

## Thematic Report 3: Sustainable Transport





The withdrawal of the military presence from an urban area often happens suddenly leading to extremely adverse circumstances for the economy and communities affected.

Former military or heritage sites provide excellent potential to act as the catalyst for urban regeneration, many consisting of historic buildings date back over centuries and provide the source of rich cultural heritage. The challenge is to transform these abandoned sites into thriving foundation of economic activity, employment and social cohesion.

The report presents the work of the Sustainable Transportation Pillar of the REPAIR project. The focus of the meeting was the question posed in the Four Pillars: ***How to maximise access to military sites by sustainable modes of transport, which minimise car use and decouple transport growth from local GDP growth?***

The objective of this report is to record the methods and outcomes of the thematic group.

Partners selected Utrecht as the meeting place for this theme due to its excellent record of sustainable mobility and transport planning held in Utrecht, September 2009.

The meetings were carried out in **Fortress Ruigenhoek** on the 24<sup>th</sup> September and **Fort de Gagel** on the 25<sup>th</sup> September 2009, which gave partners the opportunity to see first hand examples of the former military heritage sites available in the area.

The site visits were invaluable in forming the strong impression of the benefits of inter-modal sustainable transport planning.

Presentations, topics and policies raised during the meeting were broadly discussed by partners and are summarized in this report.

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## Aims of the Working Group

The REPAIR project has an overarching goal of exploring how the successful regeneration of former military sites can also act as a catalyst for broader sustainable urban development. The project is built around 4 Pillars, or themes.

In the REPAIR Project six working groups were planned during the project lifetime: four were focussed on the Four Pillars; the fifth was focussed on a review of the Policy Framework and the sixth on the Pilot Regeneration Actions.

During the working group discussions, partners considered the overarching local, national and EU policies pertaining to the subject and considered a number of Case Studies from their individual experience and selected those which supported the expected policy recommendations. The working groups were located at sites of special interest and provided a special insight into the subject matter, where the exercise shared the knowledge and experience among partners.

**The six working groups were located as follows:**

**Working Group II – Medway, May 2009 (Preservation)**

**Working Group III – Utrecht, Sep 2009 (Transport)**

**Working group IV – Karlskrona, Feb 2010 (Local Jobs)**

**Working group I – Paola, Malta, Apr 2010 (Energy Efficiency)**

**Working Group V – Opava, Jun 2010 (Policy Framework Review)**

**Working Group VI – Florence, Jan 2011 (Pilot Regeneration Actions)**

## 1. Aims of the Working Group

The main aim of the meeting was to explore the question: ***How to maximise access to military sites by sustainable modes of transport, which minimise car use and decouple transport growth from local GDP growth?***

The exchange of partner experience and discussion of emerging issues in turn will inform the Policy Framework. Each partner will produce a mini Local Action Plan (LAP) after the Working Group in which the defined policy recommendations will be reflected.

The Programme was planned over two days and included several presentations of Dutch experience, such as on site mobility management models by Martin Vastenhout from Fortress Vechten; rehabilitation of previous military sites and accessibility models by urban Transport and mobility manager of the City of Utrecht.

8 REPAIR Partners were represented at this meeting:  
New Dutch Waterline (NL, host together with City of Utrecht); Medway (UK, Lead partner); Avrig (RO); Charente-Maritime (FR); Florence (IT); Opava (CZ); Paola (MT) and Rostock (DE).



These presentations were concluded by panel discussion with the speakers including comments and questions from the participants resulting in a deeper understanding of the advanced nature of the Utrecht Sustainable Transport planning method.

The participants, divided into 3 groups and presented their good practice and focused on shared interest in common challenges and solutions, and discerned best practice examples and discussed themes that will eventually lead to Policy Recommendations.

The advisor for fortresses at the City of Utrecht, Anton van Emst, presented the first phase of the REPAIR Local Action Plan for Fort de Gagel, focusing on Local Stakeholder Involvement Strategy. Mark Degenkamp, Utrecht Urban Development department, followed with a presentation about urban mobility in relation to EU transport policies and the links with the Repair objectives. This was a stimulating presentation for partners and raised many questions.

Programme activities and visits took the participants to Fort Ruigenhoek; Fortress de Gagel; Fortress Aan de Klop and Fortress De Bilt. All travel of the REPAIR partners in Utrecht was accomplished by sustainable modes of transport, more than 90% of routes travelled by bicycles, including several tandems.



## 2. Synopsis of relevant EU Policies

### 2.1 . EU Policies on transport and mobility

This brief introduction is based on background paper, written by Ms. Liz Mills, REPAIR Thematic Expert, and presentation delivered at the Working Group meeting, delivered by Mr. Mark Degenkamp of Traffic and Transport division, Department of Urban Development, City of Utrecht.

There is little in the EU-level transport policy that concerns directly the problems met by REPAIR partners in relation to their military heritage sites. Mr. Degenkamp outlines that there are no specific policies on redeveloping military heritage sites, and that EU Urban mobility policy is most closely related to accessibility issues of abandoned military sites, by being the only local mobility policy by focusing on integrated approach.

### *EU SDS*



References to transport are made in the EU Sustainable Development Strategy (EU SDS) as one of the 7 key challenges in the EU Sustainable Development Strategy adopted in June 2006 ([http://ec.europa.eu/sustainable/sds2006/index\\_en.htm](http://ec.europa.eu/sustainable/sds2006/index_en.htm)):

*To ensure that our transport systems meet society's economic, social and environmental needs whilst minimising their undesirable impacts on the economy, society and the environment.*

There are operational objectives on de-coupling economic growth and transport demand, achieving sustainable levels of transport energy use and reducing greenhouse gas emissions, reducing other damaging pollutant emissions from transport (including noise), achieving a shift towards environmentally friendly transport modes and modernising the EU framework for public passenger transport services. Demanding targets are set for emissions from cars and for cutting road transport deaths.

Eight main transport actions were identified in the 2006 EU SDS. One was especially for local authorities:

In line with the thematic strategy on the urban environment, local authorities should develop and implement urban transport plans and systems taking into account technical guidance provided by the Commission and considering closer co-operation between cities and surrounding regions.

In July 2009 the European Commission published a review of the EU SDS, assessing progress since 2006: the fight against climate change and the need to tackle the current economic crisis feature strongly. In response to these major challenges the EU is committed to promoting a low-carbon, resource-efficient, knowledge-based and socially inclusive society.

There is an associated focus on 'green growth' and more information can be found at: [http://ec.europa.eu/sustainable/news/index\\_en.htm](http://ec.europa.eu/sustainable/news/index_en.htm) the overall approach to future EU transport policy is summarized as follows:

*In developing EU transport policy, it is essential to take account of all aspects of sustainability (such as emissions, noise, land occupancy and biodiversity) and to base any action on a long term vision for the sustainable mobility of people and goods that covers the entire transport system, and on complementary efforts at EU, national and regional levels.*

The general framework for EU transport policy consists of "White Paper on Transport" and TEN-T Policy.

### **White Paper on Transport**

White Paper on Transport can be found on the following links [http://ec.europa.eu/transport/strategies/doc/2001\\_white\\_paper/lb\\_text\\_e\\_complet\\_en.pdf](http://ec.europa.eu/transport/strategies/doc/2001_white_paper/lb_text_e_complet_en.pdf) and [http://ec.europa.eu/transport/publications/doc/2009\\_future\\_of\\_transport.pdf](http://ec.europa.eu/transport/publications/doc/2009_future_of_transport.pdf).

- Shifting the balance between modes of transport - Regulated competition; linking modes of transport;
- Eliminating bottlenecks - Unblocking major routes; the headache of funding;
- Placing users at the heart of transport policy - Unsafe roads; costs to the user; transport with a human face; rationalising urban transport;
- Managing the globalisation of transport - Enlargement of EU; EU



A White Paper revision took place in 2009 with a public consultation "A sustainable future for transport". Eurocities responded as seen below.

- Importance of cities justifies focus on urban mobility
- Recognise city governments in managing key policy components; dedicated EU funding for urban transport
- Modal shift towards sustainable modes still top of agenda
- Incorporate road safety as a key component
- Emphasise and facilitate better freight logistics.
- R&D (clean propulsion) and legislative initiatives (standardisation of local regulations; Euro standards)
- Integrated approach and cooperation between all levels



EUROPEAN  
PROGRAMME  
FOR  
SUSTAINABLE  
URBAN  
DEVELOPMENT



on world stage.

The European Commission has recently launched a major debate on the Future of Transport and in June 2009 adopted the Communication A sustainable future for transport: Towards an integrated, technology-led and user friendly system. More information is available at the web link: [http://ec.europa.eu/transport/strategies/2009\\_future\\_of\\_transport\\_en.htm](http://ec.europa.eu/transport/strategies/2009_future_of_transport_en.htm)

In 2008 a Greening Transport package was announced, which includes, for example, measures to ensure that transport prices better reflect their real cost to society, a proposal to enable Member States to set up greener road tolls for goods vehicles and use the proceeds to reduce environmental impacts from transport, and proposals to reduce noise from rail freight.

[http://ec.europa.eu/transport/strategies/2008\\_greening\\_transport\\_en.htm](http://ec.europa.eu/transport/strategies/2008_greening_transport_en.htm)

The Greening Transport package Urban mobility Green Paper 2007 "Towards a new culture for urban mobility", to open the debate resulted in Action Plan in Urban Mobility [http://ec.europa.eu/transport/urban/urban\\_mobility/green\\_paper/green\\_paper\\_en.htm](http://ec.europa.eu/transport/urban/urban_mobility/green_paper/green_paper_en.htm)

Eurocities response to the Green paper includes following highlights:

- Integrated approach: link urban mobility with climate change, energy efficiency, demographic change and economic growth
- Encourage cities to develop Urban Mobility Plan and link EU funding to contribution to Mobility Plan
- Modal shift remains top of the transport agenda Political and legislative initiatives in green propulsion
- Overcome (national) barriers to urban schemes (LEZ, road pricing)
- Remain focused on urban road safety
- Large communication campaigns to influence behaviour

EP has published its own action plan before the elections: <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+TA+P6-TA-2009-0307+0+DOC+XML+V0//EN>

EP Action Plan on Urban Mobility proposes:

- Accelerating European research and innovation in the field of urban mobility;
- Encouraging optimisation of various modes of transport by improving urban planning and scheduling (mobility plan);
- EU added value: incentives for sustainable mobility in urban areas (funding, standardisation);

Urban transport: an industry and European technologies, which should find expression in the Lisbon Strategy and the European economic recovery plan.

After the work group meeting, the EU Urban Mobility Action Plan was launched: [http://ec.europa.eu/transport/urban/urban\\_mobility/action\\_plan\\_en.htm](http://ec.europa.eu/transport/urban/urban_mobility/action_plan_en.htm). This provides a number of actions centred on six themes responding to the main messages emerging from the Green Paper consultation, which will be implemented through existing EU programmes and instruments.

## EU URBAN MOBILITY ACTION PLAN

- ❖ Promoting integrated policies
- ❖ Focusing on citizens
- ❖ Greening urban transport
- ❖ Strengthening funding
- ❖ Sharing experience and knowledge
- ❖ Optimising urban mobility

### 3. Comparative experience of REPAIR partners

#### 3.1 Present experience

There are some past and ongoing projects, focussing on transport and mobility, where experience relevant to REPAIR partners may be found. These were considered and discussed during the work group meeting.

SMILE project <http://www.smile-europe.org/> can serve as a good source of information on various good practice in EU. Its Recommendations to Local Authorities are especially relevant to REPAIR [http://www.smile-europe.org/PDF/guide\\_recommendations\\_en..pdf](http://www.smile-europe.org/PDF/guide_recommendations_en..pdf)

The CIVITAS Initiative helps cities to achieve a more sustainable, clean and energy efficient urban transport system by implementing and evaluating an ambitious, integrated set of technology and policy based measures. <http://www.civitas-initiative.org/main.phtml?lan=en>

CIVITAS Plus projects, currently underway: CIVITAS Renaissance (heritage cities), [http://www.civitas-initiative.org/project\\_sheet?lan=en&id=13](http://www.civitas-initiative.org/project_sheet?lan=en&id=13); CIVITAS Archimedes (increasing share of sustainable modes) [http://www.civitas-initiative.org/project\\_sheet?lan=en&id=9](http://www.civitas-initiative.org/project_sheet?lan=en&id=9), may provide some useful experience to REPAIR partners.

Guidance for city planners, administrators and decision-makers on how to meet the challenges in urban mobility issues through the process of a sustainable urban transport plan (SUTP) [http://ec.europa.eu/environment/urban/pdf/transport/2007\\_sutp\\_prepdoc.pdf](http://ec.europa.eu/environment/urban/pdf/transport/2007_sutp_prepdoc.pdf) are available on <http://www.movingsustainably.net/>.

#### 3.2 Best practices of REPAIR Partners, selected in Utrecht

##### ***Co-modality: master plan sustainable transport on the city level and urban traffic management system – Charente-Maritime***

The example of Charente-Maritime is interesting for its focus on co-modality of various forms of traffic, minimizing car use by creating access to land and sea fortifications, combining public transportation and private transport. In particular, this includes co-modality of trains, sea ferries, bicycles and self-drive electric cars, and other measures, such as creating car-free islands, ferries for bicycle riders only, “velobuses” – busses for bicyclists, and bike rentals in car-free zones. The plan also includes use of sailing boats to access the Naval fortifications.

**Access to military sites using sustainable modes of transport**

**Our Local Action Plan**

3 – reducing the use of cars

No cars allowed on the Isle of Aix

Special buses for bikes : « velobus » on Ile de Ré

Ferries allows only bikes

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European Union logo

Min. Group II 124 – 25 September 2008 | Page 15

Connectivities Building networks

URB ACT logo

**Access to military sites using sustainable modes of transport**

**Naval Fortifications Land and sea transportations**

**Our Project :**

- 1- to use public transportation
- 2- to use sail boats
- 3- to minimise the use of cars

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European Union logo

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Connectivities Building networks

URB ACT logo

**Access to military sites using sustainable modes of transport**  
**Our Local Action Plan**

1 – using public transportation

- Coming by train
- Using ferries
- Using intercity buses to reach the main towns closed to military sites
- Renting a bike to visit
- Using rental electric cars in self service

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**Access to military sites using sustainable modes of transport**  
**Our Local Action Plan**

2 – using sail yachts

We want to promote the use of sail boats to visit the Naval Fortifications. They are often closed to a yacht harbor.

It is possible to rent a yacht with a skipper for a week. Sailing in the « pertuis charentais » is popular.

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**Communication and marketing strategy based on awareness, motivation and encouragement, Opava**

Opava case has been selected for its approach to achieving sustainable transport solutions, based on creating convenient alternative solutions and encouraging the use of alternatives by targeted communication. The strategy combines upgrading the external and intra-site infrastructure, exploiting the benefit of adjacent rail station, and marketing. The REPAIR Partners especially noted the approach to competing by alternative solutions with car use in offering better choice, rather than forbidding car use.

How to maximise community access to military heritage sites using sustainable modes of transport (minimising car use and transport growth) without affecting GDP and contributing to broader sustainable development of the surrounding urban areas

› What do we mean by SUSTAINABLE TRANSPORT in Opava?

- Routes for bicycles, walkers, in-line skaters etc.
- Integrated Regional Transport System (people can use all the means of mass transport in zones for lower prices, the system is run by the regional authority)
- Mass transport

› Why do we want to use SUSTAINABLE TRANSPORT more in Opava?

- Bad conditions in the City (noise, dust) caused by cars and lorries
- Health and good style of living
- Safer modes of Transport

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How to maximise community access to military heritage sites using sustainable modes of transport (minimising car use and transport growth) without affecting GDP and contributing to broader sustainable development of the surrounding urban areas

› Transport situation

– Military Site

Cars and Lorries

- The Site is well accessible for cars and lorries
- The inner road network of the Site must be repaired

Railway

- The Site is well accessible for railway and visitors who come by train (railway station just beside)

Mass Transport

- Mass Transport Network line around the Site with a stop for future users and visitors

Cycling

- Future plans – see the blue lines

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**3.2.3 Electric-sustainable modes of transport, using waterways, green fuels and innovative solutions, Utrecht**

Practices in Utrecht have been selected for pragmatic approach in using existing infrastructure, such as to deliver goods via the canals by an electric 'beer-boat', innovative intra-city cargo groupage: the cargohopper - an electric freight 'train' to deliver goods in the historic city centre, that started in 2009 and became a great success, and developing a comprehensive network of bicycle paths, encompassing the whole city and its rural hinterland.

**3.3 Problems and Common interests of REPAIR Partners**

During the working groups sessions, the partners have also identified main problems that they are facing in developing action plans, and mapped common interests and indication of collaboration in the prioritised problems to be addressed by Local Action Plans:



1. Relation of growing demand to public transport (Charente-Maritime), reliability of public transport (Medway), and attitudes of the public to alternatives of the private car use (Utrecht). Other interested partners: Opava, Florence, Avrig.
2. Burden of regulations, availability of finance and issues of taxation of transport – all partners declared interest.
3. Guidance of managing the sites and “no go” areas for private cars: Rostock, Malta, Avrig.

These shared priorities will help to start-up the creating of a “Buddy system” where each mini Local Action Plan will have a critical peer review by other REPAIR trans-national partner areas.

#### 4 Conclusions of WG debates

Transport and mobility solutions require integrated approach to urban areas and urban-rural linkages. Therefore military heritage sites and access to them must be seen in appropriate territorial context of necessary scale. Demand to transport and specificity of problems with access to such sites depend on a number of factors presented in chapter 3.1 above; location, existing transport networks and uses of the site being the universally decisive factors.



##### 4.1 Urban mobility and accessibility to military heritage sites - Key factors

The issue of access to military sites by sustainable modes of transport is closely related to a number of issues specific to the site and its context:

- Location: access by sustainable transport to the sites in the urban area will be easier to manage, then remote locations where few other interests exist, often making it unrealistic to create access by public transport and to justify building new infrastructure such as dedicated bicycle paths;
- Geography and terrain: despite the location, it is easier to promote bicycles e.g. in Denmark and the Netherlands which are relatively densely populated and without hills than in e.g. hilly Malta;
- Heritage qualities: the nature conservation and archaeological concerns may hinder developing infrastructure in the vicinity of the site or on the site;

- Current use: is it attracting large groups of people at any specific time, to private functions and conferences, or events open to public;
- Existing transport and traffic conditions, including road safety: What are the available modes of transport for visitors to come to the site?

Military heritage sites of REPAIR partners fall into several categories: some are remote autonomous sites resembling industrial brownfield redevelopment sites, such as Avrig, some are located close to the city centres, such as Karlskrona, Florence, Rostock and Opava, and some are military fortifications, formerly in an open space, of varied proximity to a city, such as the New Dutch Waterline, fortresses of the Great Lines of Medway, or fortresses of Charente-Maritime. While city centre locations do not pose many issues specific to the military heritage sites, the remote fortifications face a wide varied of challenges, such as providing access by public transport, creating infrastructure such as bicycle paths, and adequate car parking facilities.

## 5. Emerging recommendations

In the presentations, group discussions and concluding debate two clear lines were prominent.

### 5.1.1 Providing Choice

Military heritage sites are often used for leisure functions such that do not call for shortest possible travel time, rather for recreational enjoyment of the routes. Hence the most prominent keyword has been *Co-modality*, i.e. providing possibility of travelling different parts of the access routes by different transport. It has been agreed that the related important issues are multi-modal systems where travellers from different parts of the area could *plug in* with their preferred mode of transport, such as bicycle, and that the *last mile* in accessing the remote military sites is often the lacking part of the system;



### 5.1.2 Communicating Sustainable Approaches

Complete ban of car use to access military sites may be a not the best option, diminishing the numbers of visitors, especially in inclement weather. The partners agreed that attractive sustainable alternatives to access-by-car need to be created and most importantly creatively communicated and marketed, so that visitors having a choice would become aware that the alternatives may create a better experience and choose them by preference rather than by force.

### 5.1.3 Proposals for draft recommendations

Two recommendations may be formulated:

1. In implementing the emphasis of EU SDS on “Achieving a balanced shift towards environment friendly transport modes to bring about a sustainable transport and mobility system”<sup>1</sup>, the experience of REPAIR Partners in providing access to military sites, located both in the hinterlands of the cities and in the urban areas, strongly supports the EU policy of *promoting co-modality*<sup>2</sup>; this policy and resulting instruments must be fully exploited when planning access to military sites. Urban Mobility Plans must put a high emphasis on co-modality by creating opportunities for seamless change of modes, particularly for passengers relying on bicycles and public transport. For better access to military heritage sites by sustainable modes of transport, provision of the last

<sup>1</sup>Council of the European Union, Brussels, 26 June 2006; 10917/06; Sustainable Transport, pg. 10

<sup>2</sup> Brussels, 25.9.2007; COM(2007) 551 final: GREEN PAPER Towards a new culture for urban mobility (presented by the Commission); 2.1. Towards free-flowing towns and cities

leg from nearest public transport stop by sustainable mode of transport is a crucial element, and providing this element along with seamless modal shift may turn the passengers to prefer sustainable modes of transport instead of a private car to access military heritage sites.

2. Given the specificity of public and private uses of military heritage sites, which requires generating substantial visitor flows to provide income for maintenance of the sites, completely banning the use of cars to access the sites is not always a feasible or desirable option. Once attractive alternatives to using a private car to arrive to the site have been organised to provide a seamless shift of modes and recreational routes, the key factor to achieving user preference to alternative access modes to private cars is skilful communication and marketing of these alternatives.



Therefore, *EU Policy 5.5 for Sustainable Transport - Behaviour: educate, inform and involve*<sup>3</sup>, and *Action 8 of EU Urban Mobility Action Plan: Campaigns on sustainable mobility behaviour*<sup>4</sup> should be given due emphasis and sufficient funding in Urban Mobility Plans. For better access to military heritage sites by sustainable modes of transport, the instruments implementing this policy should focus on highlighting the recreational value of alternative modes of transport and, where access by private cars is unavoidable, on giving preferential treatment to access to the military heritage sites by low and zero emission private vehicles.

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<sup>3</sup> Brussels, 17.6.2009; COM(2009) 279 final: COMMUNICATION FROM THE COMMISSION

A sustainable future for transport: Towards an integrated, technology-led and user friendly system

<sup>4</sup> Brussels, 30.9.2009; COM(2009) 490 final: COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS

Action Plan on Urban Mobility