



## Lesson 1: Delivery structures and processes to ensure coordination between municipal teams, with the mayor's office and other relevant authority

# 1

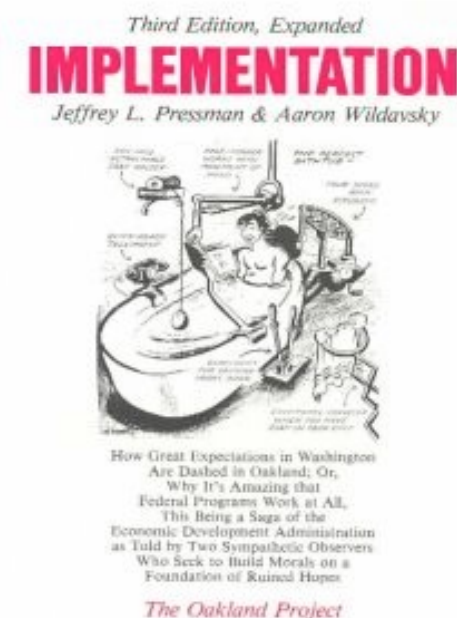
## Some definitions and key concepts

## Implementation, a well-known problem in policy research:

To put the policy into effect by establishing / employing an organization to take responsibility & ensuring it has the resources to do so.

“How great expectations in Washington are dashed in Oakland; Or, why it’s amazing that Federal programs work at all, this being the saga of the Economic Development Administration as told by two sympathetic observers who seek to build morals on a foundation of ruined hopes.”

(J.L. Pressman, A. Wildavsky, 1973)



## Implementation as a « missing link » or a « gap »: Findings from the policy research literature.

- A strong disconnect is to be expected between ambitious policy goals and visions and what is effectively achieved on the ground.
- There may be a broad agreement about policy goals, especially long-term such as featured in strategic planning documents and long terms visions, **but disagreements often appear when negotiating short-term goals and the allocation of means.**
- Two combined strategies often applied:
  - To incentivize and enforce policies to guide actor's behaviour to cope with – accept or adapt to – negative externalities (Geels, 2011);
  - To look for collaborations and initiatives with the civil society and the private sector (Loorbach and Shiroyama, 2016).

**But what about adjusting delivery structures and processes?**

## Implementation as a « missing link », a « gap » in governance: 4 Lessons for sustainable mobility planning in cities



1. Sustainable mobility planning is as much about implementation than about goals setting;
2. Implementation should not be conceived independently from the setting of policy goals and the design of policy measure;
3. Implementation is as much about means than about ends;
4. Implementation depends on stakeholders, contexts and rules.

Adjust delivery structures and processes to ensure coordination between municipal teams, with the mayor's office and other stakeholders at city level.\*

\* Coordination with authorities at other levels of governance is addressed in Lesson 2.

# 2

**Implementation as a  
« missing link » and a  
« gap » in governance.**

## Implementation, a « weak » or « missing » link in SUMP-PLUS cities' self-assessment of governance capacities: delivery structures

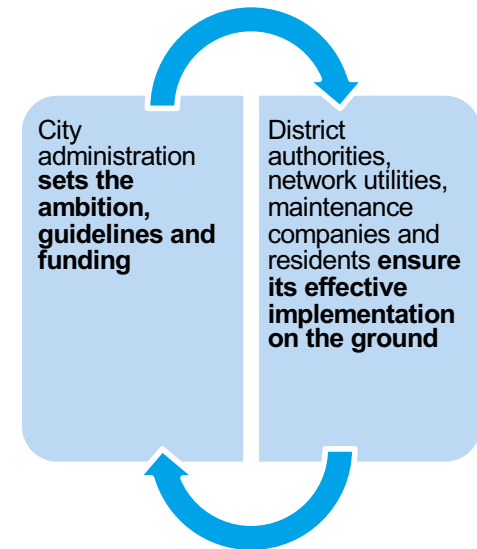


- While cities often hold a number of policy resources to develop an ambitious sustainable urban mobility agenda, delivery structures are identified as a "weak" or a 'missing" link:
  - Absence of a **dedicated sustainable mobility division** in the municipality - difficulty in implementing sustainable mobility policy objectives and making them operational
  - **Little room for maneuver** to adapt regulatory requirements to locally defined priorities
  - **Contrasting views and interests within the city administration** about preferred modes of intervention

# Implementation, a « weak » or « missing » link in SUMP-PLUS cities' self-assessment of governance capacities: delivery processes

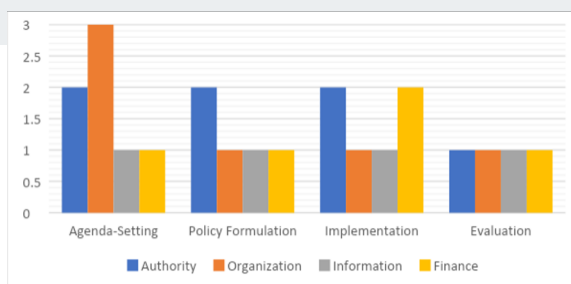


- While cities often hold a number of policy resources to develop an ambitious sustainable urban mobility agenda, delivery processes are identified as a "weak" or a 'missing" link:
  - ✓ **Limited coordination / competition** within city administration and between relevant organizations at city level.
  - ✓ **Limited access to operational capacities** (e.g., planning and monitoring tools, design guidelines, etc.)
  - ✓ **Limited enforcement capacity** (e.g., access rules and parking)
  - ✓ Limited ability within the city administration **to work with politicians and ensure their buy-in.**
  - ✓ **Limited capacity at integrated transport planning**, as opposed to transport-mode planning approach which provides opportunities for supporters of each mode.

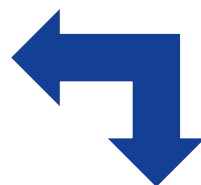




# Implementation, a « weak » or « missing » in SUMP-PLUS cities' self-assessment of governance capacities:



@ SUMP PLUS Project,  
Halpern & Sarti 2020.



An assessment of policy resources is done for each city to identify scope for leveraging opportunities.

- **Experienced cities** score medium on policy implementation, often including dedicated delivery structures and processes, as well as operational tools, including evaluation.
- **Intermediate cities** score medium on policy implementation, often including dedicated delivery structures and processes, but draw on limited operational tools.
- **Beginner cities** score low on policy implementation, lacking both dedicated delivery structures and processes, as well as operational tools.

Amount of resources	Agenda-Setting	Policy formulation	Policy Implementation	Policy Evaluation
City 1	▲ ▲	▲	▲	▲
City 2	▲ ▲ ▲	▲ ▲ ▲	▲ ▲	▲ ▲ ▲
City 3	▲ ▲	▲ ▲	▲ ▲	▲ ▲
City 4	▲ ▲ ▲	▲	▲ ▲	▲
City 5	▲ ▲ ▲	▲ ▲ ▲	▲ ▲	▲ ▲ ▲
City 6	▲ ▲	▲	▲	▲

## Implementation, a « weak » or « missing » link in SUMP-PLUS cities' self-assessment of governance capacities: Learning processes



- While cities often hold a number of policy resources to develop an ambitious sustainable urban mobility agenda, learning processes is identified as a "weak" or a 'missing" link in governance:
  - ✓ Limited **tools and processes to draw lessons** from past successes and experimentations
  - ✓ **Limited processes** to overcome a change of staff in city administration or in political majority
  - ✓ Need **to develop new expertise to expand and intensify** on sustainable urban mobility ambition, for example:
    - ✓ to revise the SUMP,
    - ✓ to reach out to adjacent municipalities
    - ✓ to address technological changes
    - ✓ to align with new policy priorities and wider social objectives, e.g., climate adaptation

# 3

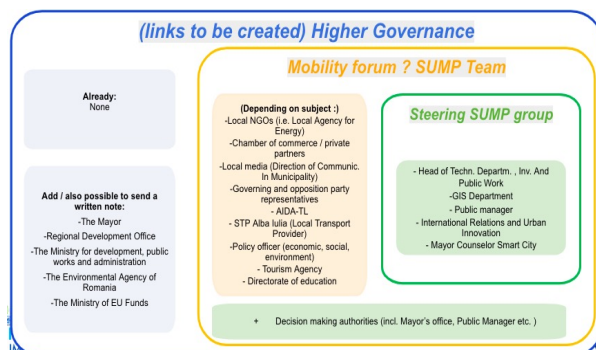
**What governance  
solutions to support the  
delivery of long-term  
goals ?**

## Strategy 1: Increased ownership and leadership within the city administration and beyond

- Whether the city administration has a department specialised in managing sustainability mobility issues or not, governance structures need to be adjusted to increase ownership and leadership within the city administration and beyond/
  - ✓ To avoid overlapping responsibilities and working in silo within the city administration To ensure consistency between policy agendas, budgets and priorities accross departments
  - ✓ To provide a common basis for internal and cross-departmental communication.
  - ✓ To help engage stakeholders outside the city administration (businesses, residents, etc.)

# Three different examples of changes brought to governance structures and processes at implementation stage

**Scenario 1:** There is no responsible person / team for sustainable mobility planning: the development of a SUMP provides a timely opportunity to do so.



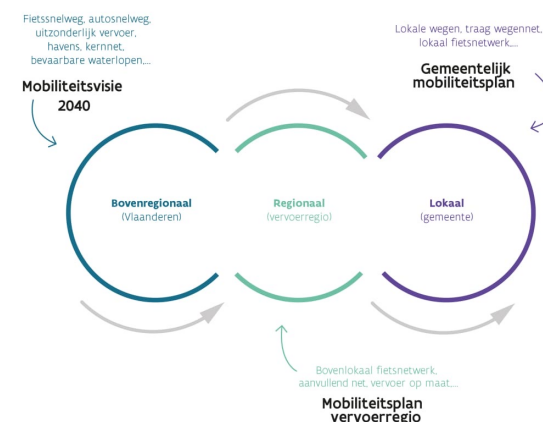
SUMP core group convenes a first meeting : define objectives, agenda and guests

Presentation of goals, timeline, introducing people to one another, asking about everyone's priorities in relation to mobility issues, etc.

Propose regular meetings, chaired by alderman, with agenda reflecting objectives and timeline of the project to discuss specific themes (tourism, education, etc.), measures etc. and providing all an opportunity to contribute (formal presentation and informal discussion).

**Scenario 2:** There is a newly created Sustainable mobility planning unit or department that needs to take leadership, working transversally across the city administration.

**Scenario 3:** There is already a strong Sustainable mobility planning department at city level, but the challenge now lies with the development of a region-wide transport authority, working together with adjacent municipalities and regional authorities to align long-term goals.



## Example, small city: establishing new governance structures and processes in Platanias (Gr)

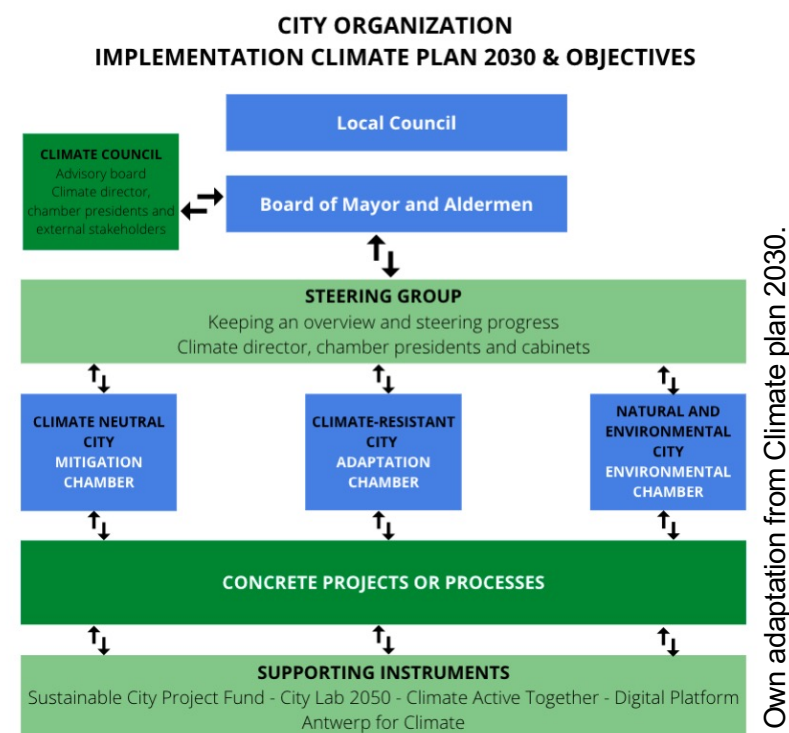
- How to draw on the SUMP development process to establish dedicated sustainable mobility governance arrangements ?
  - Three municipal departments are brought together,
  - A special councillor for mobility reports directly to the mayor on all issues concerning sustainable mobility,
  - Coordination extended to two adjacent municipalities (Chania and Kissamos) for joint long-term policy goals and measures

# Align long-term goals with carbon zero objectives

➤ What governance solutions to help articulate a 20–30-year vision and a strategic policy timeline, working across levels of government, while accelerating implementation in the shorter term ?

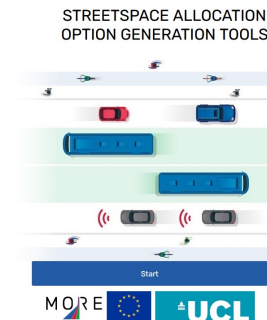
- ✓ Long term goals are revised and policy priorities are reshuffled, to align with carbon zero objectives
- ✓ New set of monitoring indicators and enforcement mechanisms

**Example : in Antwerp, sustainable mobility goals are being revised to align with the Climate Plan (2020) and under the authority of the dedicated climate governance structure.**

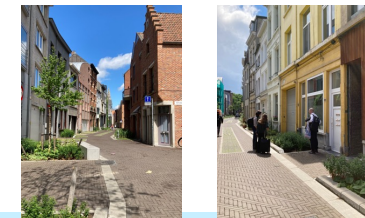


## Enhance pressure by shifting away from a mode-based towards an integrated approach

- While acknowledging the specific, short-term requirements & constraints of different modes and their respective policy communities, **an integrated approach** is needed to:
  1. Avoid the emergence of new silos and being trapped into micro-managing conflicts between different user groups
  2. Explore the scope for city-wide replication or scaling-up through business models, engaging local communities, goals-setting and indicators to measure progress.
  3. Align with long-term visions and take into account wider policy considerations.



H2020 MORE city partners selected a segment of their road network facing the greatest challenges now & in the future to adopt a streets as ecosystems approach & explore a detailed redesign work.



The climate streets programme, in Antwerp, to make the street space as climate resilient as possible – in this case « blue » and « green ».



# 4

**Main recommendation: to  
establish a transversal  
sustainable mobility working  
group**

## The setting of a transversal sustainable mobility working group : Objectives

➤ A first step and a necessary condition for long-term planning and implementation

- ✓ To assess the municipality's strengths and weaknesses in terms of integrated planning and policy capacity
- ✓ To make sure all relevant areas of the administration are well connected: establishing an efficient working structure
- ✓ To raise interest in the project at the highest level by including department heads in the working group and political ownership
- ✓ To create the basis for engaging with stakeholders (e.g., transport industry, businesses, ..) and citizen

## Main recommendations for smaller cities and towns:

- To structure the working group as multiple sub-teams which work in accordance with each other.
  - A 'Core Team': A multidisciplinary team which is regularly involved throughout the entire development of the SUMP.
  - A 'Steering Group': Provides guidance and input on strategic decisions throughout the entire planning process.

Sources :

- [https://smmr.asia/wp-content/uploads/2020/03/GIZ\\_SUTP\\_TD13\\_Urban-Mobility-Plans\\_EN.pdf](https://smmr.asia/wp-content/uploads/2020/03/GIZ_SUTP_TD13_Urban-Mobility-Plans_EN.pdf)
- <https://unhabitat.org/sites/default/files/2021/08/sump-guidelineseng.pdf>
- [https://www.eltis.org/sites/default/files/sump\\_topic\\_guide\\_smaller\\_cities\\_and\\_towns\\_final.pdf](https://www.eltis.org/sites/default/files/sump_topic_guide_smaller_cities_and_towns_final.pdf)

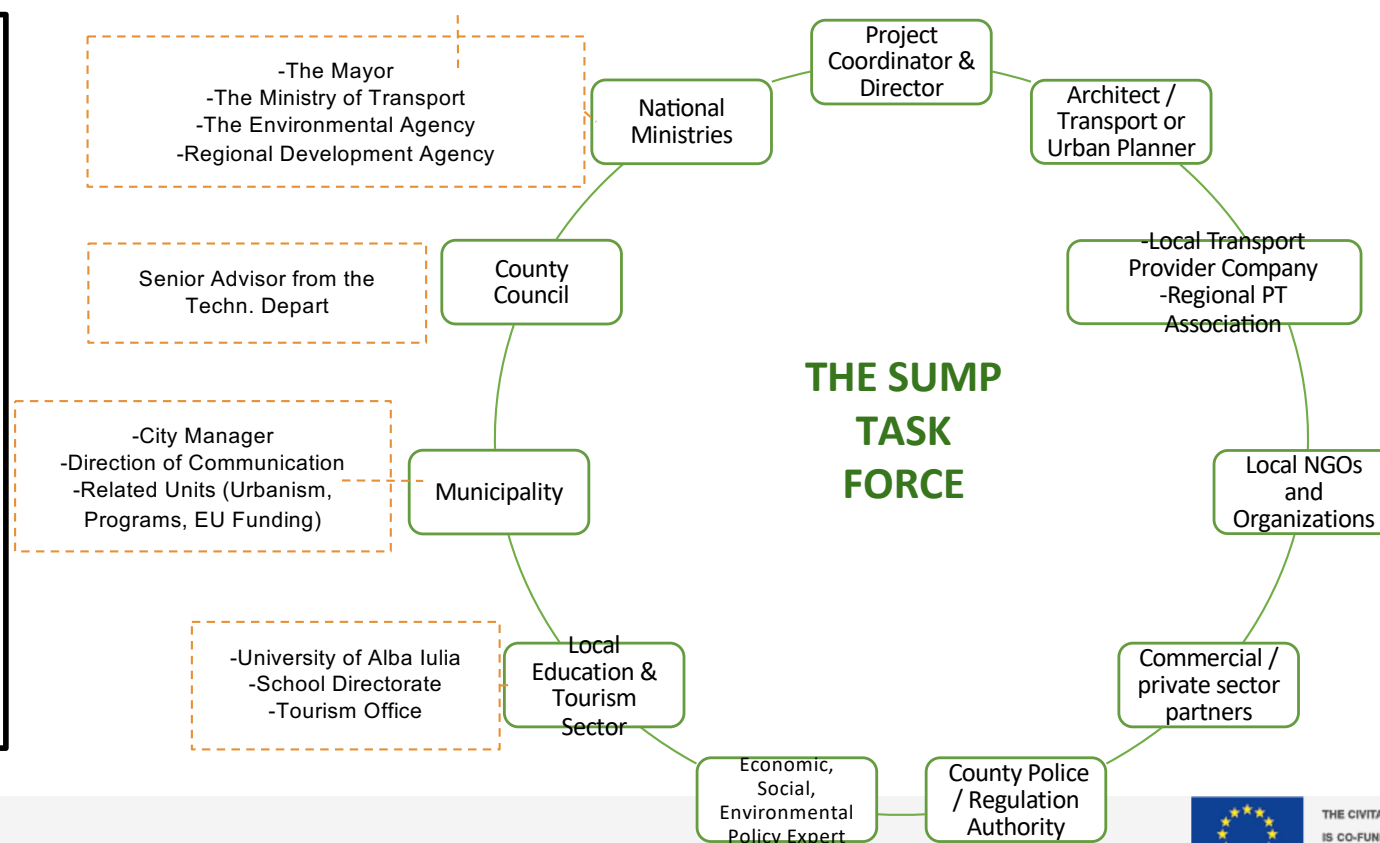


Urban Mobility Plans  
National Approaches and Local Practice

## Alternative 1: One general working group, to ensure representation from all relevant stakeholders:

### Inconvenients:

- Many parties & too many people in meetings;
- High risk of wandering off the subject and drifting away from the objective;
- Difficult to adjust everyone's agenda, less meetings,
- Inadequate communication.



## Lessons from another European medium-sized city:

### GOOD PRACTICE EXAMPLE

#### Koprivnica, Croatia: Early external support for the SUMP team

In 2014, the city of Koprivnica decided to develop a SUMP. As part of the first stage of the SUMP development process, the city researched which steps it would need to take and resources required to produce such a document. Based on this research, the Koprivnica SUMP team ascertained that there weren't enough resources and that therefore there was a need to involve external mobility experts. The SUMP team searched within Croatia for mobility experts with enough experience to guide the team through the development process. With the help of these experts, the city conducted a status analysis and a baseline traffic survey.

Author: Nebojsa Kalanj, collected by ICLEI  
Image: City of Koprivnica



- City of 34.000 inhabitants
- Limited national guidance and knowledge of SUMP
- Starting point of the SUMP Working Group: European Mobility Award working group
- Got support from external mobility experts for the SUMP team

Source: [ELTIS - SUMP Topic Guide: Sustainable Urban Mobility Planning in Smaller Cities and Towns](#)

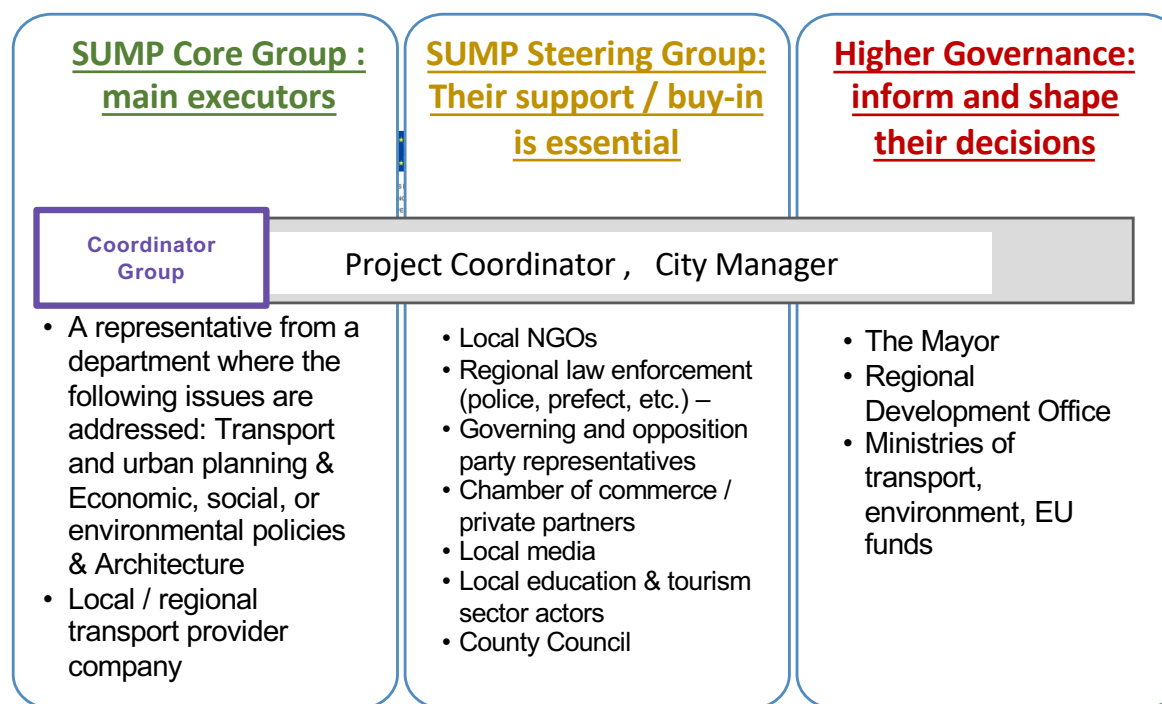
## Alternative 2: Different groups according to strategic / operational goals

### Advantages:

- The coordinator group has separate meetings with each group
- If there are tensions between / within each of these groups, it provides a space to address them

### Inconvenients:

- Silo between groups
- Slows downn the process



## Lessons from other European cities:

- ❖ Highlights the importance of having:
  - An inter-departmental core team for better coordination,
  - And a wider steering group which includes external experts and relevant stakeholders

### GOOD PRACTICE EXAMPLE

#### **Bielefeld, Germany:** Inter-departmental core team supported by wider steering group of experts and stakeholders

In Bielefeld, the five-person SUMP core team included representatives from the offices of mobility, urban planning, and environment, as well as the office of the Head of Department for urban and mobility planning and the local public transport provider. Choosing senior team members that were also involved in relevant parallel planning processes ensured good coordination and a strong link to political decision makers. The team was supported by an experienced external expert that conducted the mobility analysis, moderated and documented the participation process, and developed a vision and objectives based on several workshops with a stakeholder steering group. All results were developed in close coordination with the core team, which met regularly to manage the process and take decisions.

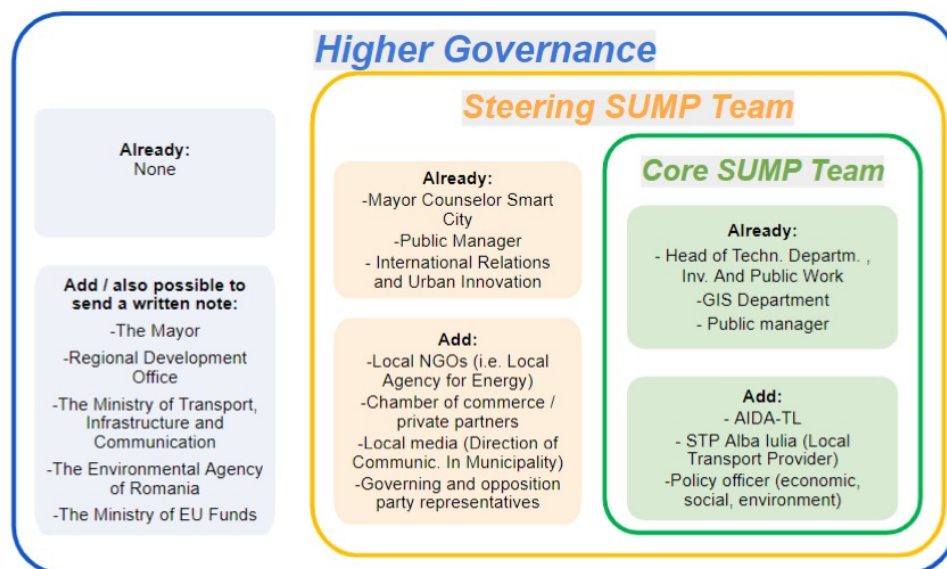
Author: Olaf Lewald, City of Bielefeld, collected by Polis  
Image: Grafikbüro Wijk



Source: [ELTIS - SUMP Annex to the Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan](#)  
[URBACT.EU - Integrated Action Plan / Sustainable Urban Mobility Plan - City of Bielefeld](#)



## Alternative 3: Generate collective leadership within the city administration



- Advantages:
  - One project coordinator, but the responsibility is equally distributed
  - No need for additional meeting, but either a joint session periodically or received an informing letter (Steering Team every 3 months, Higher governance every year)



5

To conclude!

## To conclude ...

- Implementation matters and raises specific governance challenges, whatever the size of the Municipality.
- The setting of a transversal sustainable mobility working group is a necessary condition for successful implementation:
  - ✓ It provides an action framework flexible enough- a set of basic principles - to take into account context-specific constraints.
  - ✓ Focus on small and medium-sized cities: it doesn't involve a major administrative reorganisation, staff hiring or budget extension
  - ✓ It fulfils a transformative role, by ensuring capacity-building and lessons-drawing over time and in spite of changes in political change, new technologies etc.

## What about experienced cities?

- Governance is a work in progress
- Whether seeking to upscale their sustainable mobility goals city/metropolitan wide or speeding up on net zero carbon objectives, pre-existing transversal working groups are being reorganised to ensure consistency with the new targets.