

**Title:**

**How To Improve Framework Conditions for Mobility Management**

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Category: Workshop

In case of a workshop: The MOST Experience

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# How To Improve Framework Conditions for Mobility Management

## 1. Framework conditions as research subject

Within the EU-funded MOST project several demonstration sites have tested the use of Mobility Management strategies in various settings (schools, hospitals, new developments etc.). To learn from the implementation process and evaluation of results about barriers and success factors was one of the aims of MOST (see the contributions of Wilhelm and Finke in this publication). The picture will not be complete, though, without taking into account the numerous influencing factors which are beyond the reach of the implementers of Mobility Management strategies. All factors that can contribute to success and failure of a Mobility Management scheme, but which cannot be influenced by the local project are considered *framework conditions* for Mobility Management. Their influence can be powerful as the following examples show.

- ? In the *United Kingdom* mobility plans for companies and schools are supported by the national government which in 2001 issued a € 14 million funding programme for 111 mobility managers in local authorities across the country.
- ? Financial incentives such as cost reimbursement can be useful instruments in company Mobility Management. In *Germany* the use of incentives has been difficult because it was treated as taxable income of the employee – diminishing the worth. Now the employer contribution to a rebated public transport commuter ticket ("Job-Ticket") is tax free.

This article gives a brief summary on the policy analysis and recommendations of the MOST project on the issue of framework conditions for Mobility Management. The full report has been published as "The Framework for Mobility Management across Europe" (MOST 2003b). A longer summary can also be found in Chapter 5 of Final Report of the MOST project (MOST 2003a).<sup>1</sup>

The MOST research has looked into the following aspects: *political/programmatic, legal/regulatory/fiscal, financial, education/qualification* and *organisational* framework conditions. As in some countries there are not many direct references to Mobility Management yet, also indirect conditions have been analysed. Indirect conditions are considered to be all influences on Mobility Management policies and implementation from other policy fields. They can have, for example, a direct influence on the supply of sustainable modes.

The framework analysis has been carried out on different administrative levels: The *European*, the *national* and the *local* level. In political reality the levels are connected and influence each other. This article will concentrate on the national level (cf. Ch. 2). At this level the influence on local transport strategies is rather high. Also it can be shown, that especially in those countries, where the national level has become active, the overall level of practice has increased (e.g. United Kingdom, Italy, Sweden).

Main outcome of the MOST research is the *P.A.I.R.-scheme* (cf. Ch. 3). This scheme has been developed to structure a field of influences. It differentiates six domains, which have been identified as crucial factors for success and helps the assessment and improvement of the situation in each country.<sup>2</sup> The structural and institutional framework conditions might set the limits for activities of the local actors. However, "background factors do not make policy. Policymakers do" (Lundquist 1980)

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<sup>1</sup> All MOST reports can be accessed under <http://mo.st>.

<sup>2</sup> The presentation at the workshop will focus especially on the exemplary application of the P.A.I.R.-scheme.

## 2. Framework Conditions for Mobility Management on a National Level

The framework conditions for Mobility Management on a national level have been analysed for twelve countries across Europe.<sup>3</sup> Here, only a brief overview can be presented. Some selected examples from the report illustrate positive conditions in one of the analysed aspects (see above).

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 this chapter 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 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.

### ***Example: United Kingdom***

With its White Paper in 1998, the government issued a clear policy statement for an integrated, sustainable transport system that is strongly supportive of Mobility Management. It has led to a number of subsequent activities directly concerning the advancement of Mobility Management. Companies, schools and lately hospitals have been identified as important trip generators. The Government wants to encourage widespread voluntary take-up of *travel plans (mobility plans)* and it wants to lead by example. Over 1000 government buildings have now developed travel plans. The Government is also looking to local authorities to promote them through the Local Transport Plan process. It has awarded grants to local authorities to employ 111 travel plan advisors across the country to help schools, businesses and other organisations in their area to make progress (budget of £9 million over three years). The government established the School Travel Advisory Group (STAG) in 1998 to spread best practice and to identify practical ways of reducing car use whilst at the same time improving safety on the journey to school. There is a Government funded programme that offers free site-specific advice. Information and guidance is offered through the transport ministry website ([www.local-transport.dft.gov.uk](http://www.local-transport.dft.gov.uk))

In general, Mobility Management has not yet found itself high up on the political agenda, regardless of the ideological direction of the administration in power. 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 still at a formative stage and has not developed a great deal. 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).

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<sup>3</sup> Austria, Belgium, the Czech Republic, France, Germany, Italy, the Netherlands Portugal, Spain, Sweden, Switzerland, the United Kingdom.

Concerning the legal framework, currently, there are no direct laws which make mobility plans or mobility centres mandatory. At this point in time attention should be directed at those legal and fiscal policies that could have an indirect benefit for Mobility Management. For example 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.

***Example: Sweden***

In October 2001, the Government presented its Infrastructure Bill for a transport system that is sustainable in the long-term. In December 2001, Parliament adopted the direction and proposals contained in that Bill, and in March 2002 the Swedish National Road Administration was issued a directive by the Government to draw up a new national road transport plan for the period 2004 – 2015. The Swedish National Rail Administration was also directed to draw up long-term plans, and similarly the County Administrative Boards has to draw up county plans. In the directive to the Swedish National Road Administration, interim goals were stipulated for attaining a sustainable road transport system, and the so-called "*four-stage principle*" is to apply. Measures are to be analysed in the following descending order of priority:

1. measures to influence the need for transport and choice of transport mode
2. measures for a more efficient utilisation of the existing road network and vehicles
3. limited re-construction works
4. new investments and more extensive reconstruction works

***Example: France***

The relationship between urban planning, transport and parking policies is a strong precondition to develop Mobility Management. The recent law on urban solidarity and renewal (SRU) may encourage more active working as a result of the urban mobility master plan (PDU). All agglomerations of more than 100.000 inhabitants (almost 60) have to implement a PDU. The smaller ones can also implement a PDU voluntarily (almost 20-30 in progress). The SRU law promotes the development of travel plans in companies. It requires the urban public transport authority responsible for managing the PDU to set up a mobility consulting service for large companies and other establishments. These services will be implemented progressively as soon as the national guidelines to implement a travel plan and for mobility consulting (both expected for September 2003) are published.

The current fiscal situation provides both incentives and disincentives towards 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.

***Example: The Netherlands***

Until 2001 Dutch employees, when they lived more than ten kilometres away from their work, could deduct a certain amount from their taxable income for their commuter trip. Since 2001 only users of public transport and bicycles can deduct a certain amount, car drivers can no longer do so. Employers may compensate (part) of the commuter trips without being taxed. When employees use public transport the employer may pay all the costs. When employees use other transport modes and live more than ten kilometres away from their work, the employer can give a non-taxable compensation, that varies from € 780 to € 1560 a year. A driver of a carpool may be given € 0,28 a kilometre without being taxed. If this is the case his passengers get no compensation at all. Employers can give bikes to their biking employees up to a value of € 749 (incl. VAT). Employees who drive company cars can be charged up to 25 % of the car's original price including VAT yearly, depending on how much kilometres they

use these cars for private trips. When an employee uses his own car for business trips, he may have a tax-free compensation of €0,28 a kilometre. When he uses his own bike the compensation is €0,05.

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.

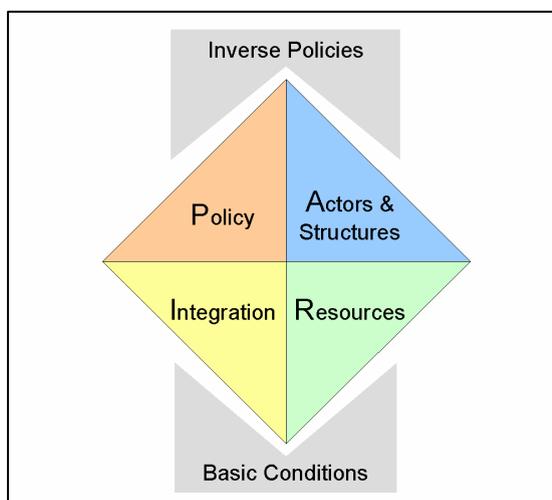
Regarding the qualification of the acting persons, one must say that transport formerly was an exclusive claim of economists, engineers and other technicians. Currently, there is an unintentional trend, particularly within the UK, to recruit mobility co-ordinators who have teaching, marketing, PR or sales backgrounds. The skills these people already have are very useful in the Mobility Management setting. More often than not mobility managers have to 'sell' the idea of Mobility Management and encourage people to travel by sustainable modes through the provision of incentives and better information etc. Qualification programmes nowadays are more multidisciplinary in content 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 an 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 sustainable travel behaviour.

The situation in each country is not always congruent. In country A there might be a good policy, but a legal and fiscal situation favouring the car and little qualification of professionals. In country B there might be a great deal of activity by non-governmental organisations but little administrative policy support. A classification matrix (cf. Table 1 in the Annex) should help to gain both an European 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. Although the countries shown in this matrix are chosen thoroughly it is neither a complete nor a concluding compilation.

### 3. Recommendations for Improvement: the P.A.I.R.-scheme

Mobility Management is a co-operative process, which relies heavily on alliances of different stakeholders. To implement Mobility Management schemes successfully on a local level various influences can either be supportive or restrictive. The main result of the MOST analysis is the P.A.I.R. scheme. The main aim is to enhance the ability of policy makers to assess and improve their situation, whether it be locally, on a national or European level.



**Fig.1:** The P.A.I.R.-scheme for improving framework conditions

The **P.A.I.R. scheme** (cf. Fig.1) differentiates six domains, which have been identified as crucial factors for success. Four domains are concerned with the core conditions:

- ? **Policy** – high-level guidance and course of action
- ? **Actors & Structures** – people and organisations, agency and exchange
- ? **Integration** – links with transport and non-transport policies
- ? **Resources** – available means and sources of support

Each domain is characterised by several recommendations:

## **Policy**

*(1) Leading policy documents should be clear and include Mobility Management.*

The right political framework conditions are a core requirement for successful Mobility Management. Transport policy usually builds on several lead policy statements and documents. Mobility Management approaches should be included in these and should be reflected in their general objectives and strategies.

*(2) The arguments for applying Mobility Management should reflect the prevailing societal needs.*

Mobility Management can be implemented for various reasons and with differing objectives. Whereas environmental concern has been a longstanding motive for Mobility Management, increased efficiency or a reduction of congestion can be of equal importance. To achieve favourable conditions for Mobility Management it is important that the argument follows the primary societal concerns and themes of discussion.

*(3) Responsibilities between sectors (public, private, public-private-partnership) and levels of government (local, regional, national) have to be clearly assigned*

Several levels of government are involved in Mobility Management and their respective role needs to be clear. On each level, but predominantly on a local or regional level, private activities play an important role. Both private and public actors need a sound understanding and acceptance of the approach. Since Mobility Management can both be initiated in the public or the private realm, but is mainly concerned with the establishment of public-private partnership, the relation of the sectors needs to be defined.

## **Actors & Structures**

*(1) A successful promotion of Mobility Management needs anchor points.*

Mobility Management strategies depend on certain structures and agents (“anchor points”). Therefore a clear responsibility needs to be assigned within the administration on all levels. But promoters are also crucial among non-governmental organisations, lobby groups etc. Here, active individuals can become champions for the development of respective strategies.

*(2) A co-operative and communicative mode of governance offers a greater ability to implement Mobility Management.*

Mobility Management is an approach which relies heavily on co-operation between different stakeholders. As such it needs a co-operative administration. Communication, networking, exchange, consultation and involvement of stakeholders are some key principles for such a mode of governance.

*(3) The approach needs to be consistent across levels and sectors.*

The development of Mobility Management can start from the top with high level authorities as a driving force or from the bottom-up with local activities. But whether the development is top-down or bottom-up – “political marketing” is needed to achieve a consistent approach across levels and sectors (cascade policies).

*(4) Qualification of key personnel beyond technical knowledge is crucial.*

Since Mobility Management is as much a communication as a technical task, qualifications in this area should be universally recognised. Existing personnel should receive further training and an appropriate qualification in recognition of that training. New personnel should be recruited from a wide range of disciplines.

- (5) *There could be a need for more formal organisational structures, if the embedding of Mobility Management in existing organisational structures is too slow.*

In a first step Mobility Management issues should be incorporated in the existing structures in the fields of transport, planning, land-use, environment, health etc. If the existing organisations are not willing or able to cope with the extended demand, a formal organisational structure devoted to Mobility Management should be considered both as a competence centre and as a promoter.

- (6) *European exchange and co-operation offers the opportunity to learn from best practice – including in the field of framework conditions.*

Exchange principally of information Mobility Management in Europe should not only be on implementation and best practice but also on the best framework conditions. The analysis of transferability is a priority.

## **Integration**

- (1) *Mobility Management policies should reflect the multi-modal nature of the approach.*

According to the multi-modal nature, the first step of integration should give attention to all transport modes including interchanges. Although the sustainable modes (public transport, cycling, walking, shared car-use) are priorities, the individual car should be included.

- (2) *A combination of push and pull, “carrot and stick” measures in transport policy will assure a higher degree of effectiveness.*

The combination of push and pull measures offers the opportunity to link Mobility Management with established transport policies such as infrastructure investment, regulatory or fiscal instruments. Mobility Management should not be seen as a panacea by itself but rather it should be integrated with a full catalogue of environmentally sustainable transport policies.

- (3) *Making the technical link is important for the further development of Mobility Management.*

Combining mobility services with telematics, traffic management and IT-solutions will enhance the advancement of Mobility Management. Whereas Mobility Management has often been associated with a less technical approach, in the future we will see a further integration of Mobility Management and telematics in the area of information and organisation.

- (4) *The early integration of Mobility Management with land-use planning and development policy is often cited but hard to achieve.*

Another example of an area that could benefit from being integrated with Mobility Management is that of land-use planning. The opportunities available to apply Mobility Management will increase if it is a fixed requirement of all new developments (both residential and commercial). Here, a revised planning framework is needed in most countries.

- (5) *A high potential can be assessed for linking Mobility Management to non-transport related policy areas.*

MOST has shown that there is a considerable possibility to link Mobility Management with non-transport policies, that are sharing some of the same objectives (e.g. quality of life, better health, safer environment, efficiency). Progressive integration of such policy areas with transport offers the potential for new motivational alliances and reaches out to areas such as education, health, environment, social inclusion or business development.

## Resources

- (1) *Knowledge is the most important tool – therefore research and innovation in the area of Mobility Management is necessary.*

Despite the growing research effort in the field of Mobility Management, there are various themes that need further investigation. Changing mobility behaviour is a complex task which is not yet fully grasped. Moreover, the evaluation of effects of Mobility Management on mobility behaviour needs a stronger evidence base and requires long-term research.

- (2) *Long-term financing for Mobility Management must be secured.*

Funding for Mobility Management does not necessarily have to come from public sources alone, but specific (national) programmes will help. If no specific Mobility Management funds exist, there is a need for practitioners to be “creative” with existing programmes. The contribution of private funding, especially from the business sector, needs to be explored.

- (3) *Information and guidance are necessary to achieve high quality implementation.*

The existence of specific information on concepts, tools and best practice examples, general guidance through handbooks or consulting services for Mobility Management applications is essential.

- (4) *In the long run quality standards and quality management are instruments that are essential to secure the quality of service and also cost efficiency.*

MOST has started to incorporate quality management into Mobility Management through the use of the EFQM model. As a general framework standardisation, processes and quality management characterise more advanced stages of Mobility Management practise.

- (5) *Legal resources can be an important support for Mobility Management, but the need for legal requirements is disputed.*

The need for a legal requirement for Mobility Management, e.g. for companies to develop Mobility Management plans, is being disputed. On the one hand this ensures fundamental support to local authorities, on the other hand it does not necessarily guarantee the quality of the measures. Often small incremental changes in the existing legal framework will be of more help than substantive changes in law, e.g. concerning the fiscal treatment of (financial) incentives for employees.

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

Without a *good supply of alternatives* to the single occupancy car all information and communication efforts of Mobility Management are futile. Therefore the first step is to work on continual improvements to the provision of alternative modes (including infrastructure measures).

Mobility Management is a policy approach which clearly supports the *objective of a sustainable transport system*. If general transport policy on the different levels, and the vision of the main stakeholders, is not geared towards this goal the conditions for Mobility Management are quite unfavourable.

The notion of “*mobility culture*” stands for shared attitudes, values, goals and practices that characterise a city, region or country concerning mobility. It includes the pattern of knowledge and behaviour regarding the transport modes. The existence of a cycling culture for example, supports the development of multi-modal services. Another central issue

is the treatment of public transport – as part of community services or as marginal mode for those without access to a car.

### **Inverse Policies**

Even if the supportive framework for Mobility Management is well developed and balanced in all areas, there can be important driving forces which counteract any effort towards an effective implementation of Mobility Management. Inverse policies is a term for all policies which develop unintentional contrary effects for Mobility Management. These can be both transport and non-transport policies, e.g. heavy road infrastructure investment, planning requirements which require a definite number of parking places or a tax system which does not allow an employer to financially support rebated public transport passes for its commuting employees. A rigorous screening of all potential inverse policies for Mobility Management should provide a number of new initiatives that could be introduced to remove existing barriers.

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 that must be differentiated according to a country specific basis.

With a good supply of alternative mobility options and the general goal of sustainable transport as a solid background, a first step includes the introduction of the “Mobility Management” approach in leading policy documents; further development is needed in the area of integrating multi-modal policies and high quality guidance on the subject needs to be produced. Responsibilities among the levels of government and between private and public sectors should be assigned and clearly anchored in the institutions. At the same time the governance structure needs to work towards developing a co-operative and communicative style. Possible unintentional, but negative effects on Mobility Management of other related policies should be closely examined. Along these lines Mobility Management is evolving slowly but positively across Europe and has the potential to contribute its share to transport and mobility solutions.

### **Literature**

- MOST Consortium (Eds.) (2003a): Mobility Management Strategies for the Next Decades (MOST), Final Report. Graz.
- MOST Consortium (Eds.) (2003b): Framework for Mobility Management across Europe. Report D 6 of the MOST project. Graz.
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*All MOST reports will become available under <http://mo.st>*

## Annex

Country Type	Policies National Authorities	Objectives and Strategies National Organisations	Legal and Fiscal Framework	Public Funding	Education and Qualification	Organisational Conditions
<b>CC</b> Catalyst Countries	<p><b>United Kingdom</b> Central Government is pushing the issues of Mobility Management for companies and schools</p> <p><b>Switzerland</b> General orientation on sustainability in transport policy of the national government</p> <p><b>Belgium</b> Supportive attitude of the national Government for Mobility Management in companies and national plan for sustainable mobility</p>	<p><b>United Kingdom</b> A range of organisations and networks work towards developing Mobility Management</p>	<p><b>The Netherlands</b> Fiscal rules have been improved to support company Mobility Management</p> <p><b>Sweden</b> The Transport Bill from 2001 supports Mobility Management in a positive manner</p> <p><b>Italy</b> A decree requires companies to draw up mobility plans and establishes a support structure</p>	<p><b>The Netherlands</b> A budget for Mobility Management is available to the regions according to levels of congestion</p> <p><b>Italy</b> Funds are provided to municipalities and companies in relation to the legal decrees</p> <p><b>United Kingdom</b> Financial support is available for installing mobility managers at local authorities to work with schools and companies</p>	<p><b>Austria</b> The first professional training for mobility consultants was developed</p>	<p><b>The Netherlands</b> There are long established regional structures for consulting of companies as well as guidance and software tools</p> <p><b>United Kingdom</b> School Travel Advisory Group to spread best practice of reducing car use on the journey to school.</p>
<b>TC</b> Threshold Countries	<p><b>Austria</b> Transport and Environment Ministries are conducting pilot projects</p> <p><b>Germany</b> The modal organisational structure of the Transport Ministry is a hindrance for a multi-modal approach such as Mobility Management.</p>	<p><b>Switzerland</b> The awareness of large (public) transport providers is rising</p> <p><b>Germany</b> A number of large and small organisations are involved in Mobility Management</p> <p><b>Belgium</b> Several non-governmental actors work for the objectives of Mobility Management</p>	<p><b>France</b> Legal framework on urban transport master plans (PDU) supports Mobility Management</p>	<p><b>France</b> New grants are available for companies and public transport authorities but are little known</p> <p><b>Sweden</b> Some funding is available but its share is rather small compared to the overall transport budget</p>	<p><b>Italy</b> Short courses for mobility coordinators are available</p> <p><b>Belgium</b> Several possibilities for professional training and seminars including Mobility Management</p> <p><b>Sweden</b> Courses for mobility coordinators are available, seminars are held in different places</p>	<p><b>Spain</b> Transport consortia have been created at the regional level which also implement Mobility Management</p> <p><b>Germany</b> Existence of several handbooks and guidance; pilot projects have produced supportive tools.</p>
<b>FC</b> Follower Countries	<p><b>Spain</b> At present there are no specific objectives, policies or strategies at the national level</p> <p><b>Czech Republic</b> Broad discussion, dissemination of results and best practices is needed to initiate a development</p>	<p><b>Sweden</b> Almost no strategies relevant for Mobility Management</p> <p><b>Portugal</b> Few transport related organisations or lobby groups relevant to Mobility Management</p>	<p><b>Austria</b> The existing framework favours car use and has seen few changes</p> <p><b>Czech Republic</b> A legal framework in support of Mobility Management is lacking</p>	<p><b>Portugal</b> National level funding for Mobility Management is not significant</p> <p><b>Czech Republic</b> No public budgets in support of Mobility Management</p>	<p><b>Portugal</b> Transport is led by engineers with few training offers for Mobility Management</p> <p><b>Spain</b> The educational framework does not actively enhance the development</p>	<p><b>France</b> The fragmentation of the national authorities leads to disorganised initiatives</p> <p><b>Austria</b> The organisational framework is still underdeveloped but outlook is positive</p>

Table 1: Status of framework conditions in selected countries