







SODDS

SUSTAINABLE URBAN MOBILITY PLAN IN BURGOS

EXECUTIVE SUMMARY
Short Report

May 2018

HIGHLIGHTS OF THE SUSTAINABLE URBAN MOBILITY PLAN CRITERIA IN BURGOS

A Sustainable Urban Mobility Plan is a strategic plan designed to satisfy the mobility needs of people and businesses in cities and their surroundings for a better quality of life. It builds on existing planning practices and takes due consideration of integration, participation, and evaluation principles.

According to the European Commission and the Green Paper on Urban Mobility (European Commission, 2007), urban transport in the European Union is responsible for almost 40% of CO emissions from the total for the transport sector, and 70% of emissions of other pollutants. The same paper reports that 69% of road accidents occur in cities, and one out of three fatal accidents takes place in urban areas, with pedestrians and cyclists the most vulnerable in the system, and the main victims. According to the paper, each year the European economy loses around one hundred billion euros -representing 1% of EU GDP- due to urban congestion. However, these figures are in line with the population distribution: 74% of the European population lives and works in cities, with a projected increase of up to 82% by 2050, according to the European Commission (2012).

Dekoster and Schollaert (1999) noted that nearly 50% of car journeys in cities cover less than 8 km, and less than 3 in approximately 25-30%. These distances could easily be covered by a more sustainable transport mode (walking or cycling). In accordance with the principle of subsidiarity in the European Union (1992), cities are ultimately responsible for their mobility and for providing accessible, safe and equitable transportation for their citizens (European Commission, 2007). Cities are also in charge of developing a Sustainable Urban Mobility Plan (SUMP), whose main objective is to provide and

promote alternative means of transport to private cars (Monzon et al., 2006).

The first official document published on this subject in Spain dates from 2006: "Guía práctica para la elaboración e implementación de Planes de Movilidad Urbana Sostenible - PMUS" ("A Practical Guide for the development implementation of Sustainable Urban Mobility Plans - SUMPS"). These guidelines were promoted by the IDAE (Spanish Institute for the Diversification and Saving of Energy at the Ministry of Industry), although some cities -Burgos among them- had previously drafted their own mobility plans. SUMPs require major investments from cities, and involve a series of actions to be developed over a period of about ten years. These actions affect city planning, changes in urban roads, public transport, Intelligent Transport Systems (ITS), and even mobility behaviour changes, always interacting in a harmonised way (Diez and LopezLambas, 2014).













However, although they may include assessment and control systems, cities that implement SUMPs still have no certainty about their degree of success during the process. This is mainly due to their relatively recent introduction (SUMPs have been mandatory in Spain since 2011 through Law no. 2/2011 as a condition for cities receiving funding for urban public transport (BOE, 2011)) and to the lack of literature on the subject, in terms of their cost-benefit advantages or their cost-effectiveness, which is the focus of this article.

According to the preparatory papers for the Eltisplus European Guidelines for SUMPs (Wefering et al., 2014), Spain was considered in the second level of development for SUMPs in cities, after Belgium (Flanders), Germany, Italy, the Netherlands, Norway and the United Kingdom.

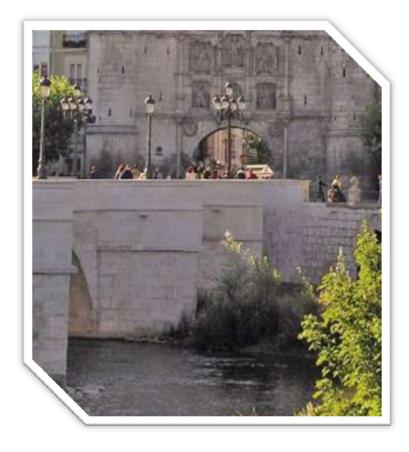
Methodology for assessing the cost effectiveness of Sustainable Urban Mobility Plans (SUMPs). The case of the city of Burgos. Jose Maria Diez; Maria Eugenia Lopez-Lambas; Hernán Gonzalo; Marta Rojo and Andres Garcia-Martinez (2018); Journal of Transport Geography 68 (2018) 22-30.

In this framework, all the initiatives put in place by the Public Administrations are focused on minimizing the external costs of urban mobility, through the design, development and implementation of plans, programs and actions to improve urban mobility with criteria of sustainability.

From an integral perspective of mobility, the Spanish Strategy of Sustainable Mobility (SSSM) approved in 2009 is the roadmap that sets the objectives and the general guidelines for a change of model in the transport of Spain, so that these systems govern by criteria of sustainability not only economic, but also social and environmental.

In the SSSM, the implementation of the Mobility Plans is identified as a priority in all the nuclei that provide the public transport service, as is the case of Burgos, a city that presents mobility problems susceptible improvement in the short and medium term and for which the SUMP is a fundamental tool.

The Burgos Sustainable Urban Mobility Plan is an ambitious and high-quality document meeting Europe's SUMP requirements, which makes it a paragon of sustainable urban mobility planning.













PREFACE



Jorge Berzosa Alonso de Linaje Councilman-Delegate for Mobility and Transport Ayuntamiento de Burgos

Burgos City Council was a pioneer in Spain in 2005 with the implementation of a Sustainable Urban Mobility Plan (SUMP) in which, among other actions, long-term strategies on mobility are included. As a result of these investments have been made that have meant a great transformation of the city as the important pedestrianization of the historic center, the creation of more than 35 kilometers of bike lane, the construction of the railway boulevard or the interior north.

Burgos City Council considers urban mobility as an essential instrument for the urban development of the city and the improvement of the quality of life of citizens. Aware of the influence of an efficient, comprehensive and inclusive mobility in a city, the City of Burgos wants to substantially improve the existing conditions in the urban fabric and order the growth of it in the medium and long term. Burgos is a green city with little pollution, but it still offers us opportunities to continue working to improve it.

After more than 10 years since the writing of the SUMP, it was essential to revise it in order to adapt it to the changing configuration of Burgos and, looking to the future, to achieve a cleaner, more sustainable and accessible mobility. In this sense, from the Mobility and Transport Service we have initiated the revision of the SUMP with the objective of reformulating the strategies and defining the short, medium and long term measures that we will have to adopt in all modes of transport to travel through our city: walking, cycling, urban bus, car, etc.

This short summary of the Urban Mobility Plan of Burgos includes the methodology and the phases carried out for the development during 18 months of the PMUS in Burgos, from the phase of diagnosis of the situation of the city to the selection of the actions to be carried out in the next 10 years in sustainable urban mobility.

Based on this expectatives, the PMUS of Burgos leads the way towards a future mobility system defining ambitious objectives and the necessary measures to achieve them. The diverse approaches, where citizen participation has played a very important role in defining the goals to be achieved, and coordinated with the rest of the municipal areas, will allow mobility to remain reliable, improving the quality of life of citizens and satisfying a wide variety of needs.











SUMP CHALLENGE FOR BURGOS CITY



SUMP: CHALLENGE OF MOBILITY IN BURGOS

The current prevailing model of urban mobility is dominated by the private car and conditioned by the natural growth of cities, generates increasingly greater mobility needs and a more complicated mobility with numerous and serious conflicts that negatively influence economic, social development, environmental and in the quality of life and health of citizens.

Traffic is one of the biggest challenges for 21st century cities. Although it is not the only challenge they face, the truth is that the issue of urban mobility is an essential axis in the planning of the city.

For some time, experts from all over the world have agreed that "a new culture of urban mobility is necessary". Cities need strategic planning more than ever to ensure their sustainability in the future.

Reaching the new mobility model in the city of Burgos needs a **cultural** change. Overcoming dependence on cars and recovering cities for citizens requires a lot of effort and collaboration from all the sectors involved, because most of the movements of citizens have their origin and end in urban areas.

Sustainable urban mobility should defined, therefore, in terms of the existence of a transport system capable of providing the means and opportunities to cover economic, environmental and social needs, efficiently and equitably, avoiding the unnecessary negative impacts and their associated costs

In this sense, sustainable urban mobility plans are essential to reduce the impacts associated with traffic in the city.











SUMP: CONCEPTUAL FRAMEWORK

"A Sustainable Urban Mobility Plan is a strategic plan designed to satisfy the mobility needs of people and businesses in cities and their surroundings for a better quality of life. It builds on existing planning practices and takes due consideration of integration, participation, and evaluation principles.".

ELTIS. Development and Implementation Guide for Sustainable Urban Mobility Plans. 2013

A Sustainable Urban Mobility Plan, SUMP, is a strategic planning tool and an instrument of awareness and awareness for citizens, public administrations and the rest of the agents involved in mobility. In a SUMP, it is analyzed and reflects on what mobility is, that is, how citizens move, allowing to determine what measures are considered necessary to implement sustainable and safe ways of transport: modes of transport that make compatible economic growth, social cohesion and defense of the environment; guaranteeing, in this way, a better quality of life for citizens.

The objective of the SUMP is to "Make the most of the use of all modes of transport to quarantee mobility, quality of life and protection of the environment."

Green Paper "Towards a new culture for urban mobility". European Commission

The main purpose of the BURGOS SUMP is to define a new model of mobility that allows laying the foundations of a new culture where priority is given to proximity and accessibility on mobility and transport, advocating a more compact model that:

- · Answer and satisfy the same needs with shorter, autonomous journeys
- · Discriminate positively the collective transport, more efficient way from the energy, environmental, social and economic point of view than the private vehicle
- Give a new treatment to the public space where the pedestrian is the protagonist.
- Consider demand management measures that complement investment in infrastructure to promote greater participation of more sustainable modes of transport.







SUMP: WORKPLAN DRAWING FOR BURGOS CITY

The Sustainable Urban Mobility Plan of the Burgos City Council, currently approved, was drafted in 2005. However, the expansion of the bicycle network, the appearance of new attraction centers or variation of the location of the same generate the interest of proceeding to the revision of this Sustainable Urban Mobility Plan (SUMP), taking into consideration the singularities of the city and its surroundings, connecting the cultural elements, the model of spatial planning and urbanism, the institutional framework and economic and fiscal policies.

The revision of the SUMP of Burgos has been carried out from a previous analysis of the current forms of mobility, evaluating the functional, socio-economic, environmental and territorial union consequences. A preliminary set of general objectives were defined to obtaine in the SUMP process:

Ensure that all citizens offered transportation options that allow access to key destinations and services, that is, quarantee universal accessibility

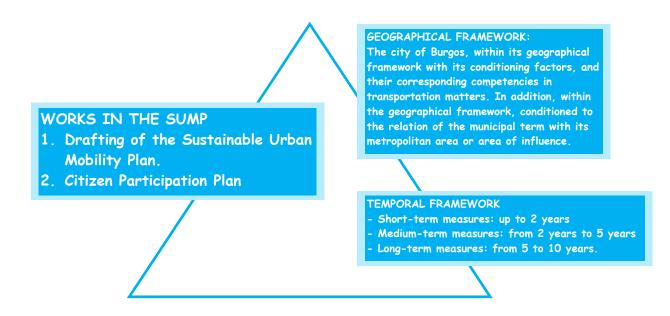
Improve protection and road safety in the whole of the urban plot looking for the objective of zero victims.

Reduce air pollution and noise, gas emissions that favor greenhouse effect and energy consumption.

Improve efficiency and profitability of the transport of people and goods.

Contribute to improve the attractiveness and environmental quality, in the urban area and urban design for the benefit of citizens, the economy and society as a whole

With the revision of the SUMP, citizen participation will be incorporated as an essential element in the definition of the actions.



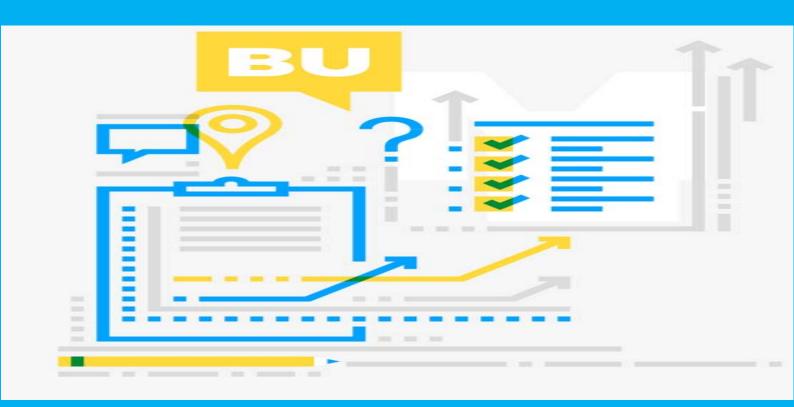








METHODOLOGY FOR THE BURGOS SUMP

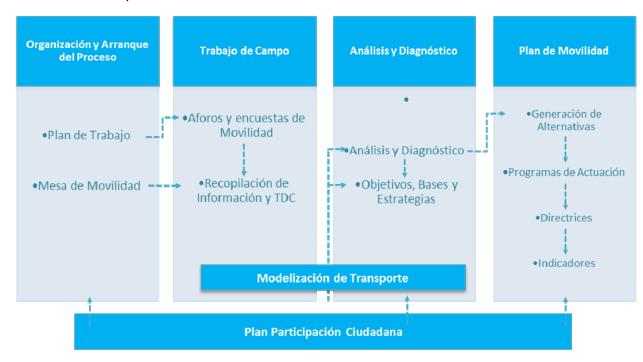


SUMP: METHODOLOGY AND WORKPLAN

The SUMP works consisted of the following phases and stages:



The series of phases and previous stages have been executed taking into account the interrelation or dependence between them:



The tasks related to the field work have been carried out in a "normal" and non-seasonal period, dedicating sufficient resources so that they do not involve a delay in the rest of the tasks related to the quantitative diagnosis, and work is carried out in parallel on the qualitative diagnosis.







FIRST STEPS FOR THE SUMP



SUMP DEVELOPMENT









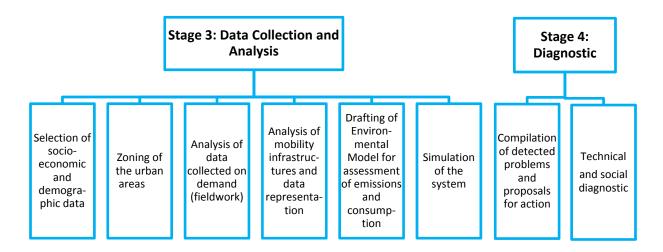


PHASES OF THE SUMP

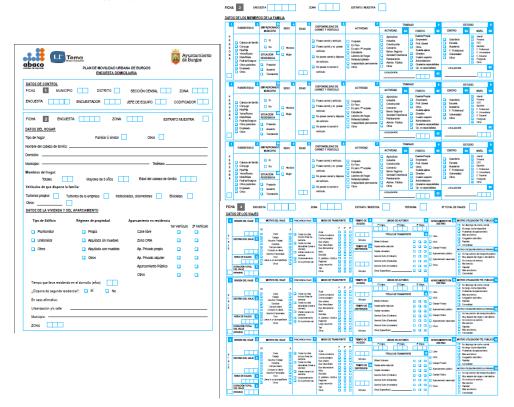


DIAGNOSTIC

In this phase the knowledge of the current state of the city in several stages is reached.



Through the collection and updating of data an analysis and subsequent diagnosis of the current situation has been made.







Some figures of the principal data obtained of the diagnostic realized:

NÚMERO DE ENCUESTADOS TIPO DE ENCUESTA ENCUESTA DOMICILIARIA DE MOVILIDAD Total encuestas 1.433 ENCUESTAS DE TRANSPORTE PÚBLICO 4.550 Total encuestas **ENCUESTAS PANTALA** Total encuestas 3 493 OTROS TRABAJOS DE CAMPO Encuesta Movilidad Página web 983 Encuesta Autobús eléctrico – Página Web

Hogares (95.515)

Antigüedad residencia

Entre 10 y 29 años

Población (186.810 hab.)



Actividad

Población Activa (93.774 hab.)

Sectores de actividad (78.763 hab.)

Industria

Urban road network and access



Parkings



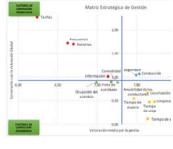
Mobility

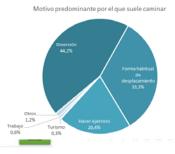


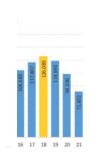
Public Transport

Private Motor Vehicle









Bicycle

Pedestrian



OBJECTIVES AND GOALS











During the pre-diagnosis phase, a first approximation was made to the reality of the mobility of Burgos that was accompanied by an analysis of the weaknesses, threats, strengths and opportunities.

In this context, the GOAL of the Sustainable Urban Mobility Plan of Burgos was defined as follows:

Achieve a city model in which citizens make their journeys in a sustainable and safe way, under a scheme of efficient, comprehensive and inclusive mobility..

In addition, a series of objectives of the Plan were established, which are reviewed in this phase after the diagnosis is written. The definition of the new mobility model proposed by the Plan requires the reaffirmation of the initial objectives proposed, but also its reconversion into **STRATEGIC LINES** that constitute its base:

IMPROVE THE
SUSTAINABILITY OF THE
TRANSPORTATION

IMPROVE THE EFFICIENCY
OF THE MOBILITY SYSTEM

PROTECT AND INCREASE

URBAN QUALITY

IMPROVE CITIZENS

MOBILITY BEHAVIORS

From each of these strategic lines the following SPECIFIC OBJECTIVES are extracted:

IMPROVE THE SUSTAINABILITY OF THE TRANSPORTATION

- Encourage travel in non-motorized modes compared to those carried out in motorized modes, seeking greater social and economic sustainability of the mobility system.
- Increase the participation of Public Transport in the modal split compared to the other motorized modes, mainly of the automobile, through the development of a transport system with multimodal design.
- Reduce emissions of polluting gases and greenhouse effect of vehicles circulating in the municipality, acting both with respect to the type of vehicles and the type of driving.

IMPROVE THE EFFICIENCY OF THE MOBILITY SYSTEM

- Integration and coordination of mobility policies in the planning of the territory and with energy and environmental policies.
- · Promotion of urbanism of proximity that pursues the mixture of uses and densification of the city.

PROTECT AND INCREASE URBAN QUALITY

- Achieve an equitable distribution of public space and improve coexistence among all modes of transport, recovering the leadership of the pedestrian in front of the car.
- · Guarantee universal accessibility to the mobility system.
- Reduce accidents in all modes of transport with a final objective of zero accident victims in the municipality as a
 whole.

IMPROVE CITIZENS MOBILITY BEHAVIORS

- · Promote measures of training, awareness and awareness of society in sustainable mobility habits.
- Introduction and promotion of new technologies in multimodal transport systems that allow the user to improve the conception and planning of trips, ensuring that the decisions on the use of modes and how to make trips fit into a transport model Sustainable competitive: Smart Mobility.











SELECTION OF ACTIONS

In accordance with the specific objectives set out in the previous stage, a selection of action measures has been made on each area of intervention. Each measure included a deadline, schedule and budget, as well as a forecast of associated benefits.

In addition, the indicators associated with each measure to be implemented have been defined and the monitoring and control of the evolution of mobility has been facilitated.

In this stage have also been defined for each set of measures selected a scenario that has been compared with the baseline scenario is an estimate of the situation that would reach the municipality in the short term with current mobility.

Thus, the different scenarios, mobility evolution and associated transport alternatives were established in which public transport is an authentic solution tool for mobility, in such a way that there is an increase in the use thereof. The alternative scenarios proposed have allowed comparing the effects and degree of compliance with the objectives of the Plan in each one of

them.

For the comparison of the scenarios, a technical evaluation and a social evaluation have been carried out. After comparing the scenarios, it has been deduced which block of measures contributes the most to achieving the general objectives. These will be the measures that will configure the strategy to be established with specific objectives and some reference indicators..

The development of all these tasks has made it possible to obtain a technical document from the SUMP, in which the main conclusions of each one of the stages described by means of a continued speech that exposes the current situation and justifies the need for change regarding the current mobility model prevailing in the city of Burgos are summarized. All this facilitates in the identification of the lines of action and proposals for the revision of the SUMP will guarantee the modal shift towards a sustainable mobility with an important weight of the non-motorized modes and the collective public.













86 actions have been selected for the city of Burgos, which are included within the following action plans: circulation plan, basic and urban infrastructure, parking plan, plan to enhance alternative fuel vehicles, plan to promote collective transport and intermodal distribution, pedestrian itinerary plan, cycling itinerary plan, mobility management, road safety and awareness plan, education and citizen sensitivity.

As an example, the example of one of the actions defined in the framework of the SUMP is included below.

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GM2 - POTENCIACIÓN DE LA OFICINA MUNICIPAL DE GESTIÓN DE LA MOVILIDAD PLAN DE ACTUACIÓN: Gestión de la movilidad								-				
OBJETIVO GENERAL: Mejorar la Seguridad y la calidad urbana												
								-				
F	Prioridad Mesa Movilidad											
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2 Centro			x x	X X	X X		x x					
3 Centro Sur - Crucero - San José			x	x	x		x					
4 Los Vadillos			x	x	x		X					
5 Rio Vena - Illera - Vista Alegre			x	x	x		x					
6 Gamonal - Capiscol - G9			X	X	x		x					
7 Pl Gamonal - Villimar - Villafría - Villayuda 8 Villafría - Cotar - Castañares			×	×	X		×					
9 Villimar - San Cristóbal - Rosa de Lima			×	×	x		x					
10 HUBU - Cementerio - Villa	10 HUBU - Cementerio - Villatoro			x	x		x					
11 Villalonquéjar			X	x	x		x					
	12 Bda Yagüe - San Pedro de la Fuente - Fuentecillas			x	x		x					
13 Huelgas - El Pilar - Universidad			x	x	x		x					
14 San Julián - San Pedro - San Felices 15 Cortes			×	×	x		x					
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PUBLIC PARTICIPATION



CITIZEN PARTICIPATION PLAN

The Public Feedback is part of a process to evaluate the actions and recommendations developed by the Partnership on Urban Mobility. The Action Plan would greatly benefit from the insights of relevant stakeholders, who have the opportunity to contribute to the improvement of actions and recommendations to be implemented in the future.

European Comission: Introduction to the Draft Action Plan of the Urban Mobility Partnership

The Sustainable Urban Mobility Plan of Burgos has incorporated and kept alive its participatory character, which has already started in the drafting phase of the SUMP itself. The change in mobility habits that is pursued with a Sustainable Mobility Plan is not achieved only and fundamentally through the design of technical measures and technological solutions, but with the involvement of

civil society, the agents and groups involved in the different transport modes and the Administrations committed, throughout the preparation of the Plan, its implementation, and follow-up once it has been prepared and put into operation.

Therefore, the promotion of the SUMP is governed by participatory criteria.





It is important to consider that Mobility, a priori, lacks a relevant interest for citizens. We emphasize that people are worried about the problems derived from poor Mobility management. However, Mobility as such is not a topic of conversation or of public interest. Therefore, participation and communication is an important and relevant process within the Urban Mobility Plan, where everything related to this subject will be valued through fashion activities, taken advantage of to transmit their values to a less fun topic such as the Mobility. Through the one we will get to talk about the other.

Finally, bearing in mind that Mobility lacks informative attractiveness for the population in general, the realization of different communication actions that in combination will serve to achieve the objectives set out in the SUMP. The central block of communication will be based on public relations, making use of tools such as press conferences, events, RR SS and other activities developed within the framework of the project. In principle, it is

understandable that nobody seeks information, therefore, at the beginning and during the process, you must maintain a very dynamic activity to achieve the free appearance through the news format in the media. For this, content of interest will be generated through tables, press conferences to inform about the different advances of the SUMP and through the creation of an event that facilitates media coverage.











Therefore, the communication and citizen participation plan must be developed during the whole process that goes from the drafting of the SUMP until its implementation. The complexity of this communication, due to the diversity of scenarios and actions, should be organized based on a strategy planned in the allotted time.

The fundamental objective of this process is to have citizens, social and business organizations, institutions and entities linked to mobility and transport, and large centers of attraction for mobility, when redefining such an important element for city as is the "Mobility Model of Burgos".

As secondary objectives, the participatory process will allow:

- Publicize the process.
- Permanently inform about the progress of the process.
- To educate the public on the importance of using public transport, as opposed to private transportation to achieve more comfortable cities.
- Sensitize citizens about the effects that transport has on climate change.

The Communication and Citizen Participation Plan linked to the PMUS of Burgos was structured around the achievement of four objectives:

- Definition of communication and marketing systems that allow the "key information" generated and fed to the fluidity and transparency of the whole SUMP process.
- Development of instruments for direct active participation through the creation of groups or discussion forums that ensure the presence of the different sectors of citizens and economic and social agents of the municipality
- Creation of specific channels for indirect participation.
- Generation of communication and dissemination tools and processes.

These objectives will be taken into account in the drafting phase of the Plan itself, incorporating elements of participation of the population in the process.

The process of preparing the Communication and Citizen Participation Plan will be developed in the following phases adjusted to the drafting work plan of the SUMP:

- Initial Phase: Organization and start of the process.
- Phase 0: Pre-diagnostics and general objectives.
- Phase 1: Analysis and Diagnostic.
- Phase 2: Selection of proposals. Elaboration of SUMP report.









Phase 1: Prediagnostic and general objectives

Comunication to citizens

- Media Tables
- Web Platform
- •On line Survey

Public Participation

- Mobility Forum
- •On Line Box
- Mail for institutions
- •Web link
- •On line Survey

Phase 2: Analysis and Diagnostic

Public Participation

- •On Line Box
- On Line Survey
- Survey Campaigns
- Campaign for associations

Comunication

- Media tables
- Comunication to the asociations
- Web Page

Phase 3: Proposals. **Elaboration SUMP**

Comunication to citizens

- Presentation the preliminar SUMP
- Public Presentation of final SUMP
- •Information campaign to citizens
- •Several Media Campaigns

Public Participation

- Mobility Forum
- Several workshops with asocciations
- On line Survey
- •On line box
- •E mail communications

As a result of the actions of the Communications and Citizen Participation Plan of Burgos, some of the most outstanding results are presented:

Web platform



Flyer



Information in the newspapers

















Stakeholders' involvement and participation. (8 URBACT Local Group Meetings)

Presentation of methodology and phases of the SUMP



Presentation of the diagnostic of mobility of the Burgos City. Analysis of data obtained in the surveys realized in the last months.



Analysis of problems of the mobility in the city. Priorities to resolve the problems in the Action Plan of SUMP in four working sessions.













SUMP BUIGOS

