IN SERBIA



SUSTAINABLE URBAN MOBILITY

**A CHANCE FOR DEVELOPMENT
OF SUSTAINABLE
TOWNS IN SERBIA**

Published by
Belgrade Fund for Political Excellence (BFPE)
Koste Glavinića 9, 11000 Belgrade
office@bfpe.org
www.bfpe.org

On behalf of publisher
Lidija Radulović, BFPE Programme Coordinator

GIZ ORF-EE team
Jasna Sekulović, Project Manager
Svetlana Bačanić, Country Coordinator Serbia

Authors
Klara Danilović
Vladimir Đorić

Design
Nataša Kovačević

Year 2020

This publication was developed with the support of the Open Regional Fund for South East Europe – Energy Efficiency (ORF-EE) implemented by Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ). The views expressed in the document belong to the authors and do not necessarily reflect the views of the Open Regional Fund for South East Europe – Energy Efficiency (ORF-EE) or of Belgrade Fund for Political Excellence.

The use of materials for any other purposes is not allowed without prior permission of BFPE.

This brochure is a short introduction to the principles of sustainable urban mobility through the lenses of Sustainable Urban Mobility Plan, known to the general public under the acronym SUMP.

This document was created in cooperation with the Committee for Spatial Planning, Transport, Infrastructure and Telecommunication of the National Assembly of the Republic of Serbia. The brochure is intended for Members of Parliament of the Republic of Serbia, as well as for all relevant institutions and responsible citizens, in order to facilitate their insight into the sustainable model for transport planning in urban areas and to advocate for this concept in decision making processes.

It was prepared as a response to the contemporary challenges of urban living within the project "Regional cooperation and competence development of parliamentarians of South-East Europe on energy efficiency, climate topics and sustainable urban mobility".

The guide was prepared with the support of Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) and its Open Regional Fund for South East Europe – energy efficiency (ORF EE), in cooperation with the Council of Europe's School of Political Studies in Serbia.

The Committee for Spatial Planning, Transport, Infrastructure and Telecommunication of the National Assembly of the Republic of Serbia supports the importance of sustainable urban mobility, as a topic of cross-cutting nature, for the improvement of the quality of citizens' lives.

It is necessary for us to change in real time we are living, but towns in the future will need to suit people's needs, with an emphasis on healthy life and general improvement of public health.

The first strategic document at the national level was the promulgated Strategy for Sustainable Urban Development 2030. It is necessary to pass the relevant legislation in the future to define the area of sustainable urban mobility, and to allocate budgetary funds for local self-government units as incentives to development of sustainable urban mobility plans.

Sustainable urban mobility plans are primarily intended for local self-government units, and it is the task of the legislative authorities to assist and provide guidelines for their implementation. Members of Parliament, through their work and contacts with citizens, shall promote the importance of sustainable urban mobility as a topic, bring the possible solutions home and highlight good practice examples from the neighbouring countries.



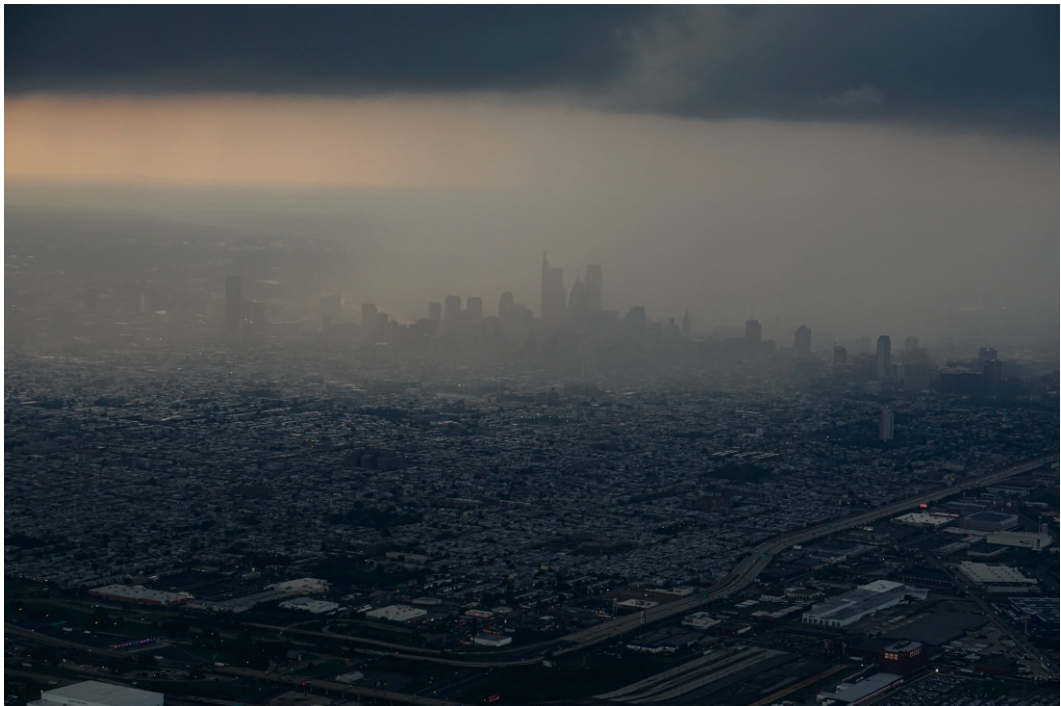
The Committee Chair
Katarina Rakić

The Committee Secretary
Biljana Ilić

1. | **TRAFFIC IN TOWNS – NEGATIVE IMPACT AND HOW TOWNS COUNTER IT**

Traffic in towns accounts for about 40% of entire carbon-dioxide emissions into the atmosphere. Besides CO₂, pollutants from exhaust fumes (particles in the air, NO₂ (nitrogen-dioxide, hydro-carbons, etc.) have a proven negative impact on human health. Noise from urban traffic, congestions and time losses caused by traffic jams, additionally contribute to the negative impact caused by traffic in urban areas. Unless serious steps are taken towards the sector's transformation, greenhouse emissions are predicted to treble by 2050.

Towns in Europe have faced the negative impact of traffic on the quality of life and environment much earlier than us and commenced solving the problems strategically. It was concluded that the change of populations' attitudes and habits was the core of solution to the problem of excessive private car use.



Pollution in town (photo: Kyle Fritz)

In European towns, for many years now, alternative modes of movement have been favoured, non-motorized modes first and foremost, thus reducing the use of fossil fuels which cause the adverse effects on the environment. These, initially sporadic endeavours have got translated into the European Union's official policy and become part of the so-called "Mobility Package" adopted in 2013, which makes a set of European policies pertinent to reduction of harmful urban emissions.

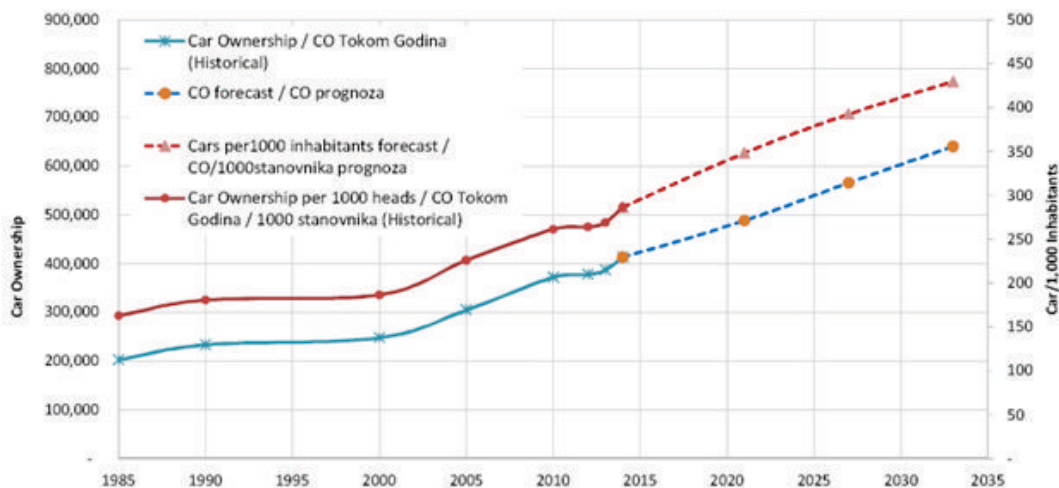
The results achieved by the European cities and towns are visible for their inhabitants and visitors, and reflect in reduction of air pollution and of noise in central parts, enhance the general activity of urban clusters and other benefits to economy and citizens.



. The usual view of Belgrade streets (photo: screenshot / Taxi cameras, "Autokomanda" node, 31 May)

Traffic problems are recognized in our towns too: the number of registered vehicles has been growing year in, year out, the car ownership trend¹ is also incremental. Car transport (and especially parking) takes more and more space in public areas, often to the detriment of space used by pedestrians and cyclists. Crowds and congestions are becoming a common picture not only in the capital city.

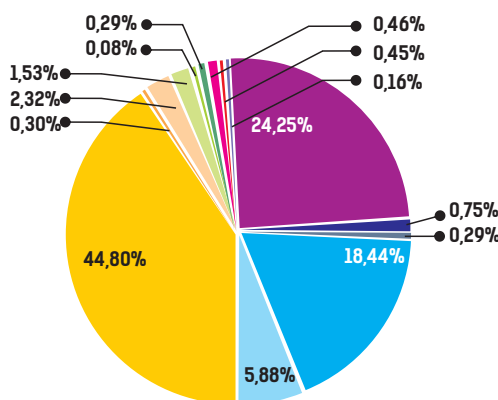
¹ The car ownership level is normally stated as number of passenger vehicles per 1,000 inhabitants. Developed European countries have a high car ownership level (e.g. Luxembourg has got a maximum of 670 cars per 1,000 inhabitants), while the number in Belgrade is somewhat higher than 300 cars per 1,000 inhabitants, but with an incremental trend (from 2005 to 2015, a growth from 250 to 300 cars per 1,000 inhabitants was recorded). The forecast is that this value will be as high as up to 440 cars per 1,000 inhabitants. (Source: Master Plan of Traffic Development in Belgrade - SmartPlan).



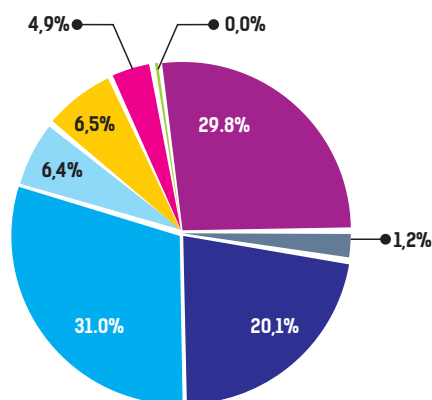
Car ownership level in Belgrade (Source: Belgrade SmartPlan)

The infrastructure used by pedestrians is in poor condition and irregularly maintained. In most our towns (with exception of Vojvodina), there are no cycling paths or other cycling infrastructure at all. Even in towns with a significant share of cycling movement in trip mode share² (e.g. Pirot, Valjevo etc.), there are no cycling lanes or paths, so cyclists move alongside with vehicles and pedestrians and don't feel safe in traffic. Movement of persons with disabilities and difficulties in motion is not paid due attention to. Public areas and institutions are often inaccessible, which makes public spaces not utilized equally by all social groups, which shouldn't be the case. The safety of all traffic participants is not on an enviable level at all, notwithstanding the significant investment of the local Traffic Safety Councils.

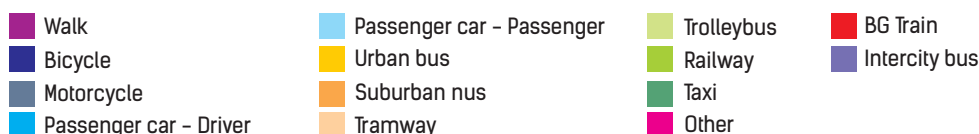
Belgrade



Valjevo



Examples of mode share, Belgrade and Valjevo (Source: Belgrade SmartPlan and Valjevo SUMP).



² Trip mode share or share of movement per transport mode constitutes one of the chief transport indicators, measuring the share of each means of transport in the overall volume.

2. | SUSTAINABLE MOBILITY AS A RESPONSE TO NEGATIVE IMPACT MADE BY TRANSPORT IN URBAN ENVIRONMENT

A sustainable urban mobility plan is a strategic document which follows up to the existing practice in transport planning. The principle of sustainable urban mobility planning is currently applied in 27 European countries. The importance of sustainable transport planning is ever more recognizable, and the leading role belongs to the countries like the United Kingdom and France, while other countries are in various stages of applying this modern concept.

Unlike the traditional transport planning, sustainable urban mobility plan implies **INTEGRATION, PARTICIPATION** and **EVALUATION AS THE CHIEF PRINCIPLES**, in order to meet the existing and future needs of population for mobility and ensure better life quality in towns and their surroundings.

INTEGRATION

The idea of integration refers to a comprehensive approach where the focus is not only on transport, but a much broader picture in terms of environment, social and economic impact and spatial scope which exceeds the boundaries of a town (expanding to regional and even national level). Integration refers to inclusion of various profiles into traffic problem solving, both engineering: civil, architecture, town planning, transport, electric, etc. and social: ecology, sociology, psychology, economics, etc, which are supposed to provide a comprehensive approach to addressing this issue.



Integration (Photo: Shane Rounce)

PARTICIPATION

The participation of all stakeholders designates the need to get all actors involved with the life of the town, in order to provide their views of the problem and propose solutions related to movement. Thus, better consideration of the problem is enabled, as well as reaching a solution acceptable to a broader group of people, which, consequently, enables better implementation (which is the ultimate goal of the plan).



Workshop with stakeholders

EVALUATION

Permanent evaluation of the impact of applied measures is provided by constant work on enhancing the plan, which makes a significant difference from conventional plans. The process of impact monitoring and implementation is carefully planned and implemented in order to enable better outputs of the plan implementation.



Measurement (Photo: Dids)

TRADITIONAL AND SUSTAINABLE TRANSPORT PLANNING

Why is the word **mobility** used instead of the word transport? People mainly identify the word transport with car transport, forgetting about modes of movement other than vehicles, such as walking and cycling, public transport, etc. With the word “mobility”, the intention is to emphasize the need to think about the movement of people rather than of cars. *The term “mobility” is possible to translate into Serbian as “motion” or “moveability”, but it has also been embraced and domesticated by the national experts in its original form.*

Traditional planning of urban transport	Sustainable planning of transport (mobility)
Planning mainly refers to infrastructure	Infrastructure is one of the ways to achieve the goals
Project planning	Strategic and targeted planning
Non-transparent decision-making	Transparent decision-making with public participation
The main goals are motor vehicle transport flow and rate	The main goals are accessibility of contents and life quality
Focusing on transport (cars primarily)	Focusing on humans
Intensive investment planning. Projecting costly investments.	Cost-effective planning. Smart and frugal projecting.
Meeting the needs for motor vehicle transport	Managing (shaping) the needs of motor vehicle transport so that the existing capacities suffice
Focusing on large and expensive projects. Projecting individual streets without considering the entire urban mobility system.	Focusing on efficient and gradual improvements. Projecting parts that fit in with the overall urban mobility system.
The competences of transport engineers	Cross-cutting character, sector integration: spatial regulation, environment protection, health, economy...
Selection of transport projects without strategic assessment	Strategic assessments of options against the set targets

The core difference between the two approaches is in being basically geared towards the planning process output:

- In the so-far practice, new conditions in transportation **system** have been created by solving the identified problems,
- In sustainable planning, the method is quite reversed, so we first define the way we would like the transportation system to look like (also known as VISION), and, pursuant to that, the ways to achieve the defined **vision** are then considered.



Meeting of the working group for development of SUMP, Pirot

WHAT DOES THE PLAN DEVELOPMENT PROCESS LOOK LIKE

The European Commission has officially vouchsafed the methodology for Sustainable Urban Mobility Plan development, widely known as the ELTIS methodology. Most SUMP in Europe have been drafted following this methodology.



The ELTIS Methodology chart 2.0 (www.eltis.org)

The key steps in plan development methodology:

Self-assessment – whether the town or local self-government is ready and resourceful enough to deal with the issue of transport planning, i.e. mobility in this way;

Looking beyond the plan perimeter – some problems and solutions must be defined together with or with support of regional or national stakeholders;

Defining the town's vision, i.e. attainable projection of the picture we would like to see in near or foreseeable future, which the goals, tasks and measures for achieving it emanate from;

Precise division of responsibilities and resources – accepting responsibility and clear identification of responsible institutions and individuals enhance the chances to succeed

Defining the indicators to measure the outputs of applied measures – the applied measures are appraised against the defined goals (which are measurable, i.e. defined by the indicators' target values), and monitoring is expected to provide the measuring of necessary indicators

The measures are possible to modify and change – depending on the indicators' target values and what we get from measurement after applying the measures, the

The visions of towns are a very important element of sustainable approach that fundamentally changes the planning concept, and constitutes a common expectation of probable and preferable future. The vision should be far enough from reality, and yet close enough to be attainable. For instance, the vision from Budapest's Sustainable Urban Mobility Plan – enhance the share of public transport to 50%, reduce the use of passenger vehicles by entire 15% until 2030.



The main street in Ljubljana, before and after the implementation of the SUMP measures (www.eltis.org)

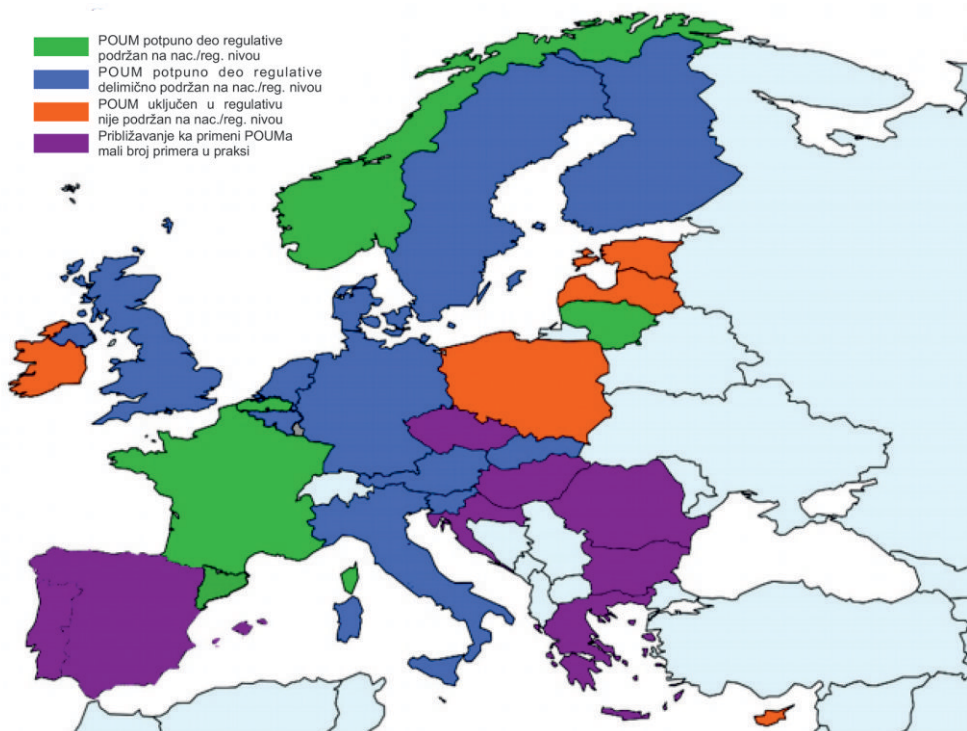
The measures envisaged by the plan are expected to enable the vision's realization. The measures should encompass all the aspects that can have impact on better conditions for movement in town, because it is never one single measure that solves a problem, but each measure is likely to contribute to a joint (synergy) effect reaching the set goals.

Examples from SUMP: improved pedestrian and cycling infrastructure, enhanced public transport quality, measures for enhanced safety of all users, improved accessibility, change of parking regime, introduction of new pedestrian zones and moderate traffic zones, new cycling lanes and generally more favourable conditions for use of bicycles.

Also, campaigns promoting healthy, active modes of movement are conducted, especially for the youngest. Combining the proposed measures enables more efficient achievement of the desired vision.

SUSTAINABLE URBAN MOBILITY PLANS IN EUROPE – REGULATIONS AND PRACTICE

In the past 25 years in Europe, efforts have been made towards an intensive change of approach to transport planning in towns through the concept of Sustainable Urban Mobility Plans. This process has reached different stages in various countries.



Distribution of sustainable urban mobility plans (<http://sump-network.eu>)

At the European level, a package of urban mobility policy measures (Urban Mobility Package) was adopted in 2013, basically relative to initiatives 31 (urban mobility plans), 32 (fee collection regimes) and 33 (city logistics) from the 2011 White Paper. The package is not binding for the member states, but serves as a set of guidelines for local self-governments and is focused on:

- exchange of knowledge and experience, seeking best practices and enhancement of cooperation;
- ensuring financial support;
- shifting gears of research to seeking specific solutions to urban mobility problems;
- improvement of international cooperation.

The pivotal document of the urban mobility package is “Towards a competitive and energy-efficient mobility”, followed by the SUMP Annex and four working documents on urban logistics, regulation of access in towns, use of urban roads and urban road safety.

In many European states, there is a legal obligation to develop Sustainable Urban Mobility Plans. Often times the obligation of plan development is embedded in the national, or regional regulations, like in France, Belgium and Spain. Besides stipulating the obligation, the national-level support is manifested as financial support instruments, as well as instructions and methodologies. The Belgian region of Flanders is considered to be one of the most advanced in terms of support to sustainable urban mobility planning –more than 300 towns of the region have developed SUMPs, some of them for second or third generation. This is a result of regional policy making, which stipulates the obligation of sustainable urban mobility planning at the local level.

As stated above, there are numerous examples of towns with successful implementation of sustainable urban mobility policy, which has resulted in tangible results of life quality enhancement. The example of Ljubljana, Capital of Slovenia, has often been quoted as a positive one. As a result of endorsed Sustainable Urban Mobility Plan, but also of clear and unequivocal political support, the narrow city centre was turned into a pedestrian zone sprawling on 1.3 hectares (enhancement by 660%). After the public transport services were improved, this mode of transport is used by 19% more population. As a transport mode, public city bike was also introduced, and more than 100ha of new green areas created in the city. All this has contributed to this city becoming the laureate of the prestigious Europe's Green Capital title, and hundreds of thousands of tourists testify of increased attraction of the city both for its inhabitants and for visitors. Some of Ljubljana's positive experiences are being introduced by the city of Belgrade – the “Vrabac” (“Sparrow”) electric vehicle intended for Belgrade's pedestrian zone as a counterpart to Ljubljana's “Kavalir” (“Cavalier”) introduced as early as in 2007.

The Austrian Capital, Vienna, is also one of the champions of mobility. Vienna's Sustainable Urban Mobility Plan is called STEP 2025 and enshrines a series of principles that all together strive to create a democratic city open to all – safe public spaces, common street use, access without barriers, gender equality, to name but a few. The famous Viennese shopping street, Mariahilfer Strasse, after a successful transformation in 2016, is experiencing a rebirth as a singular “common space” where pedestrians, cyclists and public transport all move together.

3. | SUSTAINABLE MOBILITY PLANS IN SERBIA

Following the European urban practice, some towns in Serbia have decided to change their practice of transport planning and begin a different transport-problem solving, not waiting for the legal obligation.

In developing the sustainable urban mobility plans, our towns see an opportunity to:

- ✓ applying for the European funds;
- ✓ cooperation with towns in the region and in Europe;
- ✓ testing innovative methods and solutions;
- ✓ improving the environmental quality;
- ✓ solving acute problems in traffic;
- ✓ creating better conditions for the movement of cyclists and pedestrians.

For towns in Serbia, the very process of plan development, during which the citizens and other interested parties get aboard and provide their own views and proposals for solving the problems related to urban mobility, could be even more important than the document itself. Serbian towns have also used the ELTIS methodology for drafting their respective SUMPs, first of all the town of Kruševac, and it is currently being used as the basis for developing such plans in Belgrade, Šabac and Pirot. This methodology could be said to be fully applicable to all towns in Serbia.

Kruševac is the first town in Serbia to have developed its Sustainable Urban Mobility Plan on its own. The Plan was approved in November 2017. A committee of representatives from different local services was tasked with the Plan development, and the representatives of the local administration took an active part in several European projects in order to exchange experience with their European counterparts. The plan implementation was launched in 2018, and the Committee for Monitoring the Plan Implementation was set up too. Kruševac is now actively sharing its experience with other towns in Serbia. The measures from the action plans are geared towards the enhancement of safety for all traffic participants, of accessibility, quality of local public transport and towards the reduction of passenger vehicle use.

The development of Sustainable Urban Mobility Plan for the Serbian Capital City is under way. The City Secretariat for Transport has entrusted the Plan development to the consortium of CEP-CESTRA planning companies. When developing a plan, comprehensive surveys are conducted and public participation is also very significant. Social media and opinion polls are used for communication with citizens. Belgrade's Sustainable Urban Mobility Plan is expected to be finalized during 2020. The Plan is supposed to provide answers to many challenges the city is facing with regards to transport.

The Sustainable Urban Mobility Plan for the town of Valjevo was developed within the “City Walk” – Cities for Pedestrians project, as part of the inter-regional Danube transnational programme funded by the European Regional Development Fund (ERDF) and by the Instrument of Pre-Accession Assistance (IPA). The main goal, with which Valjevo's SUMP development fitted in, is the improvement of the key conditions for walking as a means of urban mobility, with the idea to assist the Danube region towns in reduction of exhaust fumes and noise and in becoming safer, better places to be, enhancing the role of sustainable modes of mobility in a mixed urban transport, especially the modes of active transport such as walking and cycling. This project was awarded for its contribution to creation of more resilient towns with the 2019 RegioStars Award.

THE OBSTACLES AND OPPORTUNITIES FOR BROADER APPLICATION OF SUSTAINABLE URBAN MOBILITY PLANS IN SERBIA

As already stated, the applicable regulations in the Republic of Serbia have not recognized Sustainable Urban Mobility Plans so far. However, there is no legal obstacle to development of such a plan. **From the European countries' comparative practice it is evident that the introduction of Plan development as legally binding could be an incentive to a large number of towns**, but this is certainly not the only and sufficient prerequisite. Bearing in mind the size of our local self-government units and their capacities, not all municipalities could be expected to develop Sustainable Urban Mobility Plans, but it would be useful to envisage this possibility at least for towns.

The Strategy for Urban Development 2030 (“The Official Gazette of the Republic of Serbia” no. 47/2019) is the first strategic document at the national level approved by the Government of the Republic of Serbia upon the proposal of the Ministry of Construction, Transport and Infrastructure, which envisages and encourages the development of sustainable urban mobility plans. The actions plans for implementation of this strategy should envisage budgetary and other funds to foster the development of such plans at the local level.

The lacked capacities of local self-governments to deal with transport planning issues at the local level can be considered a serious obstacle to more massive addressing of the issue of sustainable urban mobility. Although the so-far practice has shown that it is necessary for the planning process to be run by the local self-government, and the assignment of developing the document itself may be delegated to a professional organization, in most local administrations there is an evidently low number of engineers of transport background and town planners who could run the process of plan development. One of the potentials existing in medium-sized towns, which could be used for further promotion and development of a sustainable urban mobility concept, is that of public town planning companies, traditionally gathering expert teams, transport engineers inter alia, but also other human resources that can contribute to the SUMP development process.

The towns that wish to tackle this issue more seriously are recommended to network, at the level of Serbia, region and on a larger scale. As sustainable urban mobility as a concept is strongly supported by the European Commission, there are many European networks of towns and experts created in order to exchange experience and knowledge. A town's membership in such a network brings opportunities for various types of cooperation, especially for training of staff, informing of potential for funding, partnerships, etc. One such network is CIVITAS, and for our local languages a regional network called CIVINET Slovenia – Croatia – South East Europe was created. German international cooperation (GIZ) has been actively participating in the TUMI and “Mobilize your city” initiatives, also with underlying goal of creating platforms for exchange of knowledge and experience at the European and global level.

THE EUROPEAN MOBILITY WEEK

The European Mobility Week (EMW) is an event supported by the European Commission since 2001. Marking the European Mobility Week could provide a great momentum to promoting the principle of sustainable urban mobility. It is a period when some permanent solutions can be tested (closing streets to car transport), opinion polls on transport and mobility in town could be conducted, air pollution and noise could be measured, etc. The events with the youngest population participating are of particular importance, but it is always important to bear in mind the focus of the campaign. During 2019, three towns in Serbia celebrated the EMW, and Kruševac, Pirot, Šabac and Bajina Bašta were running for the European Commission's Award having organized activities throughout the seven days of the event.



Cycling in Pirot, September 2019

RECOMMENDATIONS

The sustainable urban mobility plan does not necessarily need to become a legally prescribed planning act. However, in order for our towns to begin dealing with sustainable urban mobility planning to a larger extent, it is necessary to create an enabling framework for it. Such a methodological framework could be the Strategy for Sustainable Urban Mobility passed at the national level.

The Strategy for Sustainable Urban Mobility, followed by the finance programme, means a national policy or programme endorsed at the national level in order to encourage local self-governments to cope with the urban mobility challenges. Such a document of practical policy incentivizes towns to plan, finance and implement sustainable transport development projects.



Key stakeholders for promoting sustainable urban mobility in Serbia

The usual practice of developed countries is the line ministries financially supporting the towns within sustainable mobility areas. Countries with accelerated pace of development, such as China, Brazil and India, have launched the implementation of their respective national sustainable urban mobility programmes. Potential national-level funding mechanisms entail: public transport ticket pricing policy, parking rates, car ownership tax, fuel tax, congestion tax and additional car registration tax. A clear legal framework should also be integral part of the national policy, clear political and strategic commitment, roles and responsibilities of all stakeholders, as well as technical guidelines for traffic engineers.

Short-term measures aiming at further development of the sustainable urban mobility concept are as follows:

- ✓ support the Action Plan of the National Strategy for Sustainable Integrated Urban Development
- ✓ support the implementation of measures, using the existing available funds (environment protection funds, funds of the Traffic Safety Council)
- ✓ promote the good practice examples from towns that favour alternative transport modes (Belgrade, Kruševac, etc).



Useful links:

As stated above, there are numerous useful websites conducive for exchange of knowledge in the area of sustainable urban mobility. They offer the following available contents: methodology for development of SUMP, various manuals, instructions for citizens' participation, good practice examples from cities, as well as sustainable urban mobility plans from various European cities.

www.eltis.org

www.epomm.eu

www.mobilityweek.eu

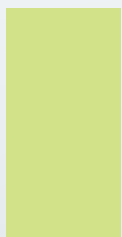
www.civitas.eu

www.civinet-slohr.eu

www.mobiliseyourcity.net

www.transformative-mobility.org

NOTES



SUSTAINABLE URBAN MOBILITY

A CHANCE FOR DEVELOPMENT OF
SUSTAINABLE TOWNS IN SERBIA



german
cooperation

DEUTSCHE ZUSAMMENARBEIT

giz

Deutsche Gesellschaft
für Internationale
Zusammenarbeit (GIZ) GmbH



Beogradski fond za političku izuzetnost
Belgrade Fund for Political Excellence

