



# CIVITAS

Cleaner and better transport in cities

## E L A N

# CASE STUDY



## EXPLORING INTEGRATED MOBILITY PLANNING

### MOBILITY MANAGEMENT



#### MUNICIPAL PROFILE

##### LOCATION

Ljubljana, Slovenia

##### POPULATION

280,200

##### LAND AREA

275 km<sup>2</sup>

##### CIVITAS BUDGET

City's total budget: EUR 9,064,864

Total EC contribution: EUR 6,086,471

In recent years, issues surrounding increasing car dependency, congestion, air pollution and lower quality of life have made Ljubljana realise that its transport planning needed a revised approach. Traditionally, although transport strategies were included in spatial plans with the objective of reaching a more sustainable transport, the reality was very different. Therefore, Ljubljana decided to prepare a comprehensive sustainable urban mobility plan (SUMP) within CIVITAS. The plan is the first SUMP developed in Slovenia, and even though it was not formally adopted, it changed the perception of transport in the city and in the entire country.

#### Municipal context

Ljubljana is the administrative, cultural, economic, educational and political centre of Slovenia. A university city and a strong economic centre, Ljubljana concentrates one third of all capital and about 25 percent of employment nationally. It is a city that strongly influences the dynamics of the region and the entire Slovene economy. With 275,000 inhabitants and a total of 271.67 km<sup>2</sup>, it is among the smallest European capital cities.

The city's small size, urban structure and flat terrain permit good accessibility and allow various means to get around. However, in the past two decades, Ljubljana has been dealing with an increasing share for private cars and a sharp decline in the number of public transport users. At the same time, the share of cyclists, which has been steady for years, has stagnated. In turn, the quality of life is decreasing and air pollution, congestion and parking pressure are major issues of the city.



**LJUBLJANA IN CIVITAS**

Ljubljana (Slovenia) participated in CIVITAS ELAN, an innovative collaboration between the cities of Ljubljana (Slovenia), Ghent (Belgium), Zagreb (Croatia), Brno (Czech Republic) and Porto (Portugal). The motto of the project is “Mobilising citizens for vital cities.”

**CIVITAS ELAN**

CIVITAS ELAN took an approach where “Putting the citizen first” was at the core of the work in the five cities. Aside from encouraging involvement, its cities pro-actively worked to convince citizens that clean mobility solutions are in their interest. With its 68 activities, ELAN increased the modal share of walking and cycling, supported innovative freight delivery solutions, implemented innovative demand management, and increased the use of cleaner and energy-efficient vehicles. It ran from 2008-2012.

**READ MORE AT:**

[www.civitas.eu/display-all-projects](http://www.civitas.eu/display-all-projects)



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A snapshot of Ljubljana’s extensive pedestrian zone

**Introduction**

Urban transport strategies in Ljubljana and in Slovenia have traditionally been part of comprehensive long-term spatial approaches, aiming at improving modal split through a reduced volume of motorised traffic and promoting alternative transport modes.

However, these strategies mainly took infrastructure aspects of the transport system into account and many of the “soft” measures were missing. They mainly focused on vehicles instead of people, and had a predisposition towards big and expensive projects and deep faith in rather poor traffic models.

Another problem was the lack of horizontal and vertical integration. Activities on a municipal or local level were not in synch with regional or national programmes. The results were therefore quite limited and the municipality realised that a new approach had to be adopted.

The preparation process for the new spatial (and transport) strategy of Ljubljana started in 2002. This saw the development of a conceptual framework, which included extensive public participation and some measures for promoting sustainable mobility, for example a new tram, pedestrianisation, stricter parking management, public transport improvements. The latest developments concerning SUMP at European

level brought new aspects and elements into urban transport planning that had not been implemented in Ljubljana before. Therefore, in order to overcome the limitations mentioned above, Ljubljana decided to prepare an SUMP, a modern strategy according to standards set by recent European Commission-funded activities.

Between 2002 and 2010, while the new spatial strategy was being implemented, Ljubljana participated in two phases of CIVITAS, namely CIVITAS II (2005-2009) and CIVITAS Plus (2008-2012).

As there was a growing awareness about the need for new approach to strategic transport planning, the CIVITAS Plus call was an ideal opportunity to include an SUMP as one of the measures for Ljubljana. Also, the participation in a EU project was a terrific opportunity to involve European experts and knowledge in the development of the SUMP.

By developing a modern SUMP, Ljubljana would set the example in Slovenia. Furthermore, it would set a framework for implementation and coordination of all planned measures in the city.

**Taking a closer look**

The work performed benefited from the experiences and standards developed within previous EU projects, for example PILOT and

BUSTRIP, and other municipal activities taking place within the context of the thematic strategy on the urban environment. It was a long process involving several tasks and supporting actions.

The main steps in the process were represented by the status analysis; the development of a common vision; and the definition of the objectives and targets. This included defining policies and measures, assigning responsibilities and resources and setting up a monitoring system.



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CIVITAS Open Academy event on shared space



At the beginning of the work, an external advisory board was established to mitigate against a lack of local knowledge. Experts were of great help in solving dilemmas occurring among local stakeholders and helped with the peer review. They also spread their knowledge among local transport, land-use and environmental planners.

In addition, a CIVITAS Open Academy was established with the task of organising lectures of foreign experts from different fields of strategic transport planning. All in all, six events with eight renowned foreign experts were organised, covering several subjects, from car sharing to walking.

Aiming to improve citizen engagement, the events were open to all and more than 100 people participated in some events. Workshops were also organised so that interested people could participate in the preparation of the SUMP.

As well as running the SUMP process, a range of closely interrelated activities were undertaken. These included:

- meeting specific requirements in terms of coordination of the actors with an adequate horizontal integration;
- realising targeted outreach and participatory activities for citizens and stakeholders; undertaking particular efforts for cross-sector policy integration;
- achieving social inclusion and gender equality; working with the media;
- developing an SUMP marketing strategy; ensuring the availability of key staff skills; and performing a prudent technical management and evaluation.

The final proposal document was finished after nearly three years of work on the project. The measure included several innovative aspects. With the development of a new SUMP, Ljubljana became the first city in the country and one of the first in the new EU member states to transform its transport strategy into a modern SUMP.

The development of an SUMP is an innovative measure that helps to develop multifaceted policy responses, based on a long-term strategy. It encourages new efficient ways of local transport planning, while using existing resources. This innovative approach, which receives strong support from the EU, addresses

mobility in the urban agglomerations through integrated packages of transport measures and creates win-win solutions.

## Results

The SUMP document developed within CIVITAS should have been formally adopted and approved, to ensure the legitimate status of the policies defined in the plan and to secure accountability and acceptance.

Unfortunately, this did not turn out to be the case, with the city administration deciding not to follow this particular approach, but rather to develop a new version of the transport strategy with a broader content, including technical guidelines for planning. This new strategy was adopted in September 2012. However, its foundations lie within the SUMP, developed by the CIVITAS team.

Without the work done in CIVITAS, this strategy would not have been developed and adopted in this form. Thanks to the activities deployed within this measure, the city is now much more aware of the importance of SUMP and has adopted a more comprehensive approach to planning.

Many measures now support sustainable transport modes. With the CIVITAS Open

Academy events and external advisors, the city administration learned new skills and practices from abroad that could be transferred to Ljubljana and some of them have already been integrated. The whole process of developing an SUMP gave the City valuable knowledge and skills, indispensable for future integrated mobility planning.

## Lessons learned

Within the local staff, there was a lack of knowledge on sustainable transport planning. Hence, it is vital that staff have access to regular training. It is also important to integrate and involve as many stakeholders and city departments as possible, as this ensures full support and understanding of an SUMP.

Consequently, it was learned that it is very useful to include foreign experts in the development of an SUMP, if and when the local knowledge is not sufficient. It also helps in persuading the city administration to adopt the strategy.

Furthermore, the participation of citizens and stakeholders is essential to ensure that everybody understands the benefits of the process, supports and accepts it.

But by far the most important lesson learned is the importance of the initial and continuing



Training workshop on SUMP with Slovenian municipalities



high-level political support, starting with the Mayor. In the case of Ljubljana, the poor cooperation of the city's administration led to the consequent non-approval of the proposal document.

Decision makers should fully understand the SUMP and its benefits in order to agree with it. It may well be worth raising awareness among this particular group and educating them in order to give them a clear insight in the theme. If this is not assured, the document may be rejected.

It is also recommended to reorganise the municipality departments in such a way to put the mobility department in charge of planning, although this may take a lot of time, resources and energy.

### Upscaling and transferability

The knowledge gained is extremely valuable in terms of further work both for the Urban Planning Institute and the City of Ljubljana.

Ljubljana finally has a sustainable transport strategy, which will influence the transport planning in the future. This should be the start of an ongoing process of revising and regularly updating the SUMP, which should lead to the long desired modal shift from cars to sustainable transport modes in Ljubljana.

Moreover, by developing the SUMP for Ljubljana, new knowledge and experience are available to other cities in Slovenia. As part of the dissemination process, a SUMP manual was developed and published in order to provide guidelines and experience to other Slovenian cities.

Workshops and trainings also provided them with additional practical information to stimulate SUMP preparation and adoption.

Evaluation results showed that after the trainings, participants knew more about SUMP, its benefits and development, while only a few years ago none knew about SUMP.

Also the Ministry of Infrastructure and Planning recognised its importance and launched a national SUMP project, which opens even more possibilities for the future and also for Ljubljana. In 2012, the Urban Planning Institute of the Republic of Slovenia prepared another SUMP for a small town in Slovenia, which was also formally adopted.

The plan for the future is to encourage more municipalities to develop such a strategy, and to stimulate the Ministry to establish some legal framework for SUMP in Slovenia.



SUMPs require planning for people as well as cars

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#### References or sources

<http://civitas.eu/content/update-sustainable-urban-transport-plan>



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