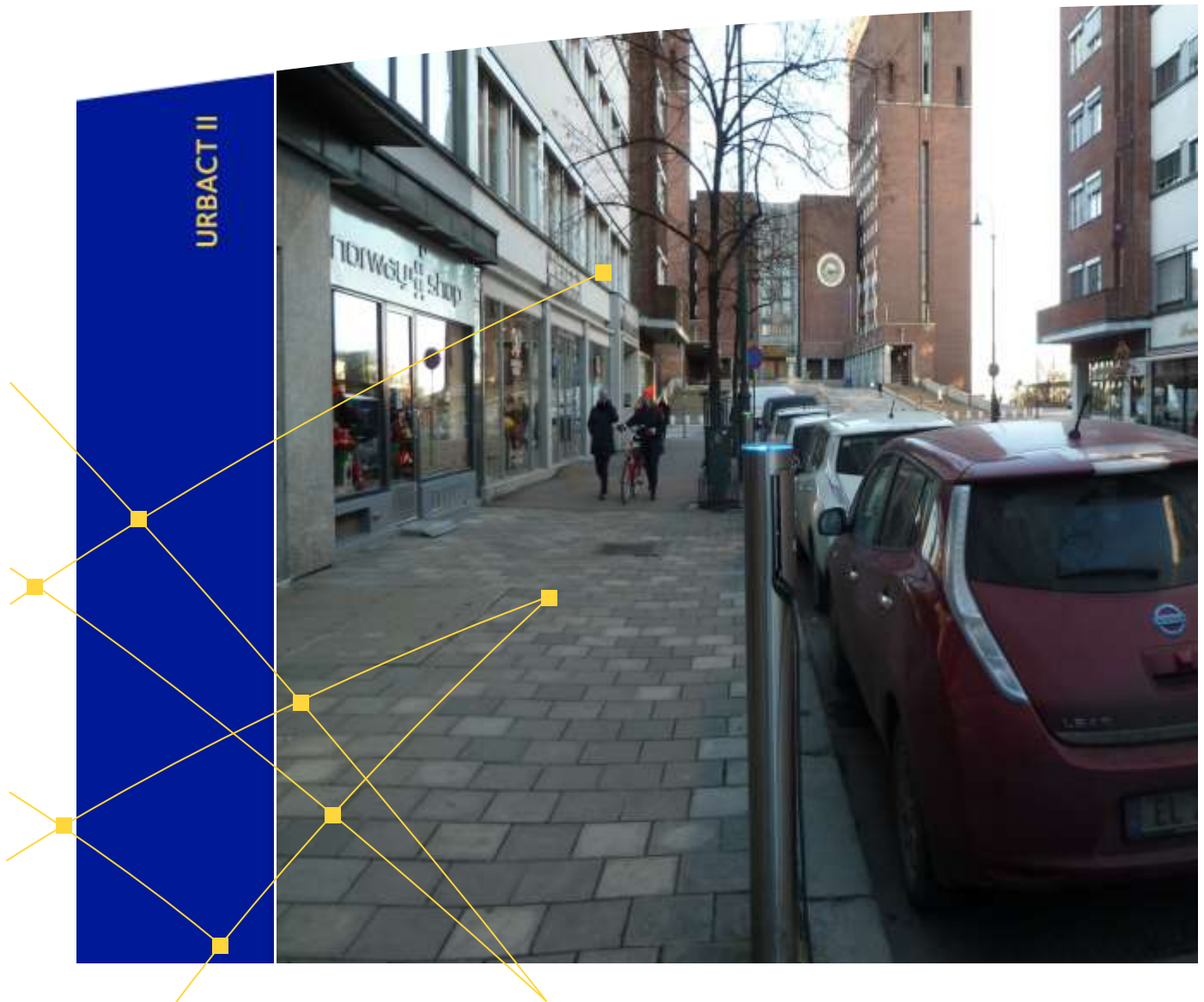# EVUE II MONITORING FRAMEWORK FOR (URBACT) CITIES DELIVERING E-MOBILITY (LAP Implementation)

**URBACT II Pilot Delivery Network
Lead Expert Final Report**

March 2015

edited by Philip Stein
EVUE II Lead Expert

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FOREWORD

The EVUE II project was conceived as a way to assess the success, or otherwise, of the Urbact Local Action Plan (LAP) process in realising change and progress within the participating cities.

As a pilot delivery network, EVUE II partners had been identified as having strong LAPs that would benefit from not only further support with their implementation, but also provide a model upon which future Urbact activity could be based. However, while all partners are highly supportive of the Urbact approach, the development of LAPs and any subsequent monitoring, there is a key problem with assessing their effectiveness; the lack of capital funding.

The Urbact programme and process is clearly focused on achieving sound urban planning processes and the success of the projects reflect this outcome. However, the transition from planning to implementation, while dependent on many factors, fundamentally comes down to capital. As the LAPs are also targeted at ways to secure funding, but are independent of funding, this can create a paradox when assessing their efficacy. If there is no funding available, have the LAPs failed or is just a reflection of their environment, timing or other factors?

Among the EVUE II partners, Oslo and London were successful in securing funding for LAP activity directly from local and European sources, Suceava through the Swiss-Romanian cooperation programme (although not until 2015-16) and Katowice and Frankfurt are still pending.

To assess the efficacy of the LAPs however, does require this to be taken into account. This report has attempted to do this in such a way that the knowledge and learning from the EVUE II partners can be captured and considered with regard to future project and programme activity.

Strong and robust urban planning is required if we are to address the challenges associated with urbanisation. The LAP model provides an effective way to do this, but sponsors and supporters of the process need to ensure that careful consideration is given to the necessary implementation (capital and revenue) requirements.

Matthew Noon
EVUE II Lead Partner
March 2015

MONITORING FRAMEWORK REPORT   -

1.   TERMS OF REFERENCE

1.1. Introduction

Building on the experience of URBACT I, exchange and learning networks operating in URBACT II were encouraged to adopt and strengthen integrated and participative approaches to advance sustainable urban development processes and improve urban management practice. An "URBACT methodology" was introduced, obliging city partners to formalise stakeholder engagement through establishment of Local Support Groups (LSG), and to produce some form of concrete Local Action Plan (LAP) addressing issues (needs) of key relevance in relation to the specific project themes and objectives. The aim was to ensure that networking activities would have a direct impact on local policies and practices and support effective implementation of sustainable, accountable and integrated measures through participative action planning. There was a certain level of experimentation involved in the application of this model, equally at programme (URBACT), project (trans-national exchange) and city (local) level. As URBACT II learned and evolved from the lessons of URBACT I, so it was envisaged that URBACT III would benefit from evaluation and review of the successes and difficulties encountered in the URBACT II experience - a means of further consolidating or refining methodology and developing appropriate, applied and integrated models of intervention based on good (effective) practice.

Three Pilot Delivery Networks were established in the final months of URBACT II with a view to assessing and supporting the implementation and "delivery" of targeted local actions (..."to explore transnational networking, focussing on the delivery of their local action plans"). Particularly these delivery networks, represented by the projects EVUE, ESIMeC and Roma-NeT, would also focus on how project partners could apply "a results based approach reinforcing monitoring mechanisms through the definition of specific indicators, collection of outputs produced and analysis of results achieved". This aspect reflects the programme level recognition and ambition to improve and adapt the "URBACT method" as a result of learning by experience, being open to test innovative approaches and fill in any knowledge gaps or practice deficiencies identified. The obligation to set up a monitoring framework was not formally foreseen in the prescriptions of URBACT II although implicit as part of the project life-cycle management guidance highlighted in the URBACT Local Support Group Toolkit (URBACT 2009, updated 2013). This report attempts to set out the conclusions of the EVUE II pilot delivery network, again "pilot" reflecting the experimentation aspect, concerning the establishment of a relevant framework to monitor

URBACT partner performance and results (outputs and outcomes), building capacity to adjust and improve implementation and delivery procedures.

1.2. A justified moving of the goalposts (additional terms of reference)

During the launch meeting for the Pilot Delivery Networks in January 2014 (Paris) it was considered that it could be valuable to use the networks to test a monitoring framework in action, applied to ongoing implementation of city partner local action plans – "*how to measure the results to be achieved, both at partner level (LAP delivery) and at network level, through exchange on implementation of LAPs"*. The potential information and lessons to be gained from such an exercise would be based on the following principles in determining:

- *a consistent set of expected results and indicators against which to measure achievements after 12 months (building on information describing the current LAP delivery status and the baseline situations and expectations in the different partner cities, such as indicators, baseline figures on these indicators and targets to be achieved).*

- *the tools and process (such as a dashboard) that will be used for monitoring and evaluation at partner level and at network level (incl. who does what, timeline, etc., also building on information collected through the templates describing baseline situations).*

While in theory this approach has significant merit, and EVUE partners recognised the utility of testing such a performance assessment tool, in the real network situation this proved to present some insurmountable difficulties. There were two main inter-related barriers to the running of such a test. The first was that, apart from Katowice, no other city had introduced a system to monitor performance from the outset, and even Katowice only considered a very rudimentary use of indicators. In general terms, most had identified clear objectives and targets but no indicator based metrics for assessment. The second obstacle is related to the diversity in scope and type of the Local Action Plans and the current status of implementation across network partners.

Westminster and Frankfurt both promoted composite action plans where responsibility for implementation of the range of targeted actions was delegated to independent agencies operating in the mobility sector, or to specific stakeholder groups and even private operators - for instance FRAPORT the operator of Frankfurt International Airport in the case of Frankfurt. While the LSGs have continued to play a driving, consultative, integrating and advisory role, the transfer of responsibility for implementation is also reflected in the dynamic change in composition of the local support group in Westminster, defined now as a "Project board" with mandate to develop new actions and assign responsibility for follow-up of implementation.

Oslo had virtually completed its designated and approved local action plan at the start of the Pilot Delivery Network period – a very targeted and technical plan aimed at installing 400 public EV charging points around the city. In this situation there was no ongoing activity to monitor and the plan was subject to the existing process of local authority result evaluation, which concluded that the planned number of facilities were delivered on schedule (budget and time), while levels of operation and use will be assessed on a regular basis as part of normal departmental maintenance and periodic review process.

The city of Beja could have provided an opportunity here - to take their plan, which focussed on determining locations for charging point installation, into a new phase of procurement and installation. This could quite easily have featured a test monitoring framework, but unfortunately due to modification of political priorities in the city, Beja withdrew from the network in the spring of 2014.

In Katowice despite good intentions, to build in indicators on certain specific action points of the local action plan, the actual development of the initial plan objectives has been put on hold due to lack of available finance. E-mobility emphasis in the city has been shifted to support, renew and extend, the public transport (tram) system. In this modified scenario local support group activity continues coordinating stakeholder engagement and as a platform for dialogue, but responsibility for instigation and follow-up of action is in the hands of the public transport authority operating at supra-local level.

Suceava was able to secure funding for EV intervention through the Swiss-Romanian Cooperation Programme but implementation would not occur until 2015. This means that following adoption in late 2013, and funding confirmation in 2014, the city LAP has basically respected the previewed delivery schedule. Participation in the Pilot Delivery Network has helped Suceava to actively consider their monitoring process but actual monitoring procedures will only be applied as implementation of actions commences this year.

Owing to these local conditions the network concluded during its meeting in Katowice in June 2014 that it would not be possible for EVUE II partners to monitor implementation progress and performance in any operational sense over the (also relatively short) period of the Pilot Delivery Network. It was decided however to use partner experience to try to establish some common principles on how a monitoring framework could function for cities, working within the URBACT transnational exchange and learning model and using the progressive "URBACT methodology". Drawing on baseline evidence, a self assessment exercise, partner exchange (transnational meeting workshop sessions) and work on the project thematic Advisory Notes, the following chapters attempt to set out a common framework which can be adapted by cities embarking on the URBACT process. It is important to note that this needs to be built in to the initial stages of any project – taken into account at the point of local support group formation and determination of LAP focus.

It is equally clear for EVUE partners that the variety of types and scope of local action plans even within a project network - not to mention across different project themes (economic, social, environmental) - means that within any common framework the monitoring structure will need to be tailored to the thematic focus and the specific actions previewed. The EVUE experience provides an example of what could be possible in terms of designing a means of measuring and assessing performance.

2. A MONITORING FRAMEWORK BASED ON THREE COMPONENTS

2.1. Introduction

EVUE partners agreed that there is no one size fits all formula in respect of monitoring purposes, because of:

- thematic diversity at programme and project level;
- different positions of individual cities in relation to project topics;
- local political, administrative, regulatory and financial conditions;
- levels of capacity and human resources;
- local focus and variety of type and content of LAPs;
- availability of data and measurement techniques etc.

However there was consensus that within the URBACT context a common structure could serve as a useful instrument, a framework on which to custom build an appropriate and relevant local tool to address assessment of progress, evaluate achievements and ultimately monitor performance. The development of such a framework would need to consider how to support cities in this venture, as they operate within the canvas of URBACT and attempt to apply the "URBACT method". Working from the EVUE perspective it seemed logical to return to the initial project objectives set out in the original "Baseline Study" in 2010.

- Promote exchange of experience and learning amongst policy makers and practitioners about introducing electric vehicles as part of an integrated and multi-modal transport plan
- Disseminate the lessons drawn and ensure transfer of knowledge, and maximise the impact of the transnational exchange, both within the EVUE partnership and beyond
- Support better action planning for city-wide transport policies that incorporate introduction of electric vehicles

- Speed up the policy innovation processes and contribute to an information base for "long term revolution" of clean car use in European cities

The EVUE objectives clearly correspond to the general philosophy of URBACT and certainly the aspirations of URBACT II. In order to construct a valid monitoring system for cities working within the URBACT terms of reference looking forward, it is also important to juxtapose the objectives set out in the Operational Programme for URBACT III.

- Cities need to improve their capacity to develop and implement integrated urban strategies and actions
- Cities need integrated urban strategies and actions for sustainable development
- Cities need support for implementation of their integrated urban strategies and actions
- Practitioners and decision makers of cities, national, regional and EU need to have access and share relevant knowledge to foster sustainable urban development

Bringing initial EVUE objectives and URBACT III goals together seems to confirm the presence of key areas, within which a project and project partners should expect to have an impact. Broadly speaking these objectives can be unravelled and combined to reveal three fundamental components which can be usefully employed to benchmark a project and therefore partner city progress, namely: the contribution to transnational exchange; the ability to apply an integrated approach, and; the resulting implementation and delivery of effective action at the local level. For EVUE purposes this was simplified down to the following diagram.

KNOWLEDGE AND
CAPITALISATION

DEALING WITH CORE
FACTORS OF THE
INTEGRATED
APPROACH

LAP
PROGRESS
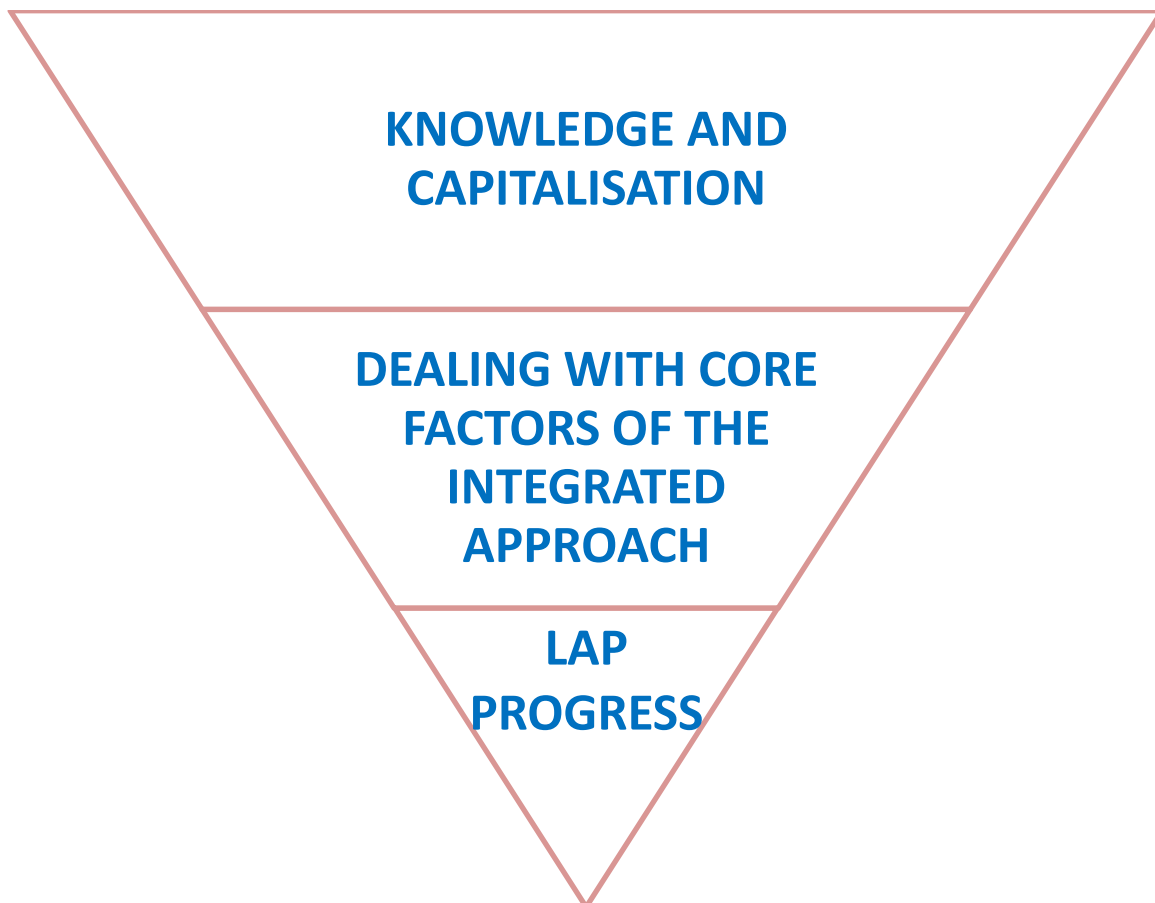
The following chapters attempt to set out a basic framework, based on EVUE partner activity and deliberation, which could be used by the project network level and individual city partners to cover the full URBACT experience – to monitor progress in terms of fulfilling objectives and achieving results in terms of actions planned. The framework proposed is not hugely scientific, neither does it need to be – the idea is to provide a relatively user-friendly tool which cities can easily apply within the pattern and period of URBACT activity (and then beyond) without making great demands in terms of time and (staff) resources. It must however be considered and developed from the outset and carefully focussed on the scope and scale of actions commonly agreed and planned. As such, actions and the selection of indicators for instance can be adapted to fit project/partner objectives and capacities (local expertise, measurement...). Ideally this activity can also be supported by LSG involvement or by target group or local community input – so extending the concept of participative action planning to participative monitoring – although this may not be appropriate or advantageous in all cases depending on thematic topic.

2.2. Knowledge and Capitalisation

URBACT was initially conceived as an exchange and learning programme but logically it was also intended that transnational exchange and learning through thematic cooperation,
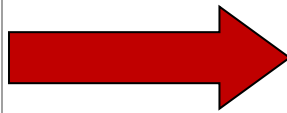
peer review, city lab initiatives etc. should generate, or at least support, more effective and concrete intervention at the local level (good – best? – practice) and build capacity to achieve this. At programme level it has always been a challenge to assess the impact of the transnational exchange; has transfer of knowledge and practice been possible? has new or alternative learning had real measurable effect? This is equally true at project/network level and it is reflected in the difficulty of evaluating outcomes as opposed to results. This is a recurring theme in any consideration of evaluation and monitoring as will be apparent across all three components of the framework presented here.

The table below represents an idealised, (not exhaustive), and relatively practical way of keeping track of progress in terms of knowledge building and capitalisation, based on the EVUE thematic focus. Here it is previewed as a programme, network level assessment but could equally be translated to use at city level. Networks would need to set timelines (with milestones and deadlines) so that performance can be monitored and agree together on the indicators to be applied. As such the project website would be expected to be operational more or less from the beginning while production of case studies, newsletters and reports can be programmed over the project period and as final output. Measuring aspects such as number of hits or comments would require to be supported by the URBACT programme level and a project mini-site design with interactive capacity. Indicators can be set to measure achievements in terms of reaching desired readership numbers or participants. The inclusion of social media is also important particularly in terms of exposing the project theme to, inform and receive opinions and understanding of awareness from, a wider non-expert, non-vested interest group. As with all information channels however, simple numbers of readers or even reactions need to be treated with a healthy degree of caution when attempting to consider influence in terms of ultimate outcomes.

EVUE has been particularly successful in forging links with other EU funded projects or programmes working on E-mobility. In this the network has had numerous opportunities to participate in transnational events outside the URBACT programme, notably involvement in the EU E-mobility Stakeholder Forum, through Electric Vehicle events (i.e. conferences organised by Frankfurt to coincide with the annual motor show) and interface with other E-mobility projects such as Green E Motion, FREVUE etc. This has undoubtedly raised the visibility of the project and it is possible to have an indication regarding the number of additional stakeholders or cities exposed to an EVUE presentation or the "EVUE message". To a certain extent therefore this is measurable and can contribute to assessing the achievement of EVUE dissemination objectives. However attempting to analyse the impact in terms of wider (desirable) societal outcomes such as "changed levels of E-mobility acceptance" is much more problematic and probably impossible from the EVUE project position. It is important that this limitation is recognised.

Joint meeting with FREVUE partners in Stockholm

PROGRAMME/NETWORK OBJECTIVE MAXIMISE KNOWLEDGE AND LEARNING (exchange and transfer) AROUND THE THEME OF E-MOBILITY TRANSITION			DESIRED OUTCOMES
ACTIONS	**RESULTS TARGETED**	**KEY PERFORMANCE INDICATOR**	**INCREASED EVIDENCE BASE** **HEIGHTENED AWARENESS** **CHANGE OF ATTITUDES (RAISED LEVELS OF ACCEPTANCE)** **CHANGE OF POLICY** **CHANGE OF OPERATIONAL BEHAVIOUR (PRACTICE)** **IMPROVED CAPACITY**
CREATE INTERACTIVE WEBSITE	1 NETWORK WEBSITE	No. of HITS No. of COMMENTS No. of INPUTS No. of PARTICIPANTS IN TALKSHOPS	
ORGANISATION/ PARTICIPATION IN (EU) THEMATIC EVENTS	X No. of EVENTS TO BE ORGANISED X No. of PARTICIPATIONS	No. of EVENTS No. of DELEGATES No. of CITIES REPRESENTED	
PRODUCTION OF CASE STUDIES (PRACTICE) & THEMATIC REPORTS	X No. of CASE STUDIES X No. of REPORTS	No. of HITS LEVELS of DISTRIBUTION	
PRODUCTION OF PRESS RELEASES/ NEWSLETTERS	X No. of PRESS RELEASES X No. of NEWSLETTERS	No. of ARTICLES in the WRITTEN PRESS No. of NEWS BULLETINS AUDIENCE FIGURES	
SET UP FACEBOOK ACCOUNT	X No. of FACEBOOK ACCOUNTS	No. of FRIENDS No. of LIKES	
SET UP TWITTER ACCOUNT	X No. of TWITTER ACCOUNTS	No of TWEETS	

Combining URBACT programme intelligence on these issues with project experience could provide much additional support in building a more accurate picture of dissemination and capitalisation.

2.3. Integrated Approach

Adopting an integrated approach to development of policy and to drive more effective intervention is justifiably one of the main pillars of the "URBACT method".

- ***Lessons on integrated delivery**. As the result of the transnational exchange and learning process, networks will be expected to pull together lessons learnt, recommendations about the drivers and barriers for cities implementing integrated action plans that will be relevant for URBACT III networks, and also for Community Led Local Development, Integrated Territorial Investments, Article 7 and innovative urban actions.*

This aspect could be addressed by closer examination of the evolving/individual governance models within which a project or city is operating in relation to the network theme. Which form of multi-level governance is appropriate, and, is such an interactive structure in place to allow operational cooperation/interaction across vertical and horizontal, cross-sector responsibilities? Are relevant, essential (public, institutional or private) key stakeholders engaged and is their engagement producing desired effect? Is the process sufficiently robust?

In terms of E-mobility the theme itself almost guarantees multi-stakeholder involvement and at least some degree of policy and practice convergence. For instance EU emission standards have had an impact on production decisions of vehicle manufacturers, providing regulations whereby cities can introduce and enforce low emission zones, within which private logistic (particularly courier and delivery) companies adopt e-solutions or other environmentally friendly modes of operation to serve city centres. This kind of joined–up chain introducing new patterns of urban mobility and operational behaviour is not universally in place but the value of such a model is well understood by all EVUE partners, reinforced through their transnational exchange activity.

The EVUE project had however identified a number of critical ongoing challenges facing cities and stakeholders in relation to achieving the mainstreaming of electric vehicles in our city streets – something which still implies a revolution in individual and corporate transport decision-making. The general absence of suitably comprehensive, behaviour changing, win-win business models was a persistent message repeated not only by EVUE wide stakeholders but also in discussion with other projects and programmes promoting E-mobility. Five core issues were identified which would form the basis of activity to support improved implementation of action planning in the EVUE II pilot delivery network

(environmental, technical, regulatory, financial and communication challenges). The option to develop Advisory Notes around these topics seemed a more appropriate and concrete way to build some mass of understanding on how project partners were dealing with the application of integrated actions within the EVUE context.

Katowice municipal fleet i-miev demonstration vehicle – Getting cars on the streets demands an integrated approach

PROJECT/CITY OBJECTIVE USE E-MOBILITY TO ACHIEVE ZERO CARBON – ZERO EMISSION – LOW NOISE URBAN TRANSPORT			DESIRED OUTCOMES
ACTIONS	RESULTS TARGETED	KEY PERFORMANCE INDICATOR	
ENVIRONMENTAL PRESSURES - Determine local levels of NOx, PM 2.5 and 10 - Set reduced emission targets - Review air quality monitoring station locations - Create web "Emission barometer" ...	- Establish low (ultra low) emission zone - X no. of additional monitoring stations - zero carbon urban mobility by 2030 ...	- Low Emission Zone in operation - No. of EVs registered ("+10% of vehicles has measurable impact on air quality" – statement Oslo city) ...	MORE LIVEABLE CITIES SUSTAINABLE URBAN MOBILITY STRUCTURAL IMPROVEMENT IN AIR QUALITY EFFECTIVE REDUCTION OF GHG EMISSIONS REDUCED NOISE LEVELS IMPROVEMENT OF PUBLIC HEALTH REDUCTION IN

			HEALTH COSTS
TECHNICAL CHALLENGES - Forecast likely neighbourhood "hotspots" of EV take-up and assess grid capacity - Feasibility study of charging point types and locations Design (smart or mechanical?) management and administration system ...	- Upgrading of x no. of electricity sub-stations - x no. of public, private, standard, fast charging facilities (home area, workplace, on street, public and private parking buildings, shopping and leisure, park and ride...) - Coherent and user friendly facilities ...	- Adequate (no. and location) grid supply network linked to forecast of EV take-up - no. of charging points available by category and location (free – payment / standard – fast etc.) - degree of consumer satisfaction regarding facility use and payment procedures ...	STANDARDISED INFRASTRUCTURE (i.e. CONNECTORS) ADEQUATE GRID CAPACITY AND SMART GRID APPLICATION RELIABLE, ACCESSIBLE AND USER-FRIENDLY CHARGING INFRASTRUCTURE (EFFECTIVE ADMINISTRATION/ MANAGEMENT SYSTEM– registration, payment)
REGULATORY ENVIRONMENT - Reduction of conventional ICE vehicular traffic in city centre - Procurement requirement for low emission vehicles in municipal fleets and public transport system ...	- conversion of x number of parking places for conventional ICE vehicles to EV only - progressive prohibition of vehicle types in low emission zone, congestion zone or city centre - ICE free public fleets - Incentive period of exemption from tolls, access to bus lanes or congestion lanes for EVs ...	- no. of free EV parking places - zero no. of conventional ICE[1] logistic vehicles by 2030 - % of zero carbon public transport journeys/routes/vehicles (linked to setting of milestones) - % of EVs in public fleet (linked to setting of milestones) ...	CARBON FREE CITY TRANSPORTATION PROHIBITION OF POLLUTING VEHICLES INCENTIVE PERIOD/MEASURES TO ENCOURAGE EV USE
FINANCIAL ISSUES (needs to be a coordination between possible National - e.g. tax, vat - and city actions) - Free use of electricity	- Provision of x level of subsidy, grant, benefit - x income level from concessions granted - Availability of x no. of	- no. of incentive take-up - no. of free public charging points in operation	ESTABLISHMENT OF VALID BUSINESS MODEL (incentive coupled to progressive income – electricity supply /payment)

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[1] ICE – Internal combustion engine

on public charging points - Subsidy for instalment of private charging points - Creation of concession or licensing for fast charging points - subsidy to small businesses, car sharing, contractors, taxis ...	free public charging points - Availability of x no. of private charging points - Availability of x no. of privately operated fast charging facilities - x no. of taxi grants ...	- no. of private charging points in operation - no. of concessions - no. of private fast-charging points - no. of grant aided EV taxis ...	**LEVEL FINANCIAL PLAYING FIELD EVs vis a vis ICE CONVENTIONAL VEHICLES** **INCENTIVE PERIOD/MEASURES TO ENCOURAGE EV USE**
COMMUNICATION APPROACHES - build awareness campaign - organise demonstration activities - programme of school visits (secondary, high) ...	- x no. of media hits by type (written, visual) - x no. of EVs in municipal fleet (demo. by example) - x number of demos - x number of schools ...	- no. of press articles - no. of municipal fleet vehicles - no. of events and participants, no. of test drives - no. of students informed ...	**ESTABLISH NEW EV FRIENDLY POLICY CLIMATE** **CHANGE PUBLIC MINDSET**
STAKEHOLDER ENGAGEMENT - Key stakeholder analysis - Set up of LSG	- involvement of all stakeholders, agencies required to form an appropriate, integrated LSG - x no. of meetings - avoidance of sectoral approach	- no. of stakeholders, agencies represented (per policy area, per vested interest) - no. of policy decisions taken - continuation of LSG from LAP development through implementation and beyond	**ESTABLISHMENT OF AN EFFECTIVE STRUCTURE OF PARTICIPATIVE – COOPERATIVE ACTION PLANNING**
LOCAL ACTION PLAN - Co-production of Local Action Plan	- x no. of actions (per policy area) - x level of funding (city, supra-local, public, private, financial engineering) - engagement of all essential agencies and stakeholders required for effective development and implementation of	- no. of actions: validated; budgeted; implemented - funding level secured	**IMPROVEMENT OF AIR QUALITY** **SUSTAINABLE URBAN MOBILITY** **MAINSTREAMING OF EVs**

	LAP		

The degree of overlap encountered here across the 5 issues not to mention the consequences for stakeholder engagement and local action planning confirms the utility of looking at the integrated approach in this way. The introduction of a "low emission zone", for example, has potentially a place in all categories of actions proposed here.

The table is limited to propositions which can be addressed directly at the city level, notwithstanding that sometimes diverse agencies will need to be engaged or co-operate to deliver desired objectives. This raises the question of when such firm indicators can be set. In the case of EVUE this could only be determined as actions to be implemented were confirmed in terms of political support (acceptance of targets and responsibility) and included in authority or agency programmes. Even then, deepening of reflection, for instance in the exercise to produce advisory notes, was for some an essential opportunity to address the fixing of monitoring parameters in this way.

Equally the Local Action Plan can be imagined as an all-encompassing initiative designed to address the fullest range of policy objectives, but more commonly it will be a step along the way - targeting specific aspects of the broader picture to contribute to the achievement of often complex goals and longer term desired outcomes.

2.4. LAP Progress

The idea was to split the framework into 3 elements in order to cover the full URBACT experience, so helping both programme and project level to self-analyse. The third component could however be a very focussed stand alone tool to help cities in their action delivery process. When considering the aspects of Action Planning, Implementation and Delivery it is perhaps useful to think about some of the aspects of the step process which would be involved and where interim deadlines and targets require to be set, the example of London`s Transport Emissions Roadmap (Transport for London, September 2014 https://www.tfl.gov.uk/cdn/static/cms/documents/transport-emissions-roadmap.pdf) provides a useful point of reference here, an interesting alternative view on an integrated approach to the plan lifecycle formula.

Transport Emissions Roadmap - content:

- **Background vision and objectives –** scoping of the areas of intervention and goals to be achieved
- **Challenges and opportunities –** including health, jobs and growth, climate change, equality, biodiversity and built environment.
- **Toolkit – Action by all –** links the various types of measures in the document with those who can help deliver them

- **What are we already doing** – including: promoting shift to more sustainable travel choices (cycling, smarter freight solutions etc.); environmentally efficient use of existing vehicles (smarter driving, out of hours delivery...); development and uptake of low emission vehicles (low emission zone, use of low emission vehicles and installation of charging points...); tackling air pollution focus areas (clean air fund, access restrictions...)
- **Future focus -** sets out a Top Ten list of actions where as an ongoing focus of activity there is a degree of overlap with "What we are already doing" i.e. the move from Low Emission Zone to Ultra Low Emission Zone".

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1 Implementing an Ultra Low Emission Zone in central London
2 Tightening the Low Emission Zone
3 Making traffic management and regulation smarter
4 Helping Londoners tackle air pollution and climate change
5 Driving the uptake of Low emission Vehicles
6 Cleaning up electricity for London`s transport
7 Transforming London`s bus fleet
8 Delivering zero emission taxi and private hire fleets
9 Transforming London`s public and commercial fleet
10 Developing Low Emission Neighbourhoods

- **Roadmap to compliance –** setting of (emission) compliance targets and realistic measures to achieve them within a 2020 horizon
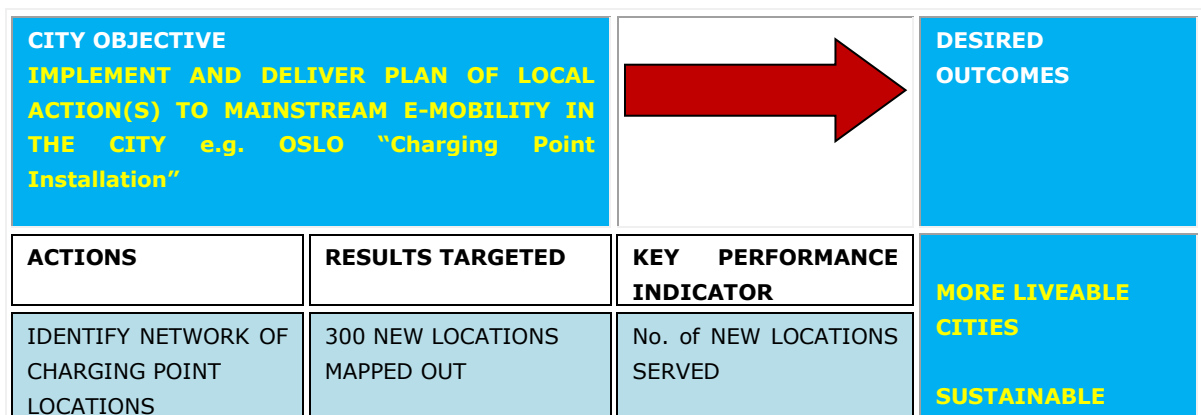
This is just an illustration to remind us how the process from planning, through implementation to delivery can be broken down to facilitate performance monitoring purposes using periodic assessment of on time, on budget schedule activities and quality of results. It is important to note that here the TERM "is not intended to be a finalised plan but part of an ongoing discussion, continuing stakeholder engagement beyond the publication of this plan to generate further viable solutions, secure support for their implementation and begin the process of securing funding for them". While the Top Ten actions might appear to be quite general in nature, the Roadmap is actually very specific and it is worth noting that during the final editing of this report the Mayor confirmed approval for the introduction of the world`s first Ultra Low Emission Zone to be introduced in central London on the 7th of September 2020.

The table below is based loosely on the EVUE Oslo Local Action Plan. Oslo has virtually completed the installation of the charging point infrastructure which was the object of its LAP. With these new facilities in operation the city is now moving on to monitor the use pattern to draw further conclusions on electricity demand, location and supply requirements. Already a small number of charging points have had to be withdrawn as a result of large scale building projects (site clearance) in the city which reflects the constant dynamic which is always present and characterises city development. The redistribution and re-fitting now falls under the routine management and maintenance tasks of the public works division.

EVUE II partners and LSG members working on the Oslo experience and monitoring framework

Of all the EVUE partners Oslo had the most targeted and precise local action plan, simply conceived to ensure provision of a clearly defined level of technical infrastructure. The reason that this plan option could be so compact when compared to the other EVUE II cities is primarily because Oslo occupies a different position on the trajectory towards achieving E-mobility. In the Norwegian capital most of the strategic issues have been addressed and formalised, the awareness and acceptance aspects generally resolved and a sophisticated regulatory framework applied. It therefore provides us with a useful base structure which requires adaptation (modification?) to deal with more multi-faceted or complex plans as introduced in other partner cities – and where actions need to be broken down in order to monitor progress as a sum of constituent parts.

CITY OBJECTIVE IMPLEMENT AND DELIVER PLAN OF LOCAL ACTION(S) TO MAINSTREAM E-MOBILITY IN THE CITY e.g. OSLO "Charging Point Installation"			DESIRED OUTCOMES
ACTIONS	RESULTS TARGETED	KEY PERFORMANCE INDICATOR	MORE LIVEABLE CITIES
IDENTIFY NETWORK OF CHARGING POINT LOCATIONS	300 NEW LOCATIONS MAPPED OUT	No. of NEW LOCATIONS SERVED	SUSTAINABLE

INSTALL SUPPLY OF PUBLIC CHARGING POINTS	400 NEW PUBLIC CHARGING POINTS BY 2015	No. of PUBLIC CHARGING POINTS INSTALLED	**URBAN MOBILITY**
INSTALL FAST CHARGING POINTS	200 FAST CHARGING POINTS BY 2016	No. of FAST CHARGING POINTS AVAILABLE LEVELS OF USE No. OF ADDITIONAL EVs (+10% of vehicles in city)	**STRUCTURAL IMPROVEMENT IN AIR QUALITY** **EFFECTIVE REDUCTION OF GHG EMISSIONS** **REDUCED NOISE LEVELS**
			IMPROVEMENT OF PUBLIC HEALTH
			REDUCTION IN HEALTH COSTS

It is very important to fix interim and final targets and indicators which describe exactly what has been implemented and whether or not it corresponds with the previewed planning. Even realising that planning has not been followed is a valuable message if reasons can be analysed and lessons drawn. This has much more worth than for instance a cosmetic measuring of the number of meetings held to discuss or even drive the action plan. "You learn from mistakes, you don`t learn from success" (Clive James, broadcaster)

2.5. From Outputs to Outcomes

Often actions developed at the local level represent modest steps with a view to achieving wider outcomes. This depends on the focus of the plan of course, it is possible to target installation of charging points with simply the ambition that this will result in x number of additional EVs in the city – stop. In the case of EVUE it is understood that the wider societal objectives, such as improvement in air quality, are crucial arguments in driving the change to EV use, and are therefore also valid outcomes to be aimed at.

Improvements in air quality or public health are the types of desired outcomes which the majority of city authorities would find very difficult to assess using their own resources. This complexity suggests need for collaboration with national authorities (perhaps even supra-national) or agencies, universities and research institutes (a potential advantage for university towns). It is also why in the EVUE environmental advisory note, for example, emphasis is also placed on the action to review and optimise location and number of monitoring stations to directly and adequately measure pollution. Sophisticated scientific

and technical models and tools also come into play in order to estimate emission levels, using for instance traffic cordon counts to assess number and length of all on-road trips (geographic activity method/resident activity method), or fuel sales methods in relation to greenhouse gas emission (multiplying activity data – quantity of conventional fuel sold – by the GHG content of the fuel by gas: CO_2; CH_4; N_2O).

This type of complexity in the relation between results of local actions and desired eventual outcomes is not restricted to the EVUE theme and could surely be imagined in relation to topics such as employment or social inclusion. So while this level of measurement may prove a bridge too far for many URBACT II initiatives, where research institutes could only be directly involved as LSG members (important in itself of course) – it is important to take the outcome question into consideration at the outset and possibly within the new structure of URBACT III there is added/real opportunity to address this aspect in more depth.

In the attempt to build an EU wide "Reference Framework for Sustainable Cities" there was an indicator based tool proposed to "monitor progress". The idea was to provide cities with a set of indicators linked to choice of policy objectives, whereby through exchange with other cities and experts, and by adding own specific policy area objectives (EVs were not in the base "default" list) a valid group of relatively simple indicators could be assembled. By accessing environment in the objective check list a default (starting point) series of indicators are presented, some examples linked to the EVUE topic:

Mitigating green house gas emission
- Greenhouse gas emission in tons per capita
- Transport energy consumption

Reduce air pollution
- The number of times the limit PM10 permitted by EU directives is exceeded

Reduce all kind of nuisances (visual, noise, light)
- Share of people exposed to night noise levels higher than 55d

The tool as it stands is obviously not fully developed but the methodology can perhaps still provide some inspiration. While the decision not to continue support for this initiative at the EU level could for some be a source of discussion, the platform to monitor progress and consider and identify appropriate and feasible indicator sets for this purpose may well have proved to have a certain utility, also for EVUE partner cities.

3. CONCLUSION

It is evident from the exchange carried out in EVUE II that monitoring performance was not specifically previewed in the process of designing and implementing most city (URBACT) Local Action Plans. In the case of Oslo there was an understanding that the sharply targeted action to locate and install EV charging facilities would simply be followed up by the existing management and maintenance evaluation carried out by the services of the municipal authority. In the case of Suceava "this will be put in place when it is possible to fix the real scope of interventions feasible within the compass of the Swiss cooperation funding package, and when the financial resources foreseen are effectively made available". The preceding chapters have attempted simply to provide example elements of a possible construction which could be applied to the EVUE theme, to structure the monitoring process within the activity pattern of an URBACT network. Even within EVUE partner cities the description of actions, results and selection of indicators would require to be tailored to the concrete focus of their specific LAP. This is particularly relevant where networks engage on other thematic policy areas but perhaps the framework presented here can provide additional help for URBACT cities to reflect and develop a system which meets their special needs.

While cities joining the URBACT II programme were required to produce a Local Action Plan and set up an accompanying Local Support Group, application of a monitoring system was not explicitly set as a condition for city participation, and indeed is firmly linked to implementation as opposed to design. Monitoring is recognised as an integral part of planning life-cycle methodology in the URBACT LSG toolkit - a means of improving efficiency and effectiveness and adjusting to unexpected or changed trends (also signalling when things go wrong). Based on activities planned and target setting, the "monitoring tool" has real utility: in assessing whether available resources are adequate and being well used; whether capacity is sufficient and appropriate, and most important; whether you are actually doing what you planned to do - achieving objectives set.

It can therefore be valuable that in URBACT III more consideration is given to this aspect, in terms of providing support for cities to integrate this structurally into the "URBACT method". The Pilot Delivery Network experience has allowed EVUE II partners to draw some conclusions which are often strongly inter-dependent:

- It is obviously preferable to set out a monitoring framework as an integral part of Local Action Plan design, that is to say in parallel with the determination of actions to be developed. It is not impossible to introduce a monitoring system once the plan is running but much more difficult. This could be an additional role for Local Support Group working, and their

involvement in construction at the outset can also help build LSG capacity to follow-up activity and more effectively guide the action planning process.

- It is recognised that introducing firm indicators is difficult in the design phase so perhaps a mid-term review in the LAP development process could help to consolidate the monitoring regime to be applied to any concrete implementation with at least categorisation of the types of indicators to be used.

- Allied to the first point, introducing monitoring mid-term often means that there is no start data or that this is difficult to collate retrospectively. If there is to be more precision on city LAP focus in the baseline study (project development phase) then it can also be valuable to think about establishing baseline data at this stage or at least recognising this to be one of the first tasks to accompany the formulation of local actions. Action Planning and Implementation Networks should be particularly encouraged to explore options here.

- While many city authorities, service providers and agencies have developed sophisticated monitoring procedures to assess and adjust performance over time, there are still many local authorities with much less experience. Local or departmental officers may have excellent skills in designing and developing a plan but are not necessarily trained in applying monitoring systems. There may not be a link between statistical departments and the specific themes to be addressed by service delivery departments. A certain level of technical expertise is required to set and manage a relevant and efficient set of indicators. Support in this area can be particularly valuable for URBACT city partner representatives but would also be important in facilitating the work of the LSG in this respect (re. first point above). Building appropriate monitoring systems and skills could be added to the URBACT capacity building activities at programme level?

- It is worth noting that political stakeholders do not always welcome monitoring as a positive instrument. It can be perceived as a risk in terms of achieving ongoing political ambitions, bringing policy options into question or in the worst scenario making policy failures visible. This is a reality though not a demonstration of good governance, but limitations resulting from reluctance of policy makers need to be understood and addressed. Again URBACT can play a role in changing mindsets on this issue through the process of transnational exchange and programme level capacity building initiatives.

- Monitoring can be developed to the extent that it is an extremely resource and time-consuming activity. While we have mentioned that technical expertise is often required or is desirable, the key importance of that expertise is in narrowing the scope of performance indicators, identifying the critical areas to be assessed. Not measuring for measuring sake, but measuring to evaluate real progress or deficiencies. In the URBACT context it seems appropriate to keep any framework as simple and as targeted as possible, which is actually quite challenging. On the other hand we should not be intimidated by the "scientific" dimension. The Lead expert of ROMA-NeT suggests " a good indicator of advancing Roma community inclusion in Glasgow would be to count how many Roma people were shopping in the local Lidl or Aldi rather than their initial arrival options of begging, scavenging...". So a Local Support Group could be capable of setting some very pertinent and yet down to earth benchmarks to be tracked.

- Participatory monitoring (notwithstanding the earlier difficulty of political will) is an area which fits very well with the URBACT vision of participatory action planning – extending input and involvement beyond the representative structure of the Local Support Group. While this may not be appropriate for all project themes the potential as extra tool for communication, dialogue, public input represents significant added value for many policy areas and especially, though certainly not exclusively, where direct neighbourhood, community impact is targeted (re. Community Led Local Development initiatives). Again URBACT is in a unique position to encourage and influence cities to adopt such practices.

- Finally monitoring is valuable, most probably essential but still sub-ordinate to doing.

URBACT II

URBACT is a European exchange and learning programme promoting sustainable urban development.

It enables cities to work together to develop solutions to major urban challenges, reaffirming the key role they play in facing increasingly complex societal challenges. It helps them to develop pragmatic solutions that are new and sustainable, and that integrate economic, social and environmental dimensions. It enables cities to share good practices and lessons learned with all professionals involved in urban policy

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