Frameworks in European countries for Rural Shared Mobility
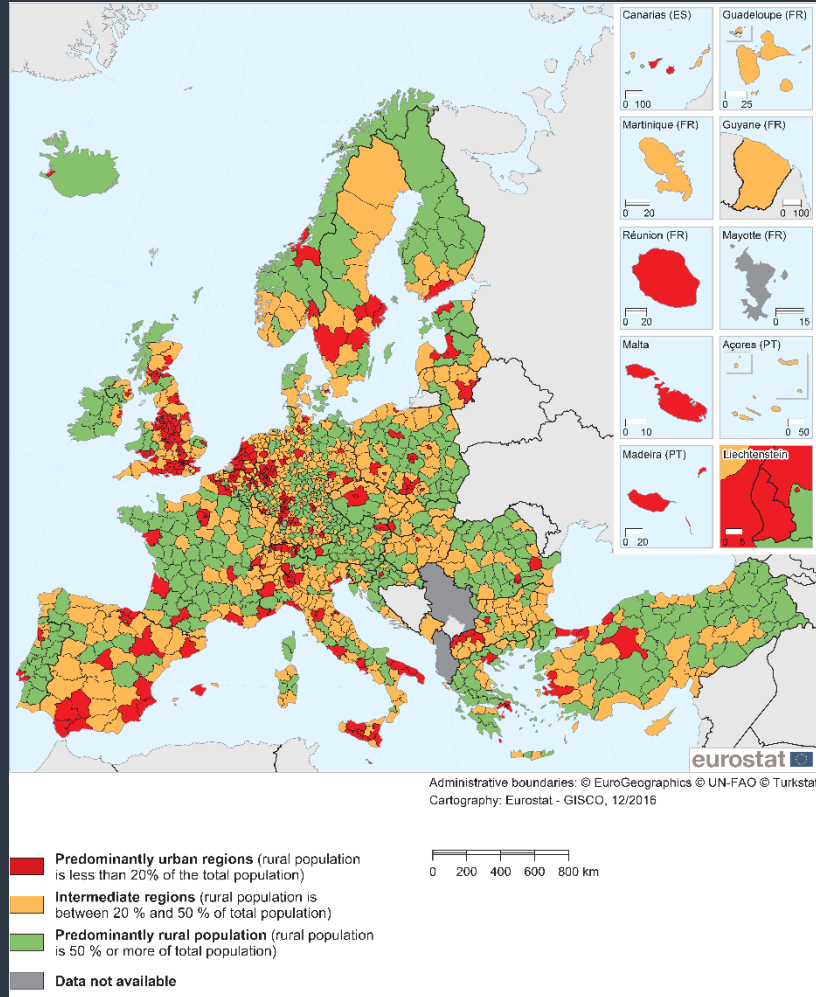
Brendan Finn

MemEx Srl

www.ruralsharedmobility.eu

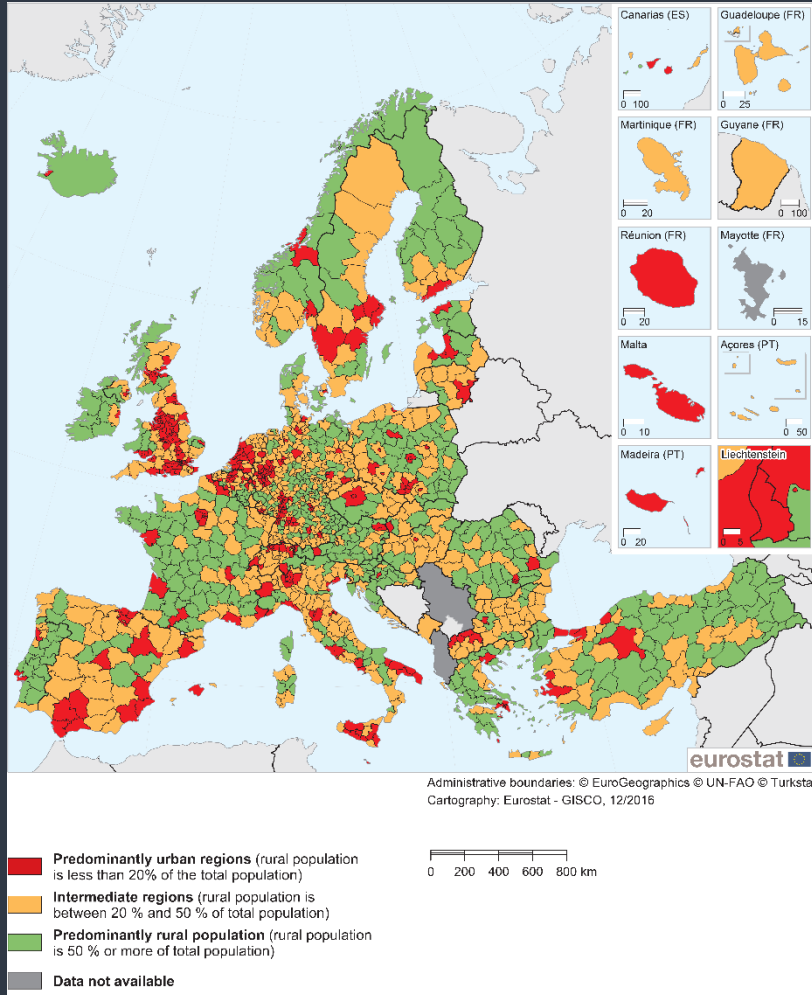# Europe is more rural in nature than is generally understood

Source: Eurostat 2016

Predominantly urban regions (rural population is less than 20% of the total population)

Intermediate regions (rural population is between 20 % and 50 % of total population)

Predominantly rural population (rural population is 50 % or more of total population)

Data not available

At regional level, it looks strongly urban

Europe is more rural in nature than is generally understood

Source: Eurostat 2016

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Predominantly urban regions (rural population is less than 20% of the total population)

Intermediate regions (rural population is between 20 % and 50 % of total population)

Predominantly rural population (rural population is 50 % or more of total population)

Data not available

Cities
(Densely populated areas: at least 50 % of the population lives in urban centres)

Towns and suburbs
(Intermediate density areas: less than 50 % of the population lives in rural grid cells and less than 50 % of the population lives in urban centres)

Rural areas
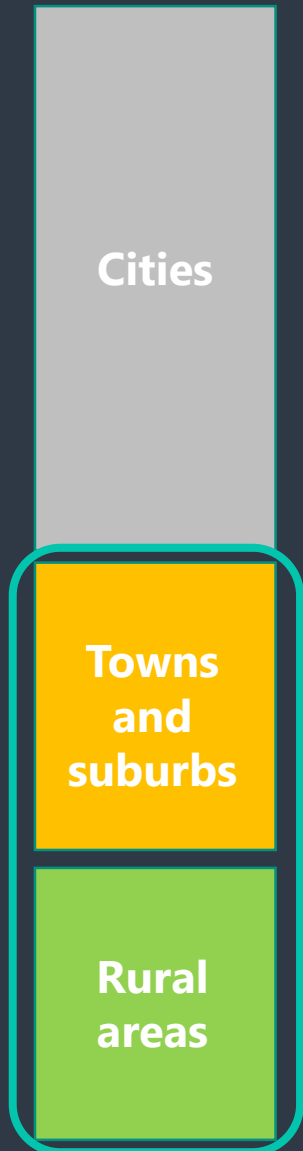(Thinly populated areas: more than 50 % of the population lives in rural grid cells)

Data not available

At regional level, it looks strongly urban

At local level, a very different picture emerges

Mobility in rural areas needs attention

Cities

Towns and suburbs

Rural areas

Distribution of population (%) by degree of urbanisation, EU-28 Eurostat 2017 (estimated)
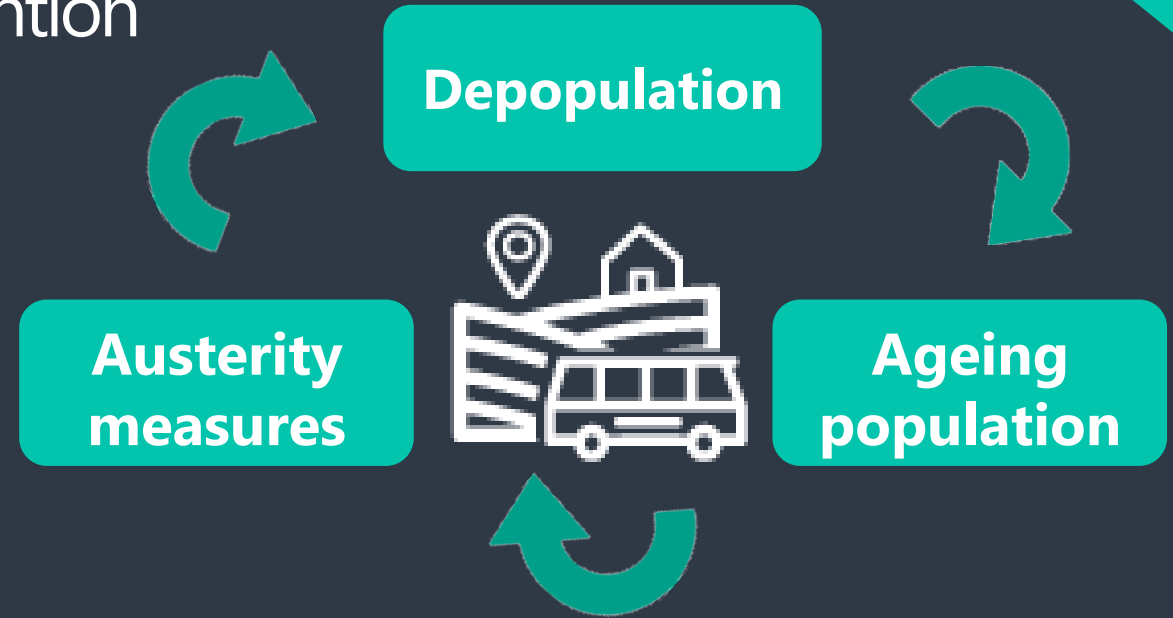
2017

27%

Of the EU's population lives in rural areas

24%

Of the EU's rural population is at risk of poverty or social exclusion

Depopulation

Austerity measures

Ageing population

27% of Europe's population means 137 million people, which equates to the population of the 40 largest Metropolitan areas in Europe

There can be little doubt which 137 million gets more attention in transport policy, innovation, capital investment and ongoing subsidy for their mobility needs.

The **SMARTA** Project

Explore ways to ensure sustainable mobility by improving shared/public transport services across different European rural areas

UNIABDN

VECTOS

TML

EIP

MEMEX

MemEx

UNIVERSITY OF ABERDEEN

vectos

TRANSPORT & MOBILITY LEUVEN

European Integrated Projects

The **SMARTA** Project

SMARTA
smart rural transport areas

The particular focus of SMARTA is "shared mobility" in rural areas integrated with public transport, in order to make more extended and accessible the public transport network and the local services

Shared mobility in rural area

↳ Combining travellers more efficiently by different service schemes

↳ Improving the availability and integration of transport offer and mobility options

↳ Support (e)-services such as user info, booking, ticketing, fleet control, ...
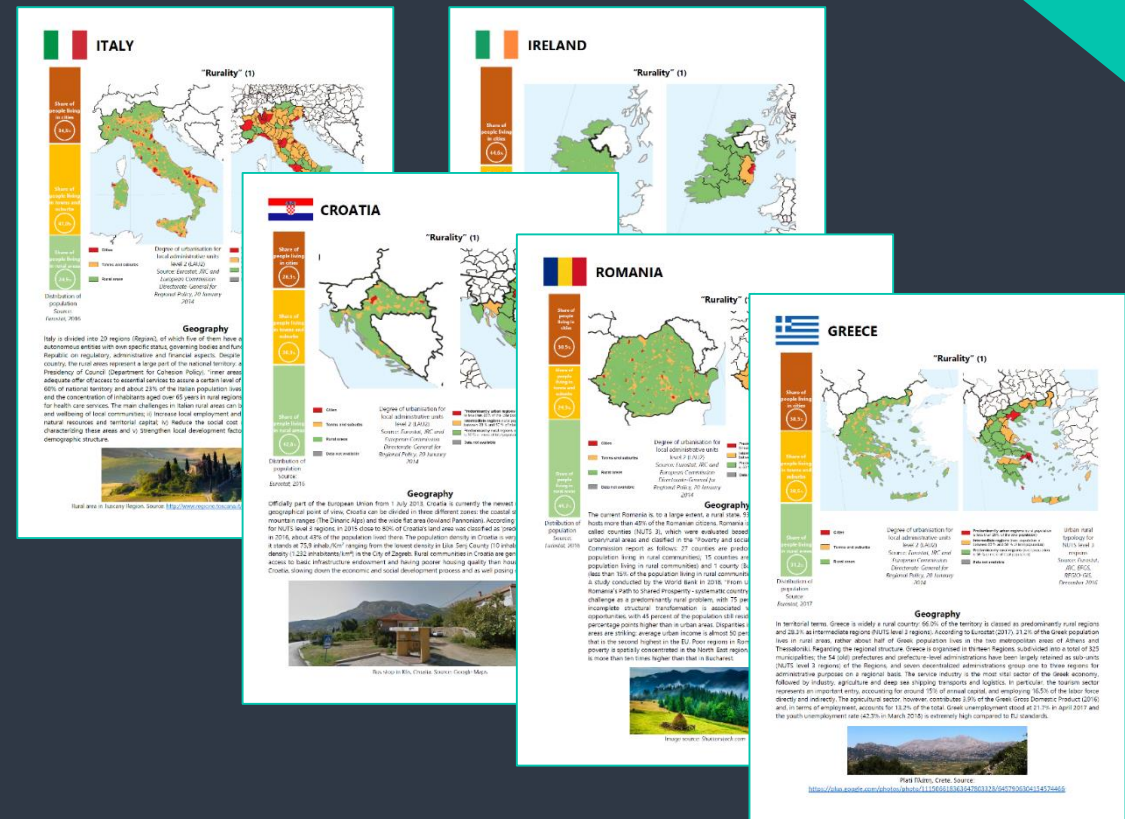
"Insight Papers"

Analysis of the challenges of mobility in rural areas and the framework in each of the 28 EU countries (including selected EEA states, North America and Australia)

"Good Practices"

Comprehensive overview of Good Practices in rural shared mobility from around Europe and beyond
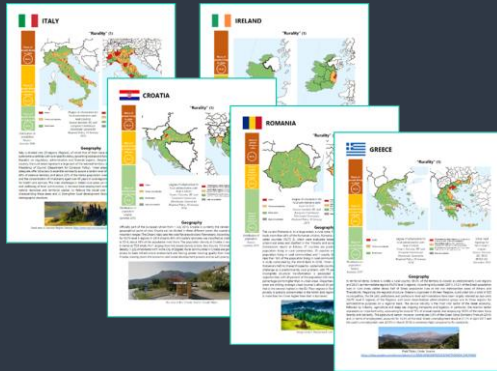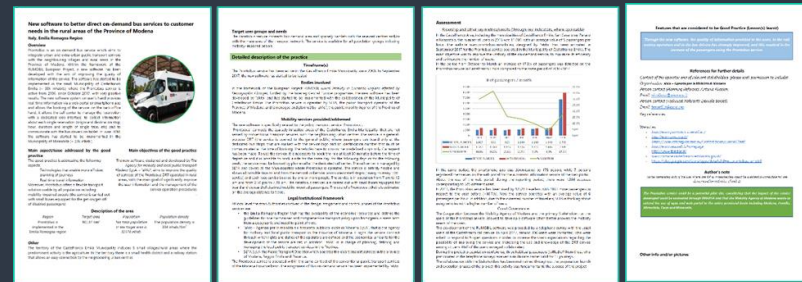
Pilot Demonstration sites

✓ **Validation and evaluation in real-field conditions** of the **effectiveness**, **efficiency**, **response**, **impacts** and **future prospects** for shared mobility services connected with public transport

Long-distance coach

Local bus

Carsharing / Bikesharing
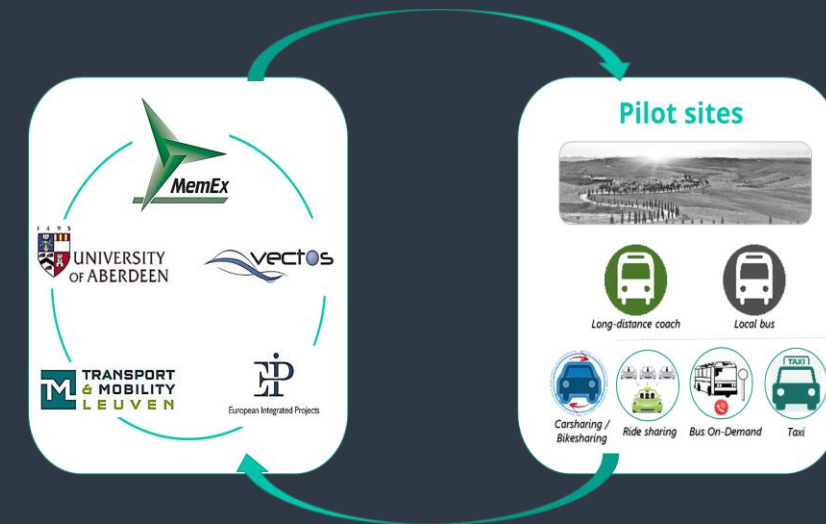
Ride sharing

Bus On-Demand

Taxi

"Insight Papers"

"Good Practices"

Pilot sites

Stakeholder's Engagement

Gain a deep understanding about the key findings, lessons learnt and transferability issues of different mobility experiences in rural areas across Europe

3rd May 2018

November 2020

Source: http://www.unsabeniculturali.it

Deeper answers to the questions facing European and national political, administration and practitioner layers.

?

How policy should be developed for rural shared mobility

?

What solutions work best in what contexts? What impacts they can have on economic, social and environmental challenges?
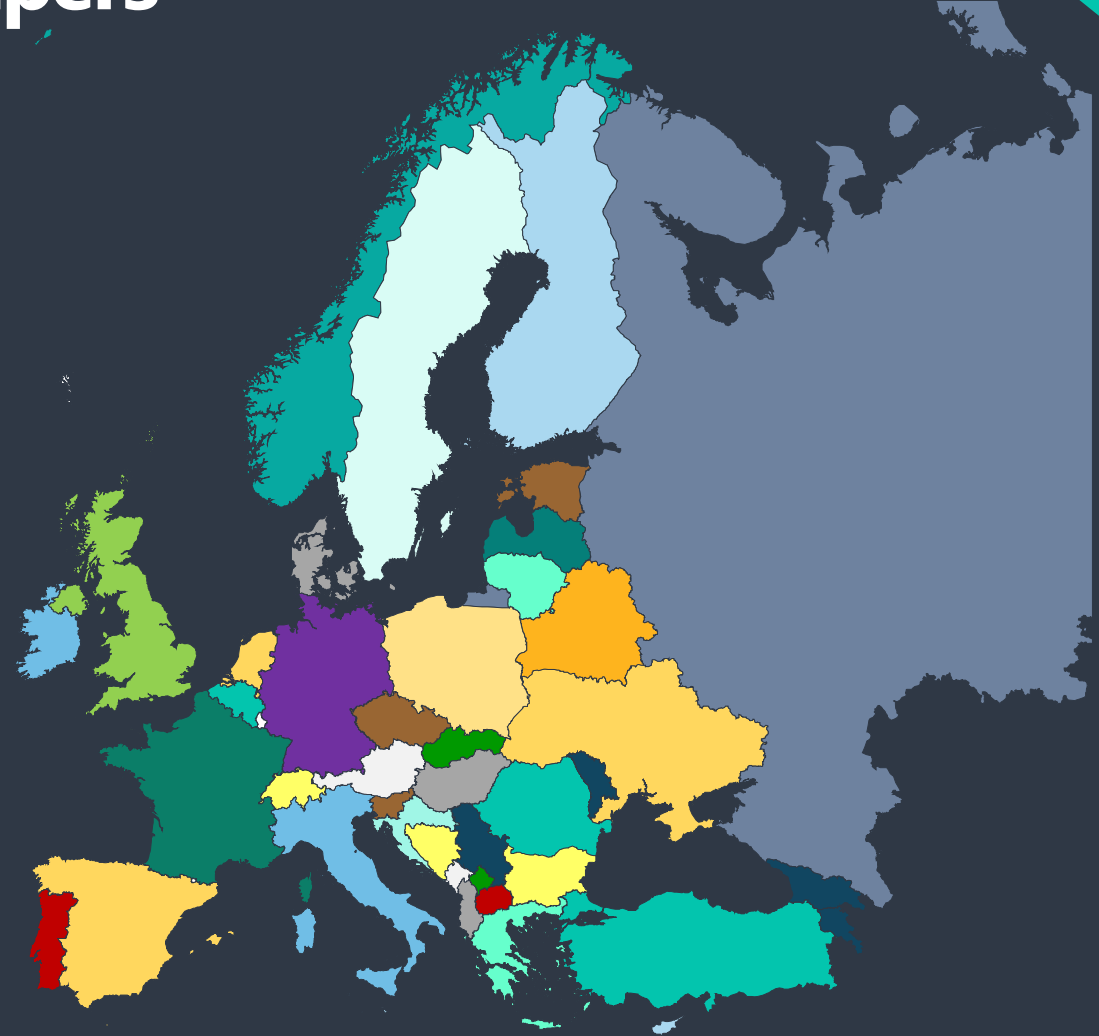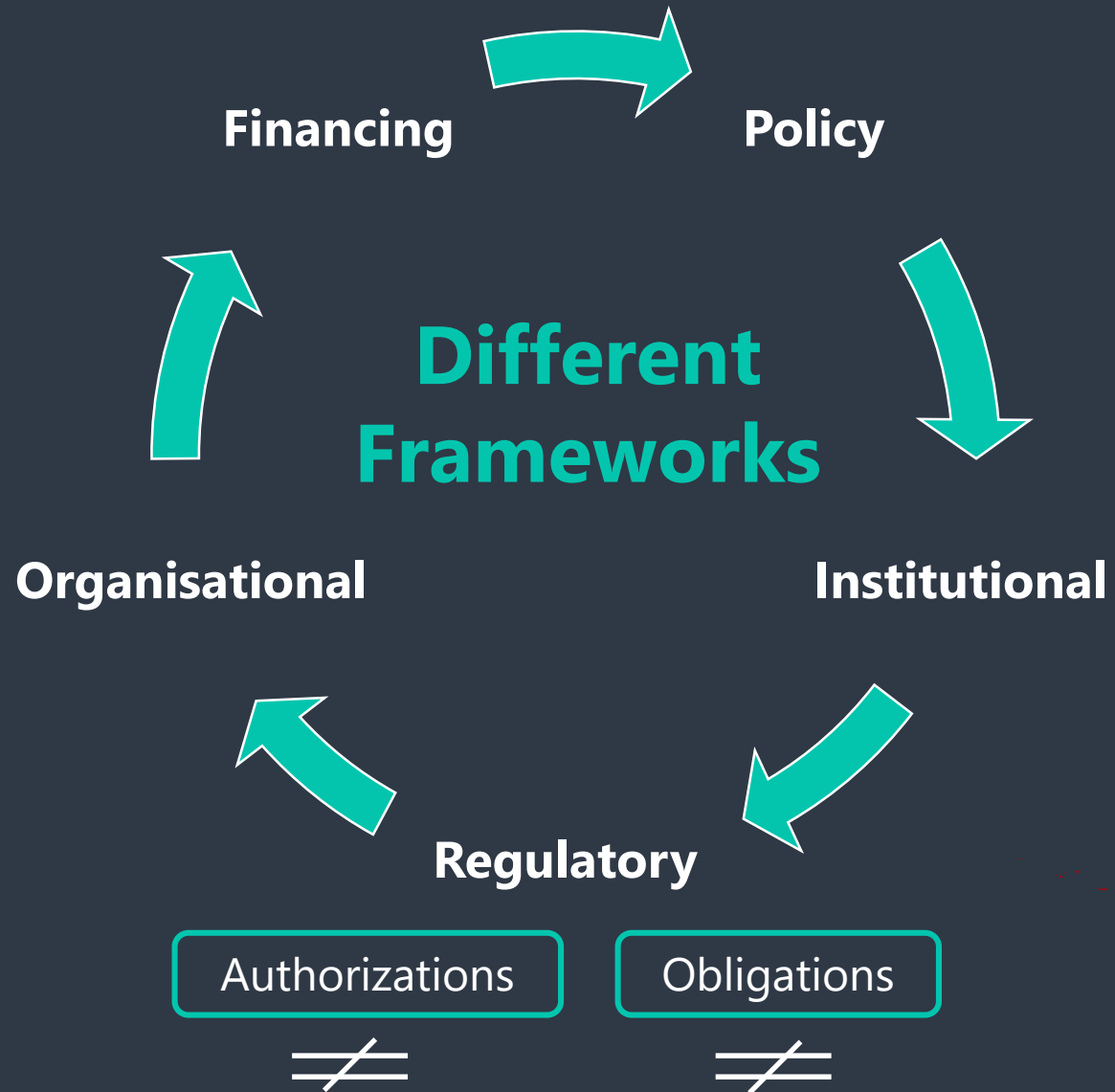
?

Whether/how to develop shared mobility solutions integrated with public transport

?

?

Which are the appropriate roles for communities, authorities and private sector

Insight Papers

Financing

Policy

Different Frameworks

Organisational

Institutional

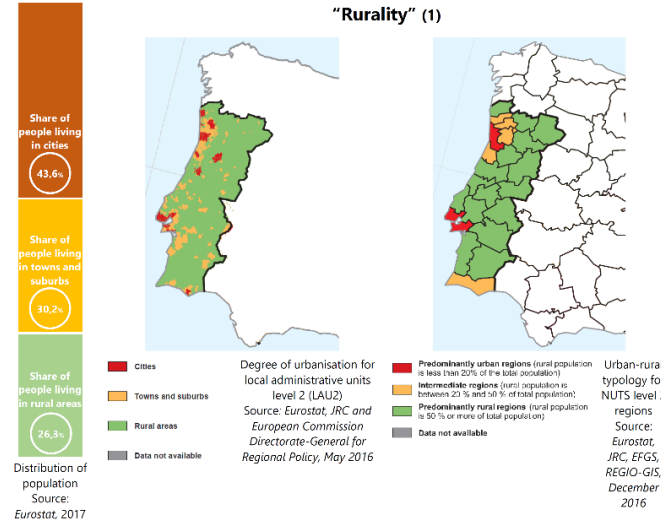**Regulatory**

Authorizations

Obligations

Why are Frameworks so important?

- Frameworks set all the primary parameters
  - Vision, strategy, programs, what is to be done
  - Who is responsible, who is permitted, where are the limits
  - What is permitted and what is not permitted
  - Financing obligations, mechanisms
- If you want to implement mobility services, both public and private entities are bound to work within them
- If you want to innovate, you may find barriers or boundaries
  - whether at mobility service or business model layer
- If you wish to change the Framework, you must understand how it works, and which are the points to influence

Card 1: PORTUGAL

"Rurality" (1)

Distribution of population
Source: *Eurostat, 2017*

- Share of people living in cities **43,6%**
- Share of people living in towns and suburbs **30,2%**
- Share of people living in rural areas **26,3%**

Legend:
- Cities
- Towns and suburbs
- Rural areas
- Data not available

Degree of urbanisation for local administrative units level 2 (LAU2)
Source: *Eurostat, JRC and European Commission Directorate-General for Regional Policy, May 2016*

- Predominantly urban regions (rural population is less than 20% of the total population)
- Intermediate regions (rural population is between 20 % and 50 % of total population)
- Predominantly rural regions (rural population is 50 % or more of total population)
- Data not available

Urban-rural typology for NUTS level 3 regions
Source: *Eurostat, JRC, EFGS, REGIO-GIS, December 2016*

Geography

Portugal is the most westerly country of the European Union. Located mostly on the Iberian Peninsula in southwestern Europe, it borders to the north and east only with Spain, while to the north and south it borders the Atlantic Ocean with about 830 kilometres of coastlines. Thanks to its strategic position and to the considerable maritime experience, over the centuries Portugal affirmed its Atlantic strategic role, with the extension of the Atlantic archipelagos of the Azores and Madeira, both autonomous regions with special status of EU Outermost Regions (article 349 and 355 TFEU). Portugal's territory is mainly plains (53%), 26% hilly and 21% mountainous, and it is split by its main rivers, the Tagus, that flows from Spain and disgorges in Tagus Estuary, in Lisbon, and Douro in the North section until Porto city. In both case the main rivers flow into the Atlantic Ocean. Portugal covers an area of 89 089 km² of which 81% is rural. Of the total area, 47% is agricultural land while forests cover 39%. The total population is 10 million, with an average density of 92 inhab./km².

Rural depopulation and increased ageing of the population are key challenges. Rural regions are more and more facing the negative effects of these issues. In 2017, the share of people living in rural areas was 26.3% (decreased by 1.4% in the latest 5 years) and 27.5% of the rural population was considered at risk of poverty or social exclusion. Although the level of instruction has progressed between the last two censuses, in 2011 approximately 55.9% of the population in rural areas continues to have only basic education; only 9.7% higher education, below the continent average (11.9%), and 7.1% do not know how to read or write.

In recent years, a large proportion of the people which was working in agriculture moved to other sectors, which in most cases forces them to change to urban areas, with negative effects on rural areas. The migration of people to the urban cities and the consequent abandonment of the land for agricultural and forestry purposes has contributed to the partial downfall of these territories. Anyway, rural tourism in Portugal has a high potential that can contribute to reinforce the economies of local communities. In 2017, the share of people aged 18-24 neither in employment nor in education and training was 13,7%.

Card 2: PORTUGAL

Institutional framework

Portugal is divided into 18 Districts (*Distritos*), two Autonomous Regions (Madeira and Azores) and two metropolitan areas (Lisbon and Porto). As regards the relevant layers of government, in Portugal the authorities responsible for the planning, management and public transport market organisation have been going through a slow evolution over the last few decades.

Currently, there are two levels of Government:

- National level. It is the higher level of Government. Key actors addressing transport and mobility issues are i) The Ministry of Infrastructure and Planning, responsible for defining, managing and implementing policies on transport issues and for providing oversight over the Institute for Mobility and Transport; ii) The Institute for Mobility and Transport (*Instituto da Mobilidade e Transportes*, IP), a central administration body established in 2012 responsible for regulating, supervising and coordinating inland transport, promoting safety and quality standards and ensuring the protection of consumer's rights, and iii) Mobility and Transport Authority (Autoridade da Mobilidade e dos Transportes, AMT), created in 2014 as an independent economic regulator, took over responsibility for regulation, promotion and defence of competition in public transport in Portugal. None of the above has a specific focus on rural mobility.
- The local level. Three sub-layers can be identified: the *Municípios* (i.e. the Municipalities) that are responsible for the management of the road public transport network and for the organisation of the regular urban and suburban transport services. The *Comunidades Intermunicipais* (i.e. the inter-municipal level) that, from the entry in force of the Decree n.º 75/2013, manage the intermunicipal and regional services, and the *Áreas Metropolitanas* (i.e. the Lisbon and Porto) that are the responsible for the organisation of public transport services in the target metropolitan areas. Currently, there are 21 Intermunicipal Communities and 2 Metropolitan areas.

The organisation of the public transport services in the archipelagos of the Azores and Madeira is delegated to specific regional authorities. In most of the cases in the mainland the responsibilities for mobility and transport in rural areas are delegated to the Municipality level. Several municipalities, mainly the ones who have municipal transport services, have broadened their action in the entire municipal territory, with (dozens of) municipalities which have opened tenders for urban transport concessions or signing contracts with local operators holding concessions authorised by the State, altering the exploitation conditions in force.

Regulatory framework

In recent times, the public passenger transport in Portugal has been regulated by the *Regulamento dos Transportes em Automóveis* (Regulation of the Transportation in Road Vehicles) (RTA) from 1948, and by the *Lei de Bases do Sistema de Transportes Terrestres* (Basic Law on Inland Transportation) (LBTT), from 1990. The LBTT established the concept of Metropolitan Transport Region, acknowledging the systemic and intense dependency relationships between the central area and the urban surroundings ("*neighbouring areas, where there may also exist secondary settlements, with which the main urban centre maintains an intense relationship, in the form of daily commuting between home and work*") in a broad space with several peripheral areas.

In 1999 (Law no. 159/99 of 14 September), the Parliament established the framework to transfer attributions and responsibilities to the local authorities, conferring them the responsibility of planning, managing and undertaking investment, in the areas of i) Regular urban passenger transport network and ii) Regular local passenger transport network (if carried out exclusively within the municipality territory).

The Publication of the new European Regulation 1370/2007, on public passenger transport services by rail and by road, forced the amendment of this regulatory framework, as well as of the regime of the current regular public passenger transport "concessions", which were until now set under RTA, towards a model of public passenger transport services contracting, in a system of controlled competition.

Law No. 52 of 9 June 2015 - *Regime Jurídico do Serviço Público de Transporte de Passageiros* (RJSPTP) replaces the RTA, transferring the European guidelines to the national framework and laying down the conditions under which the competent authorities may impose public service obligations under a public service passengers' contract.

Currently, the public transport provision in metropolitan, urban and rural areas is regulated by the RJSPTP, which set the roles and related responsibilities for the organisation, planning, management and financing of all land public transport modes.

RJSPTP also launched the concept of "Serviço público de transporte de passageiros flexível" (Flexible Transport Services), establishing it as an integral part of the public transport system. Decree Law no. 60/2016, of September 8, establishes the specific rules applicable to the provision of FTS, aiming at creating conditions for the implementation of this type of services.

Card 3: PORTUGAL

Key stakeholders and Ministries addressing Rural areas

Title	Role
Ministry of Infrastructure and Planning	Responsible for defining, managing and implementing policies on transport issues and for providing oversight over the Institute for Mobility and Transport.
Institute for Mobility and Transport	The Institute for Mobility and Transport (*Instituto da Mobilidade e Transportes*, IP), is responsible for transport planning and coordination and for supervising and regulating transport operators in the country, and so acts as the technical regulator.
Mobility and Transport Authority	The Mobility and Transport Authority (*Autoridade da Mobilidade e dos Transportes*, AMT) took over responsibility for regulation, promotion and defence of competition in public transport in Portugal.
Working Group for the Training of Transport Authorities (GTAT)	The Working Group for the Training of Transport Authorities (Grupo de Trabalho para a Capacitação das Autoridades de Transportes (GTAT)), created in July 2017, has the mission of technically qualifying the transport authorities, with a view to contracting by December 2019 networks and public passenger transport services at national level.
National Association of Portugal Municipalities	The National Association of Portugal Municipalities (Associação Nacional de Municípios Portugueses (ANMP)) is a private law entity, founded in May 1984. ANMP members are all Portuguese Municipalities and Associations of Municipalities that have the voluntee to join the Association. ANMP's general purpose is the promotion, defence, dignification and representation of Local Powers.
Metropolitan Areas of Lisbona and Porto	The Metropolitan Areas of Lisbona and Porto are the two metropolitan areas established by Portuguese Law; they are respectively composed of 18 and 17 municipalities.

Link to Websites

- Rede Nacional de Expressos: https://www.rede-expressos.pt/
- Working Group for the Training of Transport Authorities (GTAT): https://gtat.pt/
- National Association of Portugal Municipalities: https://www.anmp.pt
- Mobility and Transport Authority: https://www.amt-autoridade.pt/
- Institute for Mobility and Transport: http://www.imt-ip.pt/sites/IMTT/Portugues/Paginas/IMTHome.aspx
- Metropolitan Area of Lisbona: https://www.aml.pt/
- Metropolitan Area of Porto: http://www.amp.pt/

References (include URLs where possible)

Decree Law no. 60/2016, of September 8, Serviço Público de Transporte de Passageiros Flexível
Decree nº 37272, of 31 December 1948.
Dunmore, D. (2016). Comprehensive Study on Passenger Transport by Coach in Europe (No. MOVE/D3/2014-261), Member State Fiches – Portugal, available at https://ec.europa.eu/transport/sites/transport/files/modes/road/studies/doc/2016-04-passenger-transport-by-coach-in-europe.pdf
Governo De Portugal, Ministério da Economia, Gabinete do Secretário de Estado das Infraestruturas, Transportes e Comunicações, Plano Estratégico dos Transportes e Infraestruturas - Horizonte 2014-2020, April 2014, available at: https://www.portugal.gov.pt/media/1385664/PETI3.pdf
Institute for Mobility and Transport, Ana Pereira de Miranda, Seminar, Decreto-Lei N.º 60/2016 Serviço Público de Transporte de Passageiros Flexivel, October 2016, available at http://www.logistel.pt/docs/apresentacaoDL60-2016.pdf
Institute for Mobility and Transport, Guião para o período transitório do Regime Jurídico do Serviço Público de Transporte de Passageiros e Linhas Orientadoras (edition of February 2016, revised on 01.04.2016), available at: http://www.imt-ip.pt/sites/IMTT/Portugues/RJSPTP/Documents/GuiaoRJSPTP_01-04-2016.pdf

Mapping the diversity within European frameworks

1) Which is the layer of Government at which rural mobility is primarily determined?
2) Is there a common framework throughout the country?
3) Is there a specific rural mobility/transport policy with objectives and targets?
4) Are there Sustainable Urban Mobility Plans (SUMP) or equivalent for rural areas
5) On what basis does the public transport give coverage of villages and rural areas?
6) Are additional mobility services provided for (school, healthcare)?
7) Is there comprehensive territorial coverage by transport/mobility units which coordinate a range of mobility services?
8) Is there widespread provision of "bottom up" and community mobility services?
9) At what level are DRT and other forms of shared mobility services linked to the regular public transport system?
10) To what extent does the regulatory framework provide for DRT and emerging forms of rural shared mobility?

Which is the layer of Government at which rural mobility is primarily determined?

National

Cyprus, Czech Republic, Hungary, Ireland, Latvia, Luxemburg, Malta, Slovenia

State/Region

Austria, Belgium, Croatia, France, Germany, Greece, Italy, Poland, Portugal, Slovakia, Spain, Sweden

Municipality/County

Bulgaria, Denmark, Estonia, Lithuania, Netherlands, Romania, Scotland, UK
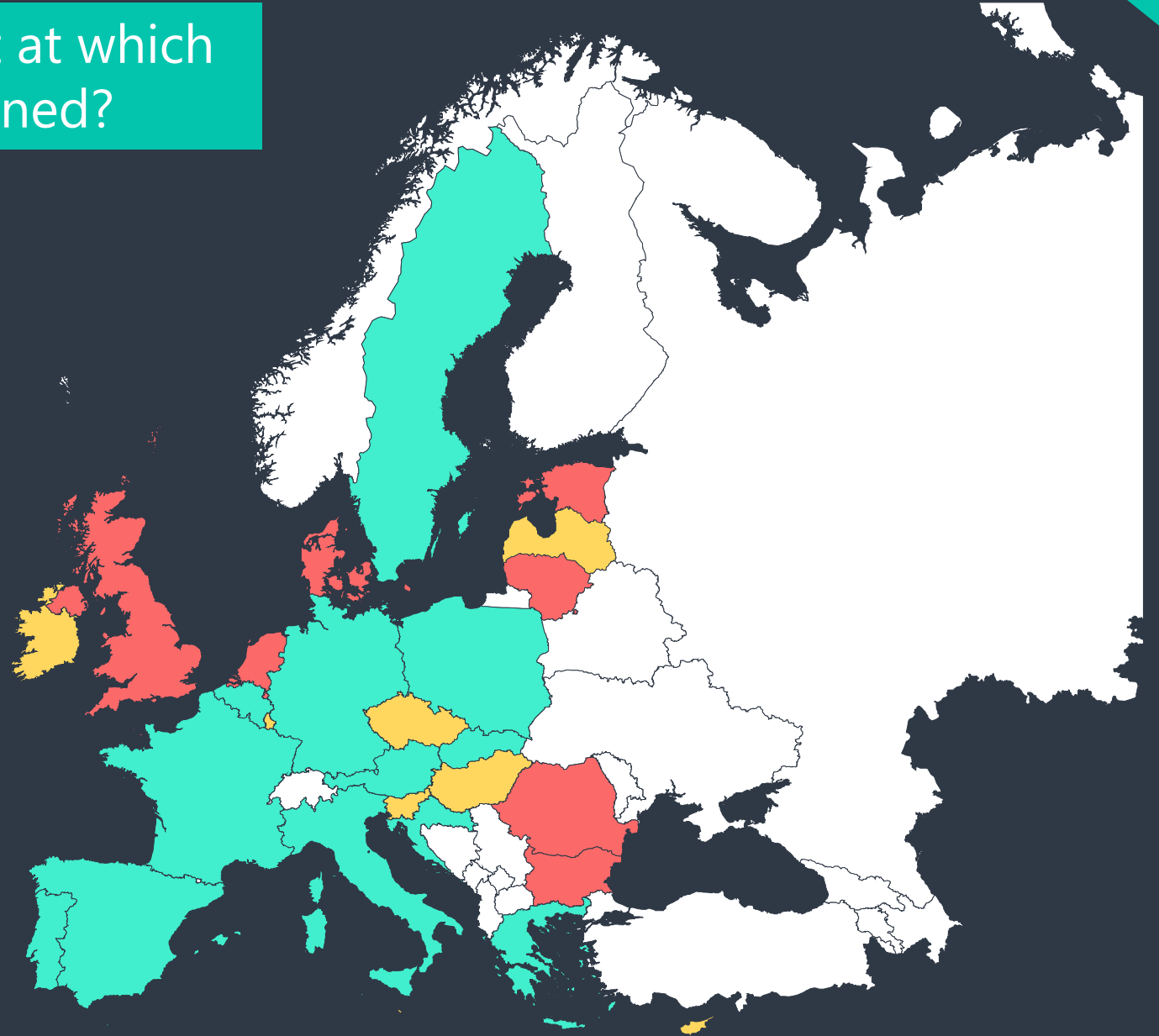
Is there a common framework throughout the country?

Single framework consistent throughout the country

Cyprus, Ireland, Luxemburg, Malta, Slovenia

Single framework with regional/local variations

Austria, Bulgaria, Croatia, Denmark, Estonia, Greece, Hungary, Italy, Latvia, Lithuania, Poland, Portugal, Romania, Scotland, Slovakia, Spain, Sweden

Devolved/autonomous framework

Belgium, France, Germany, Netherlands, UK

Other

Czech Republic
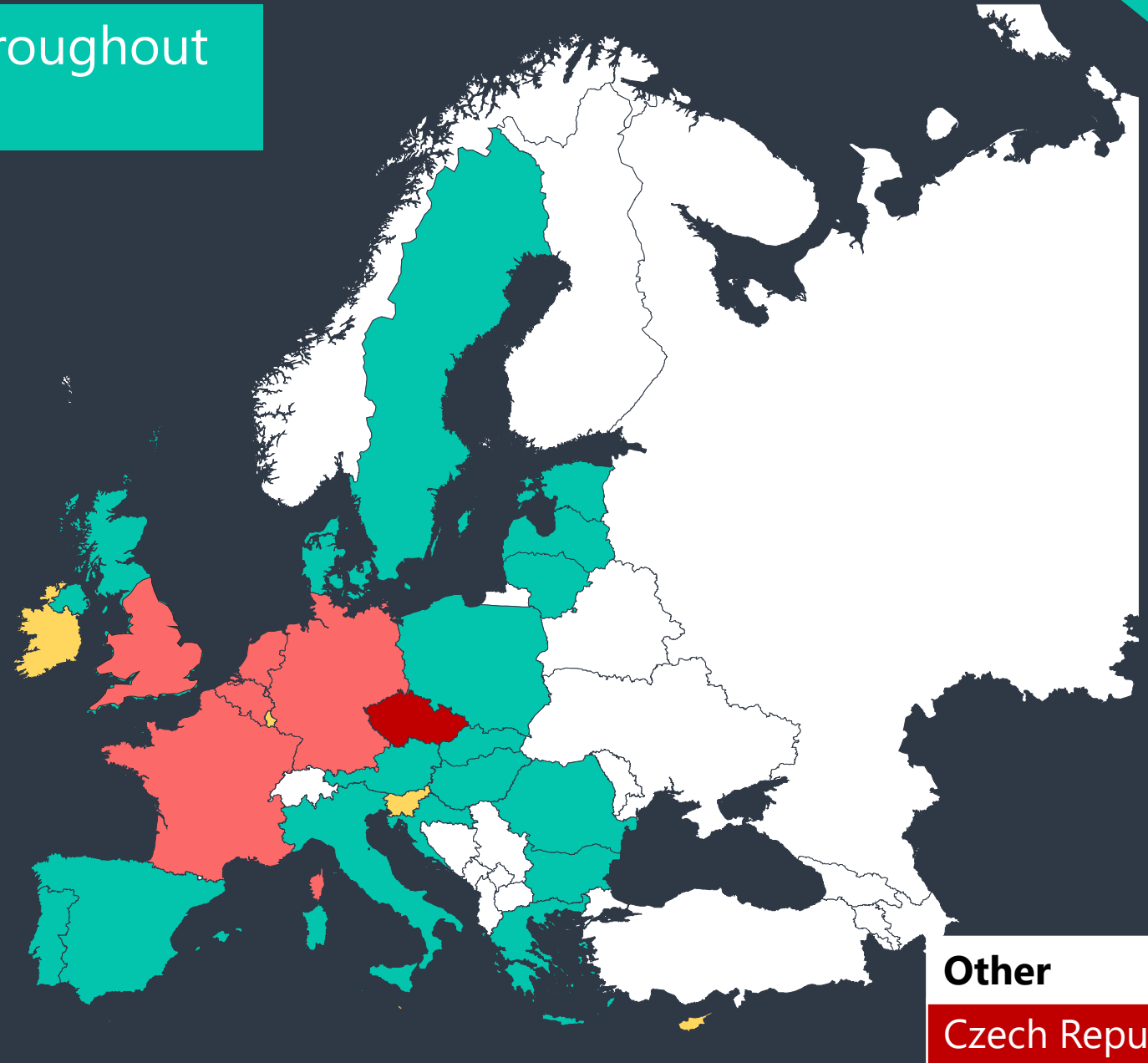
Is there a specific rural mobility/transport policy with objectives and targets?

Yes, with specified objectives and target outcomes

Latvia

Yes, but only with aspirational goals and without target objectives

Estonia, Hungary, Scotland, Slovenia

No

Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, France, Germany, Greece, Ireland, Italy, Lithuania, Luxemburg, Malta, Netherlands, Poland, Romania, Slovakia, Spain, Sweden, UK

Other

Portugal
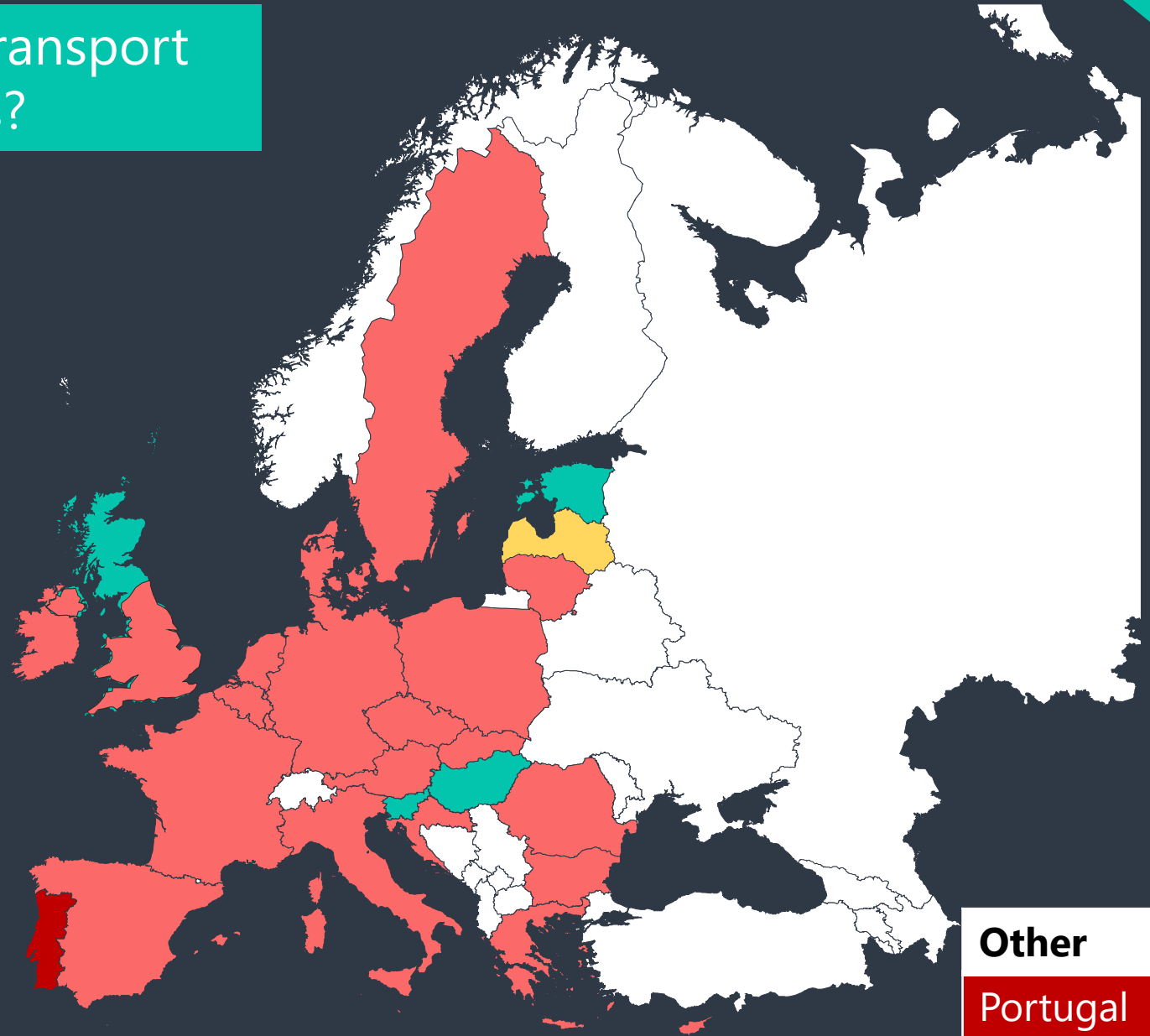
Are there Sustainable Urban Mobility Plans (SUMP) or equivalent for rural areas

Yes, SUMPs (and similar tools) includes rural areas (in most cases)

Slovenia

Yes, occasionally (i.e. there are few examples of SUMP including rural areas)

Belgium, Italy, Latvia, Luxemburg, Netherlands, Poland, Portugal, Romania, Spain

No

Austria, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, France, Germany, Hungary, Ireland, Lithuania, Malta, Poland, Slovakia, Scotland, Sweden, UK

Other

Croatia, Greece
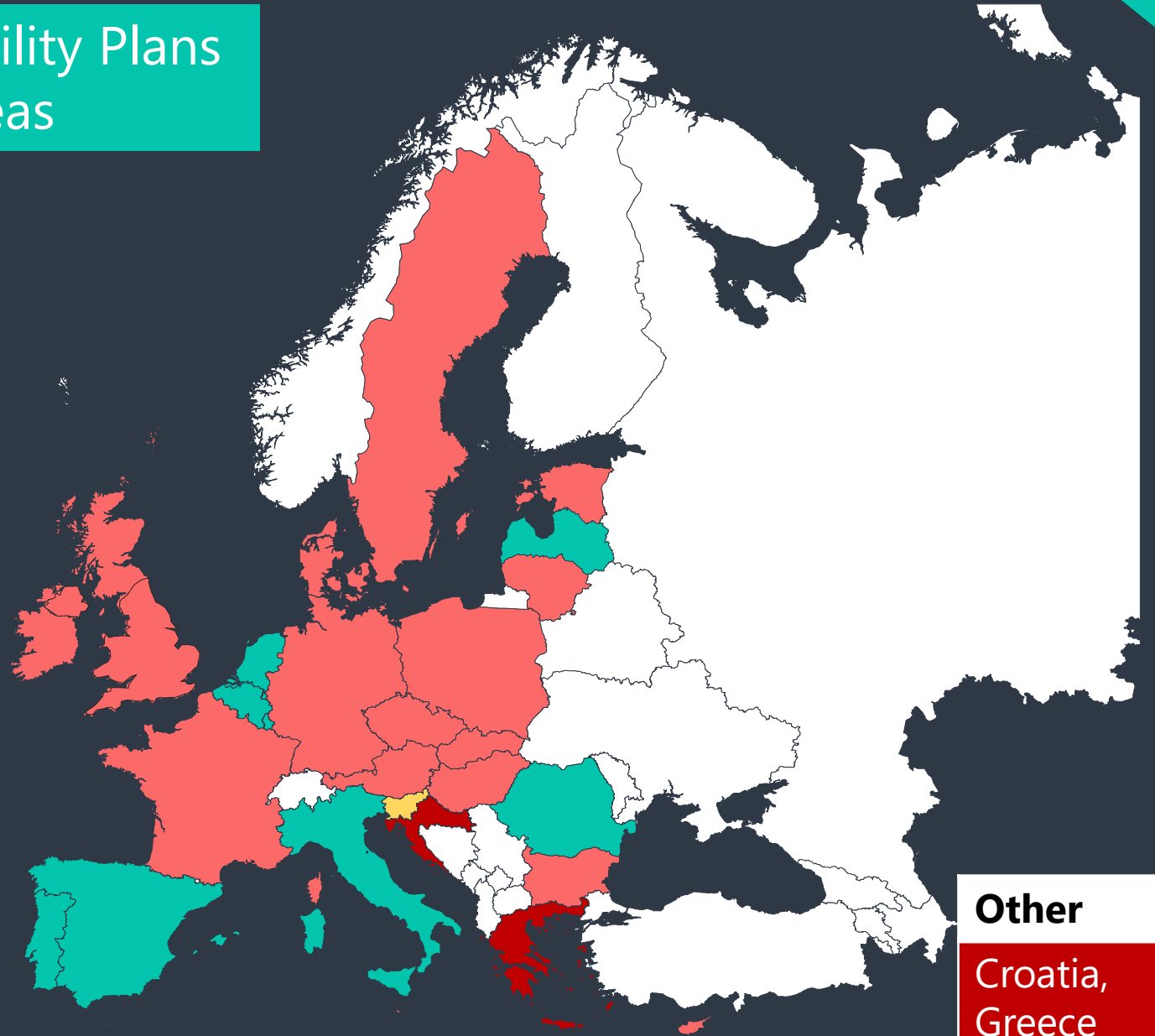
On what basis does the public transport give coverage of villages and rural areas?

Mandatory/Obligation to provide services

Belgium, Cyprus*, Hungary, Latvia*

At the discretion of the authorities, but there is the tradition to provide coverage

Austria, Denmark, Estonia, Greece, Luxemburg, Malta, Netherlands, Poland, Slovenia, Sweden,

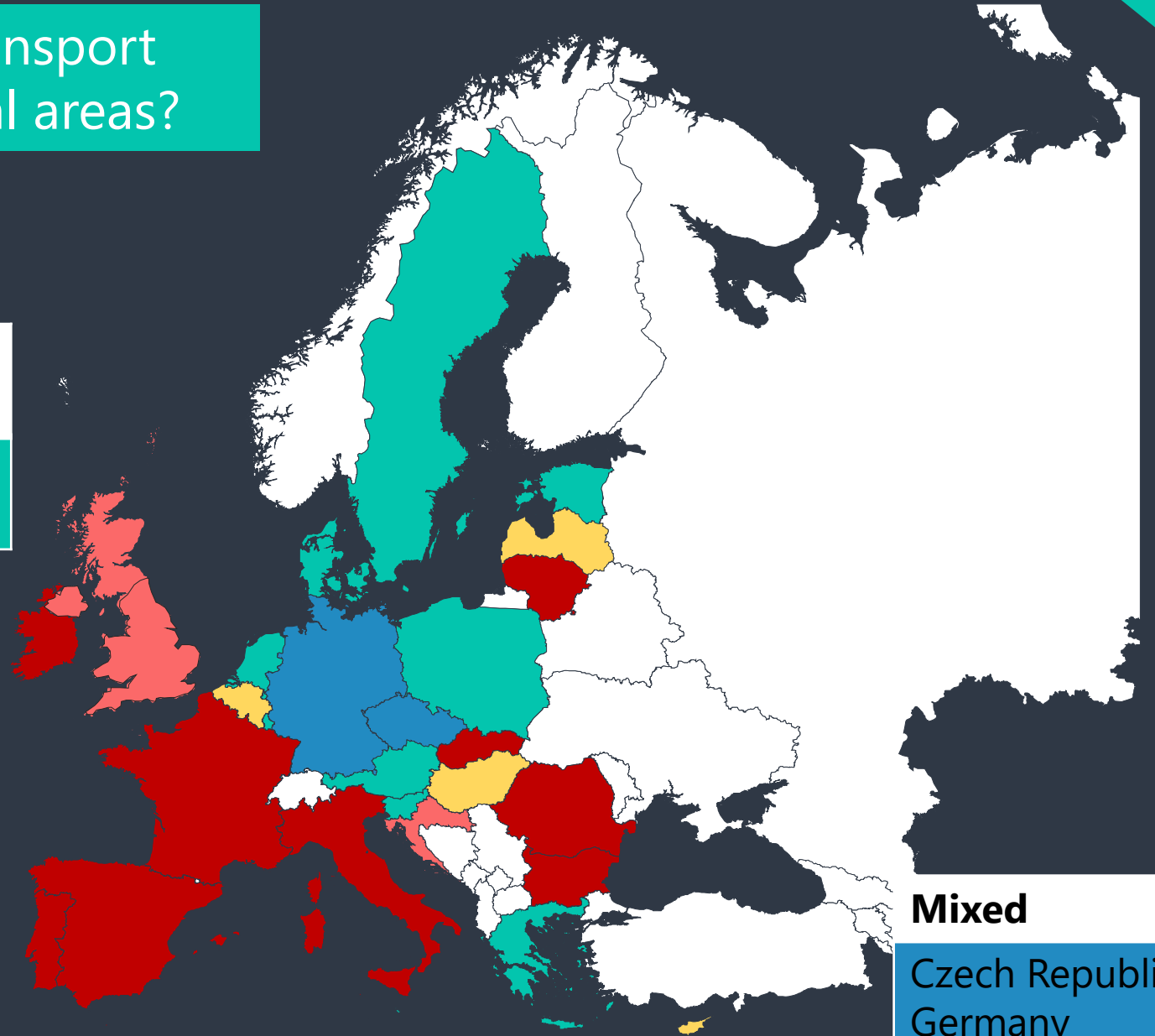**At the discretion of the authorities, no consistent or systematic provision**

Croatia, Scotland, UK

Only to the extent that inter-urban routes pass through

Bulgaria, France, Ireland, Italy, Lithuania, Portugal, Romania, Slovakia, Spain

Mixed

Czech Republic, Germany

Are additional mobility services provided for (school, healthcare)?
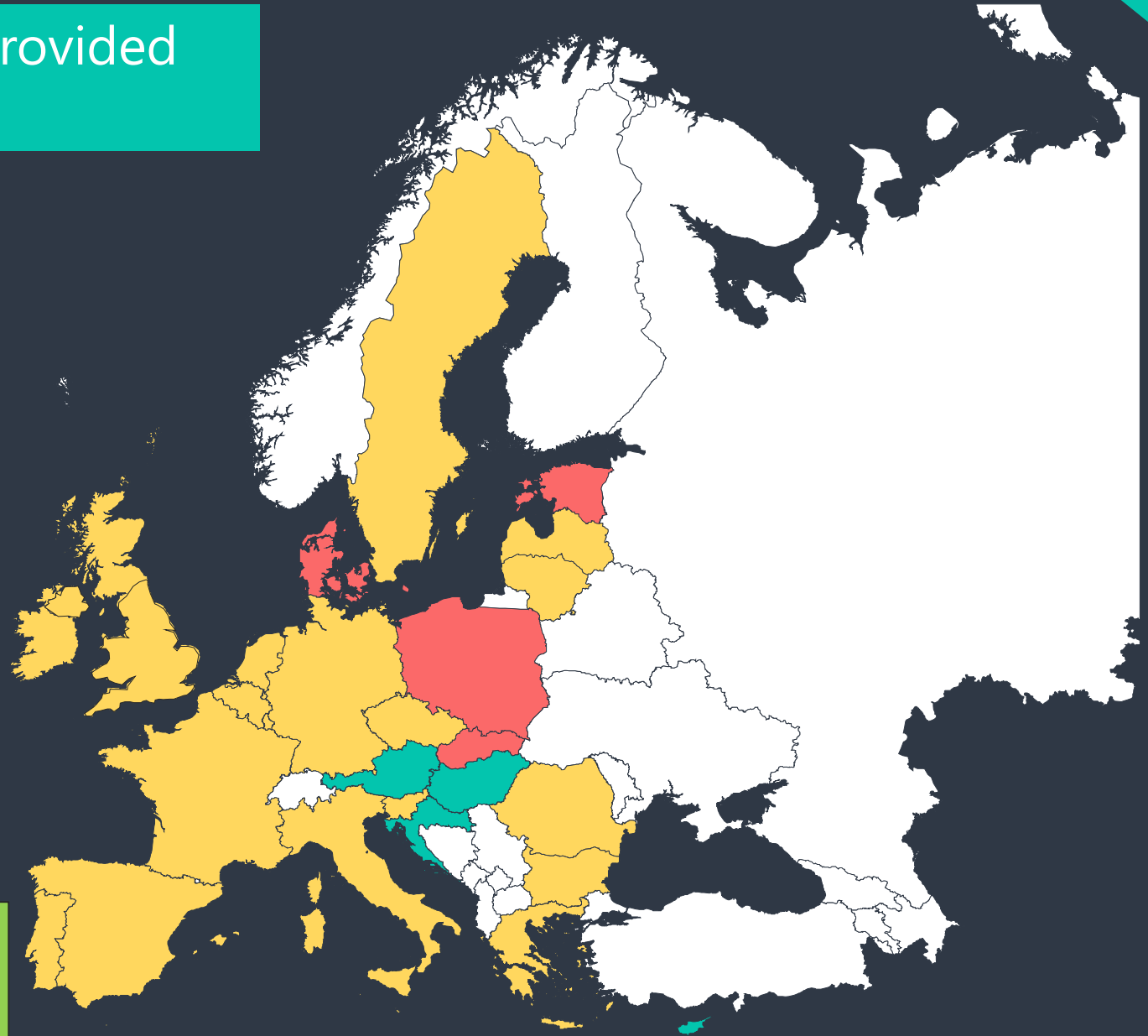
Yes, with specific obligations

Belgium, Bulgaria, Czech Republic, France, Germany, Greece, Ireland, Italy, Latvia, Lithuania, Luxemburg, Malta, Netherlands, Portugal, Romania, Scotland, Slovenia, Spain, Sweden, UK,

Yes, through de facto initiatives

Austria, Croatia, Cyprus, Hungary

No

Denmark, Estonia, Poland, Slovakia

Note: Schools only; almost nowhere are mobility services provided or mandated for general healthcare trips, although many countries provide dedicated services for people of reduced mobility and to attend daycare

Is there comprehensive territorial coverage by transport/mobility units which coordinate a range of rural mobility services?
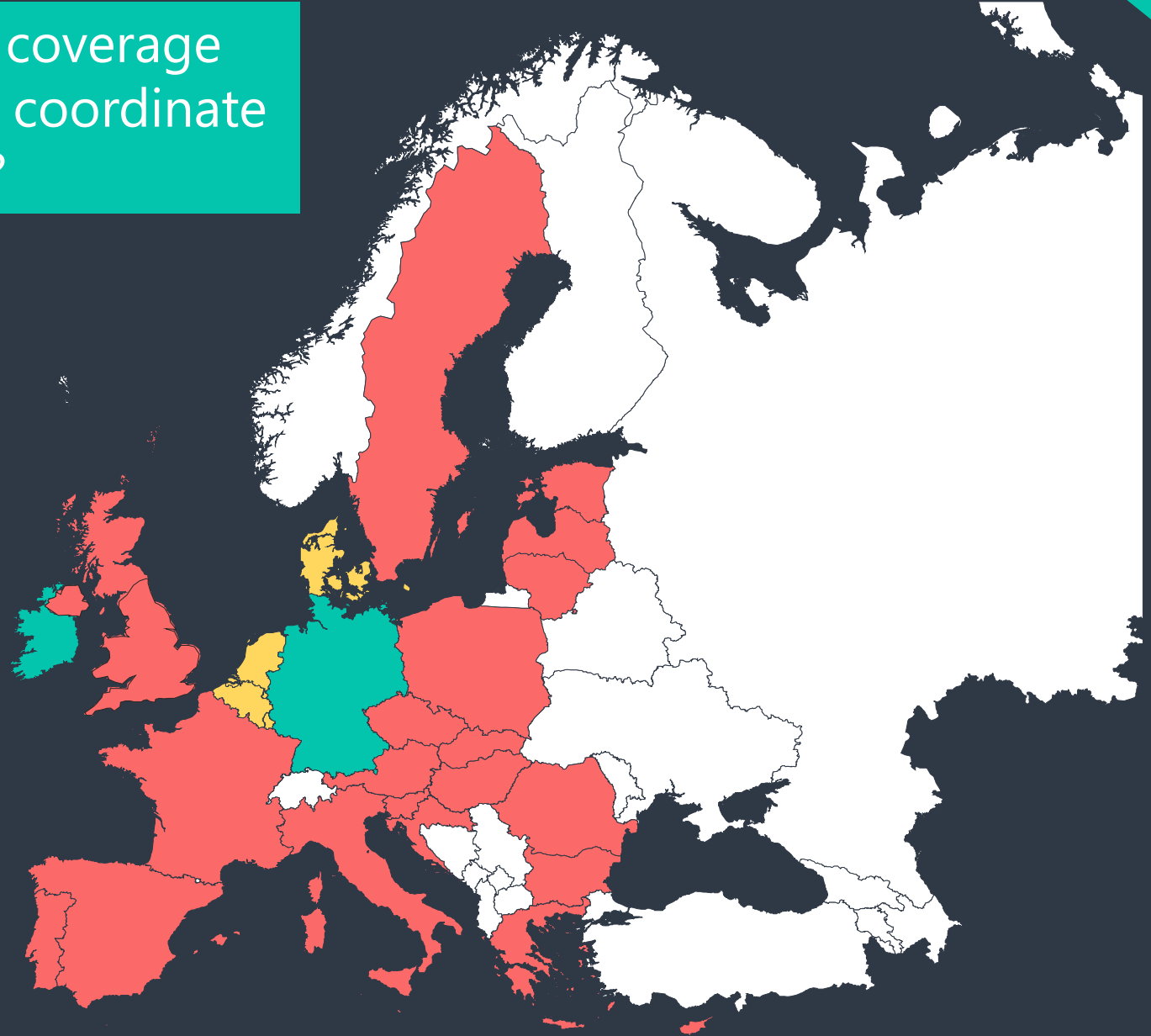
Substantial

Belgium, Denmark, Luxemburg, Netherlands

Partial

Germany, Ireland

No

Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, France, Greece, Hungary, Italy, Latvia, Lithuania, Malta, Poland, Portugal, Romania, Scotland, Slovakia, Slovenia, Spain, Sweden, UK,

Is there widespread provision of "bottom up" and community mobility services?

Yes, with a good coverage of the national territory

France
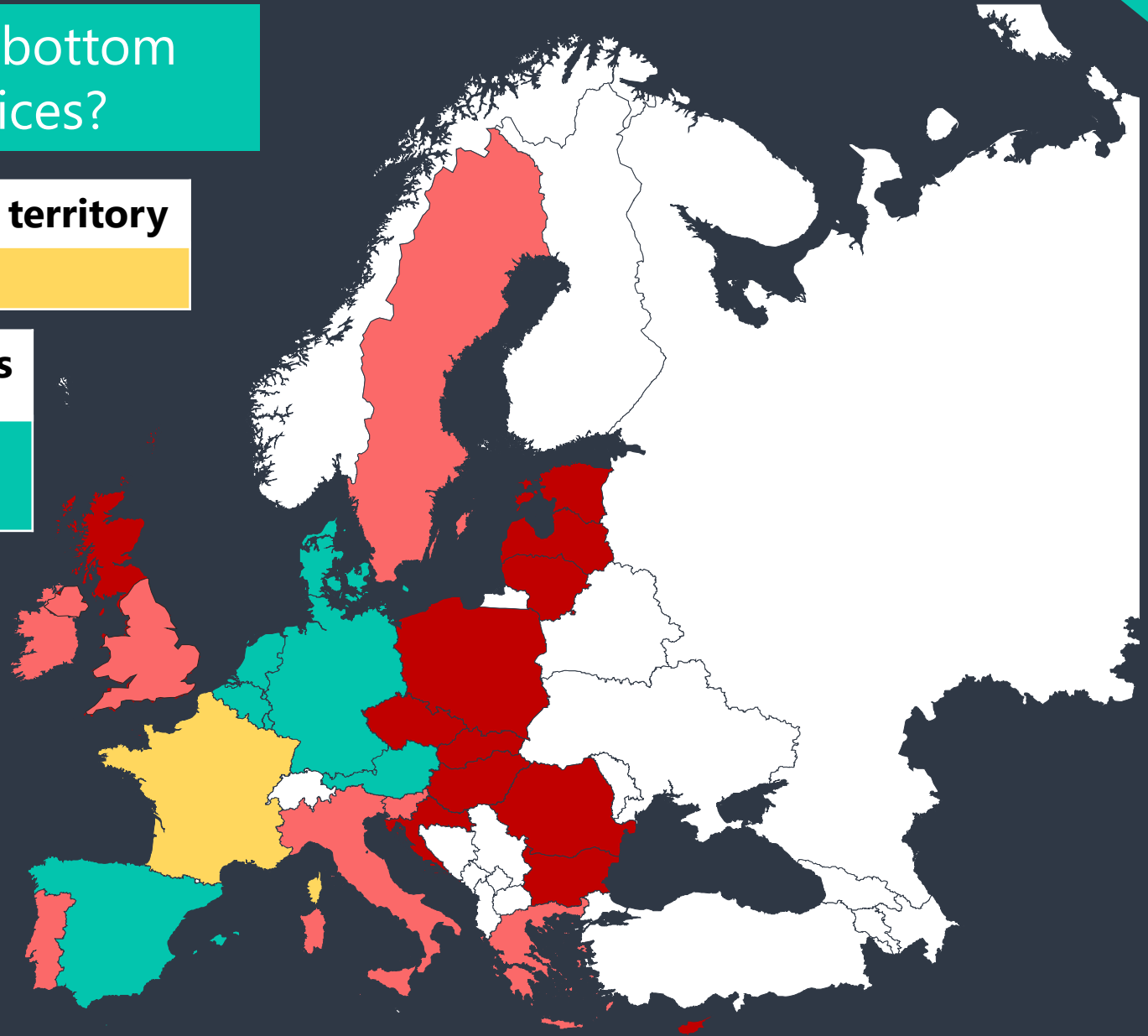
Yes, with target initiatives in some regions

Austria, Belgium, Denmark, Germany, Luxemburg, Netherlands, Spain

Limited, with only few initiatives

Greece, Ireland, Italy, Portugal, Slovenia, Sweden, UK

No

Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Romania, Scotland, Slovakia

At what level are DRT and other forms of shared mobility services linked to the regular public transport system?

Yes, fully connected

Austria, Netherlands, Denmark

Yes, physical layer (and maybe also information layer)

Belgium, Germany, Ireland, Portugal, Sweden
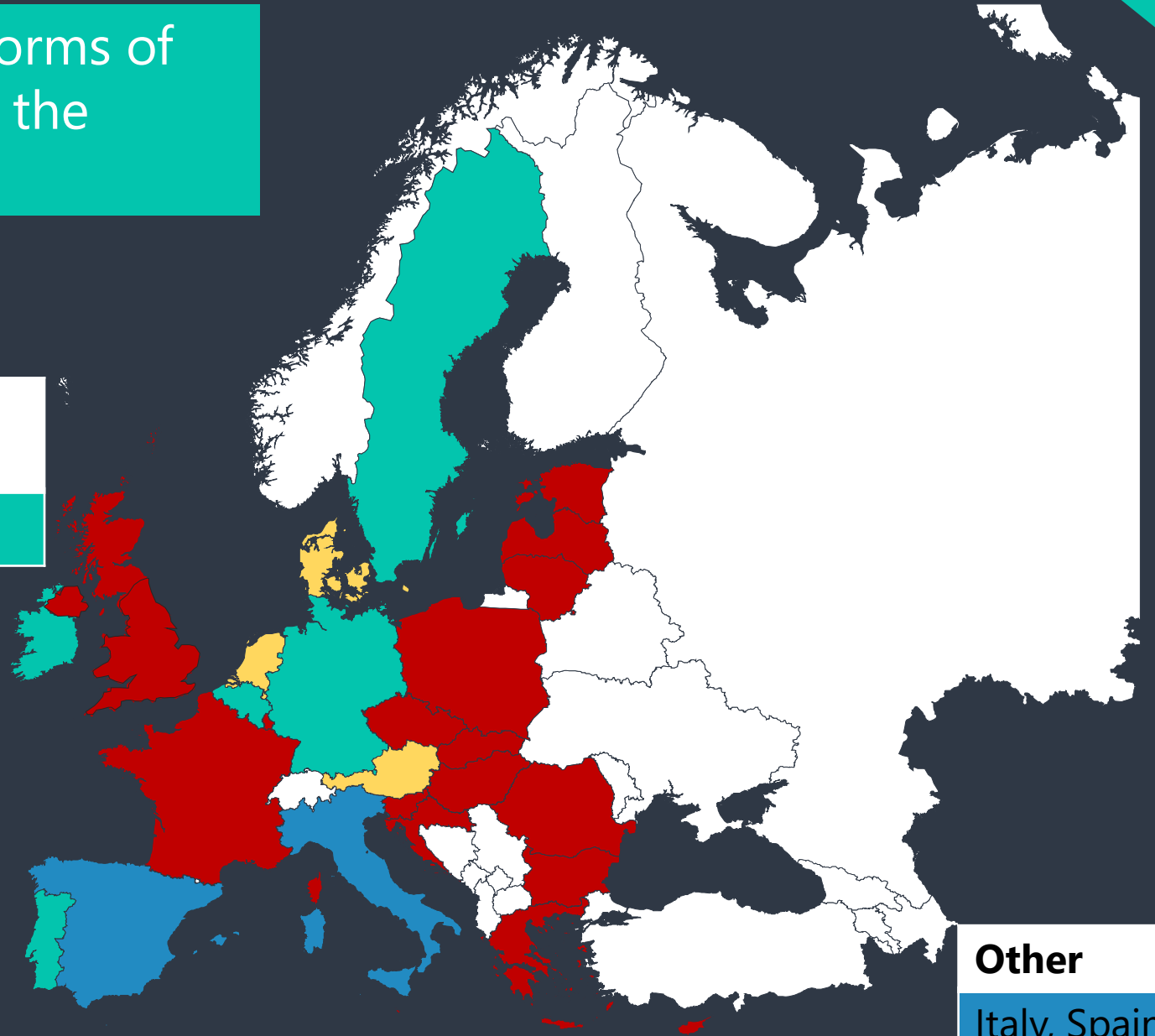
Yes, information layer only

None

No

Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, France, Greece, Hungary, Latvia, Lithuania, Luxemburg, Malta, Poland, Romania, Scotland, Slovakia, Slovenia, UK

Other

Italy, Spain

To what extent does the regulatory framework provide for DRT and emerging forms of rural shared mobility?

Note: Allowing some forms of rural shared mobility does not imply that all forms are permitted

It specifically provides for forms of rural shared mobility*

Scotland, Slovenia, UK

It allows with some limits forms of rural shared mobility*

Belgium, Denmark, Germany, Ireland, Italy, Luxemburg, Netherlands, Portugal, Spain

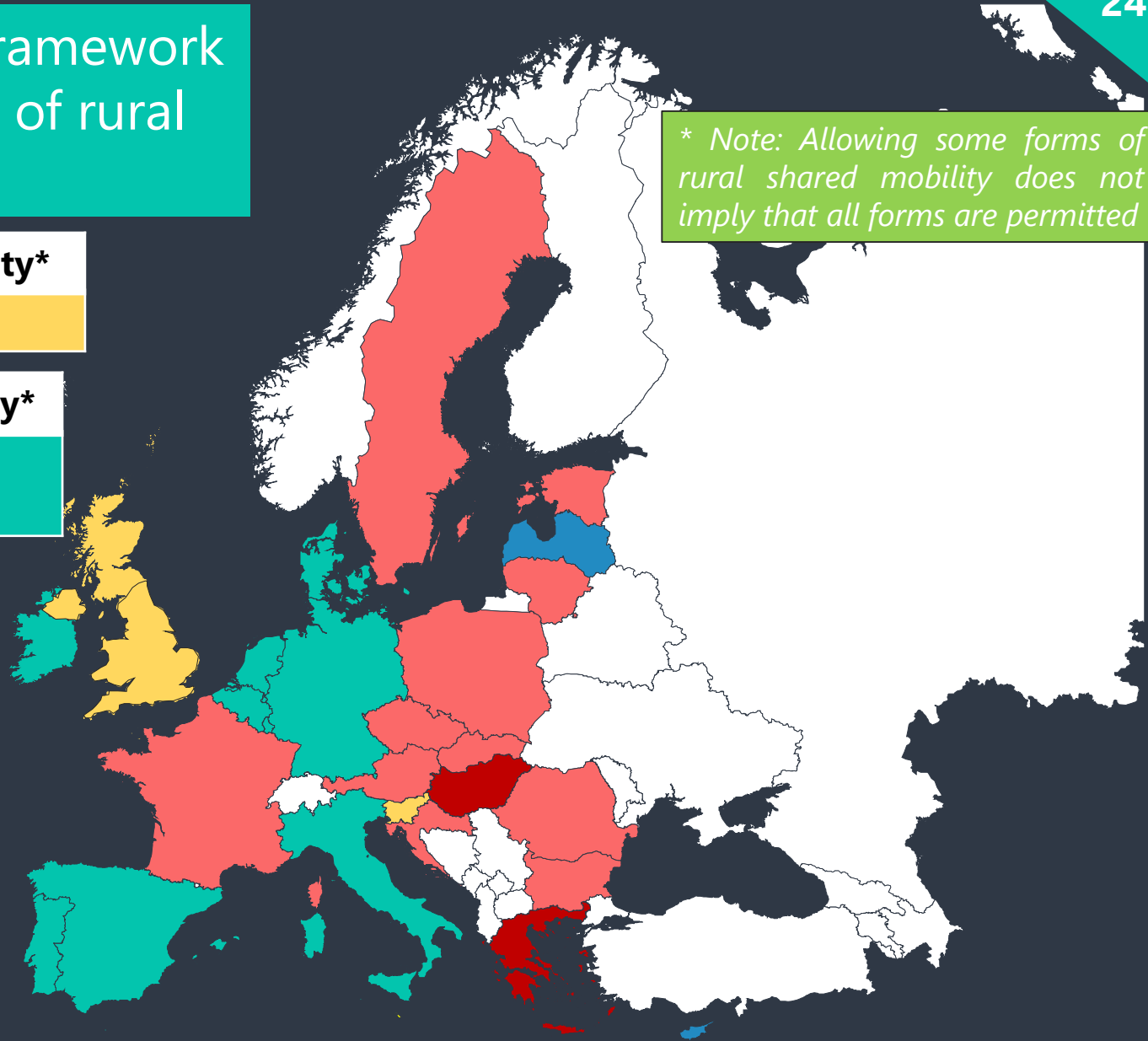**It is a major barrier to forms of rural shared mobility**

Greece, Hungary

It is "silent" about forms of rural shared mobility*

Austria, Bulgaria, Croatia, Czech Republic, Estonia, France, Lithuania, Poland, Romania, Slovakia, Sweden

Exclusive Area Contracts restrict any services that would be deemed competitors*

Cyprus, Latvia, Malta

Key findings (1)

There is near-total **absence** of **specific policy** for mobility in rural areas

- Most countries do not have any policy at all on rural mobility

- Some countries have aspirational statements, but lack targets

- No country has specified levels of rural mobility, let alone any for which a

  public agency could be held accountable if they are not met

Mobility policy in rural areas

There are **different arrangements** for the primary actor in rural mobility

- There is a mix among national, regional and local authorities

- Local authorities are often limited by dependency on central budgets

Key findings (2)

There are **few hard obligations** to provide rural mobility services

- Some countries ensure that villages are served from legacy sense of obligation
- In some countries, villages and rural areas are only served by through-routes
- Provision of schools transport is the exception, which is strongly mandated

The organisational **arrangements** for rural shared mobility are **weak**

- Only a few countries have comprehensive coverage by mobility coordination units
- DRT is widely provided as a social safety net, but not well integrated to PT networks
- Very few regulatory frameworks explicitly provide for rural shared mobility

Frameworks are **not conducive** to developing rural **shared mobility**

- Lack of directives and policy are the key issue, as institutions and mechanisms are there

www.ruralsharedmobility.eu

Brendan Finn, MemEx
brendan.finn@memexitaly.it

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