



TIME TO REFRESH OUR RURAL MOBILITY

30-31 January 2019

Albert Borschette Congress
Center (CCAB)
Rue Froissart 36, 1040 Brussels (BE)



*The current state of play in the organization of rural mobility across Europe and selected third countries:
a SMARTA perspective*

Dr Mark Beecroft

Centre for Transport Research,
University of Aberdeen

www.ruralsharedmobility.eu

Contents

- **Introduction**
- **SMARTA approach**
- **Preliminary findings**
- **Looking ahead to the breakout sessions...**

Introduction

- **Overview of good practices in rural areas**
- **Identify frameworks that govern rural shared mobility**
 - organisational, regulatory, financial, etc.
 - how they shape/restrict available services
- **Key activity not previously undertaken for rural mobility systematically across all the EU Member states**






SMARTA approach

Insight Papers

- **IPs to describe frameworks for EU-28**
- **6-7 pages for each IP**
- **+ selected third countries:**
 - Albania, Macedonia, Moldova, Norway, Switzerland, Australia, Canada, USA
- **IP research**
 - Desk study of policy docs
 - Expert interviews
 - Ministries
 - Transport authorities
 - Service providers


REPUBLIC OF MOLDOVA


Organizational framework

The main general mobility services in rural areas are community transport services, provided either by public or private operators. The mobility services available in rural areas are bus services (coaches or minibuses). According to the Transport and Logistics Strategy for 2013-2022, 1250 transport operators were registered for the provision of passenger services for urban and rural areas.

The railway infrastructure, used for passenger transport, provides coverage mostly for urban areas.

The main targeted mobility service available in rural areas is the School transport that provides transportation for pupils. The service was launched as part of the Educational reform which led to the reorganization of district schools, lengthening travel distances for pupils to 3-10 kilometres. The services is managed by the Ministry of Education.

The main challenge for the provision of quality rural mobility services is the poor quality of road infrastructure. The national infrastructure was visually evaluated in 2006 and the main conclusions stated that 67.58 % of the main road network and about 80 % of the secondary network needed urgent repairs. The roads not needing repairs on the short term and classified as being in good condition were very few, less than 2% of the main network and less than 0.1 % of the secondary network. Actions were taken to improve the state of road infrastructure, but the 2013 Transport and Logistics Strategy assessed the local roads as critical


PORTUGAL

Institutional framework

Portugal is divided in 18 Districts (Distritos), two 2 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 of 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, task 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 *Concelhos*


Regulatory framework

Since few years ago, the public passenger transport in Portugal was regulated by the *Regulamento do Transportes em Automóveis* (Regulation of the Transportation in Road Vehicles) (RTA) from 1988, and by the *Lei de Bases do Sistema de Transportes* (Basic Law on Inland Transportation) (LBT), from 1990. The LBT established the concept of Metropolitan Transport Region, acknowledging the systemic character of the transport organisation in territories with intense dependency relationships between the central area and the urban surrounding ("neighbour" areas, where there may also exist secondary settlements, with whose urban centre maintains an intense relationship, in the form of daily commuting between home and work") in a broad space with several centres.

In 1999 (Law no. 159/99 of 14 September), the Parliament established the framework of the transfer of 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 the regulatory framework, as well as of the regime of the current regular public passenger transport "concessions", until now set under RTA, towards a model of public passenger transport services contracting, in a system of controlled competition.


CROATIA

"Rurality" (2)


Share of people at risk of poverty or social exclusion in rural areas, 2017: 33.1%


Share of people aged 15 and over without upper secondary education in rural areas, 2017: 15.6%

Unemployment rate, persons aged 15-64, in rural areas, 2017: 15.64%

Share of young people aged 18-24 neither in employment nor in education or training (INETS) in rural areas, 2017: 24.0%

National policies relating to rural mobility and Public Transport

In Croatia specific transport policies related to transport and mobility in rural areas are not implemented. At national level the main document addressing the transport sector is the Transport Development Strategy of the Republic of Croatia 2017-2030 (Strategija razvoja i razvoja Republike Hrvatske 2017 - 2030). The Transport and Development Strategy (TDS) aims to i) assess and define the future measures (infrastructure, operation and organization) in the transport sector related to international and national transport in all transport segments, ii) provide the framework for the development of interventions and iii) define the interfaces to other strategies or assessments (Functional Regional Concepts-FRC, Master Plans, sectorial strategies, etc.). As stated in the TDS, the functional regions and/or cities "will be required to develop proper Functional Regional Masterplans (following the Sustainability and Mobility Plan) principles. These Functional Regional Masterplans will analyze the current situation of the transport systems considering not only infrastructural but also operational and organizational aspects, and based on the outcomes of these analyses the future needs will be identified. These Functional Regional Masterplans should also include the rural mobility issues."


CYPRUS

Other information

- ✓ Scheduled bus routes are the primary form of public passenger transport in Cyprus. These are supplemented by School Transport services for second-level students.
- ✓ Since 2010, there are operated by private sector companies under 5 exclusive District-level PSD Contracts with the Ministry of Transport, Communications and Works. All urban, suburban, district, rural and school services are included in the Contract. Interurban services are bundled in a separate contract.
- ✓ Shared Taxi services are available between the main cities, but not yet to or within rural areas.
- ✓ The recent rollout of ITS to all PSD Contract buses will now allow a comprehensive traveller information and an integrated ticketing system to be provided across all services.

The regulatory framework itself could be reasonably flexible towards community-led initiatives and innovative forms of mobility service. However, the exclusive nature of the District-level Area Contracts may seriously constrain any form of alternative public passenger transport services. There are no obvious exemptions provided for.


In practical terms, any form of community-led initiative or open mobility service will have gain the cooperation of the contracted Operator for the area. This could be in a passive form of "No Objection", an intermediate form of coordinating with a community service, or an active form where the Operator provides the service in association with the community group (as in the Troodos Mountains service). The motivation for the Operator to work with a community-led initiative could be to meet a perceived social obligation without incurring much cost or to enable people to access the bus stops of the main services.

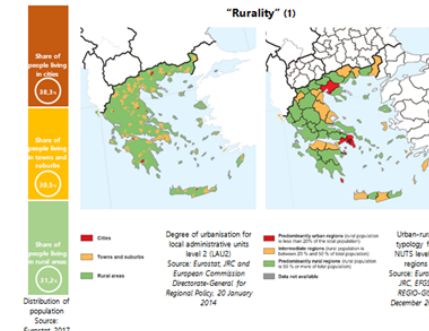
The new Contracts are expected to allow Operators to offer DRT services in cases where regular services can be shown to be non-viable. This may open the door to a range of initiatives not previously seen in Cyprus. There may be considerable scope for Shared Taxi services to be extended to rural areas, either as connectors with the urban areas or for local movement within the rural areas.

A comprehensive ITS system has recently been deployed across all contracted public transport services in Cyprus. This is now providing the basis for four major developments: (1) comprehensive journey planning and travel information services; (2) new integrated ticketing system; (3) operations management and planning; and (4) contract management and monitoring.

Key stakeholders and Ministries addressing Rural areas

Title	Role
Ministry of Transport, Communications and Works	Responsible for all policy, planning, budgetary and regulatory matters concerning transportation.
Department of Road Transport	Responsible for all matters concerning public transport in Cyprus including planning, regulation and the contracts for bus operators responsible for all matters of operation, vehicles and driver licensing.
OSL, EMEL, ZINON, OSYPA, OSEA, InterCity-Buses	Bus Operators with responsibility for all scheduled bus operations in the Districts of Nicosia (Lefkadia), Limassol, Larnaca, Paphos and Famagusta respectively, and for the InterCity Bus network of Cyprus.
NOTION	Responsible for the comprehensive traveller information and integrated ticketing services.


GREECE

"Rurality" (1)


Share of people living in urban areas: 10.1%

Share of people living in intermediate areas: 10.1%

Share of people living in rural areas: 10.1%

Degree of urbanisation for local administrative units (LAUs) level 2 (LAU2). Source: Eurostat, JRC and European Commission Directorate-General for Regional Policy, 20 January 2014.

Geography

In territorial terms, Greece is widely a rural country: 66.0% of the territory is classed as predominantly rural regions and 28.3% as intermediate regions (NUTS level 3 regions). Regarding the regional structure, Greece is organised in thirteen Regions, subdivided into a total of 325 municipalities; the 54 (old) prefectures and prefecture-level administrations have been largely retained as sub-units (NUTS level 3 regions) of the Regions, and seven decentralised administrations group ones to three regions for administrative purposes on a regional basis. The service industry is the most vital sector of the Greek economy, followed by industry, agriculture and deep sea shipping transports and logistics. In particular, the tourism sector represents an important entry, accounting for around 15% of annual capital, and employing 16.9% of the labor force directly and indirectly. The agricultural sector, however, contributes 3.9% of the Greek Gross Domestic Product (2016) and, in terms of employment, accounts for 13.2% of the total.

Rural depopulation has been one of the most important issue of the latest period for Greece. In about 10 years, the share of people living in rural areas has decreased severely: according to Eurostat, in 2017 it stands at 13.1% while in 2008 it accounted 47.7% (more than 10 points higher) and consequently about half of Greek population lives in the two metropolitan areas of Athens and Thessaloniki. Greece has been the country most affected by the economic crisis of 2008. The unemployment rate in rural areas, which reached 25.0% in 2013, now stands at 18.3%, the highest of the European Countries, being more than twice of the European average. The situation is even more concerning with respect to the youth in the rural areas of Greece, the share of young people aged 18-24 neither in employment nor in education or training amounts at 33.3%, the highest value of Europe. In Greece the at risk of poverty or social exclusion rate stands at 38.0%, again one of the highest values in Europe.

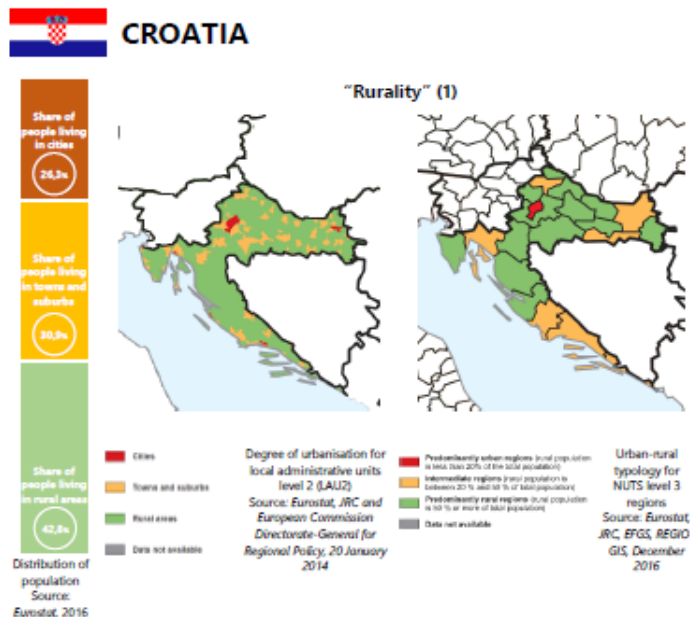
Insight Papers coverage – For each country:

- Overview of regions, demographics and rurality
- Main policies (if any) relating to rural mobility
- Obligations to provide rural mobility services
- Institutional/organisational framework:
 - For policy, planning and organisation of local/rural PT
- Regulatory framework for provision of local PT
- Programmes/grant systems for rural services
- Local, regional or national DRT schemes
- Restrictions to mobility services:
 - min/max vehicle capacity
 - qualifications of drivers



Source: ctauk.org/connecting-communities-in-wales/

Insight Papers coverage – For each country:



Geography

Officially part of the European Union from 1 July 2013, Croatia is currently the newest member of the EU. From a geographical point of view, Croatia can be divided in three different zones: the coastal strip on the Adriatic Sea, the mountain ranges (The Dinaric Alps) and the wide flat area (lowland Pannonian). According to the Urban-rural typology for NUTS level 3 regions, in 2015 close to 80% of Croatia's land area was classified as 'predominantly rural region' and, in 2016, about 43% of the population lived there. The population density in Croatia is very heterogeneous. On average it stands at 75.9 inhab./km² ranging from the lowest density in Lika-Senj County (10 inhabitants/km²) and the highest density (1,232 inhabitants/km²) in the City of Zagreb. Rural communities in Croatia are generally characterized by poor access to basic infrastructure endowment and having poorer housing quality than households in urban regions in Croatia, slowing down the economic and social development process and as well posing environmental risks.



Bus stop in Kiti, Croatia. Source: Google Maps

CROATIA

Institutional framework

Croatia is divided into 21 counties, of which one is the capital city of Zagreb which has the authority and legal status of a county and a city at the same time. The counties are further divided into 127 towns (Grad) and 428 municipalities (Općina). The town status is given to municipalities that are seats of counties with more than 10 000 inhabitants. There are also 6 752 settlements which can be established by the municipalities and the cities and which have their own councils. A reform of local and regional government, part of a wider public administration reform, is currently being discussed. The regulations and acts are established at national level, as well as the planning priorities and the national transport policies. In particular, the Directorate of Land Transport and Inspection of the Ministry of Sea, Transport and Infrastructure has responsibility for all matters dealing with public transport.

As regards the public transport services, each County is responsible for planning and managing the traffic and transport infrastructure at local and county-level. In particular, within counties, county authorities have the power to award concessions in line with their transport needs, although they may authorise services offered by commercial operators. All services are licensed and operators must comply with a number of requirements relating to their capacity to offer the service and the proposed schedule.

Regarding the interurban bus services, concessions are provided by the Croatian Chamber of Commerce (Hrvatska gospodarska komora) that works as a National Transport Agency. The first Agency/Authority for mobility has been recently set up in Zagreb (IZPP); it will be fully operational in the following months.

As regards the rail transport, Croatian Railways (Croatian: Hrvatske željeznice or HŽ) is the national railway company responsible for the management of the railway infrastructure, as well as for the public, passenger and freight transport in the Republic of Croatia. From November 2012, the Croatian Railways is organised in three separate and independent companies: HŽ Cargo d.o.o., HŽ Putnički prijevoz d.o.o. and HŽ Infrastruktura d.o.o. The largest taxi player is the Association of Taxi Transport in the City of Zagreb (hereinafter: "the Association") which was founded in 1924 and is currently is handling around 1030 vehicles.

Uber has recently entered the market in Zagreb and it has extended its service with a new offer during the tourist season, making the UberX service available on the Croatian coast (Split, Dubrovnik) for summer period.

Regulatory framework

Public transport services are ruled by the Ministry of Sea, Transport and Infrastructure. The MSTI is in charge of determining the scope of public service operations and concluding related contracts with operators.

The main regulatory instrument for passenger's transportation in Croatia is the Road Transport Act (Zakon o prijevozu u cestovnom prometu) entered into force in 2013 to regulate passenger road transport in the country. In May 2018 a newest version of the Act has been emanated. In particular, the Act lays down the conditions for carrying out the activity of public transport of passengers and freight in the internal road transport, agency activities in road transport, the provision of railway services, transport for own use, as well as the powers of the bodies responsible for carrying out and supervising over the implementation of the Act.

Public passenger transport services are under the same regulations, whether urban, suburban, inter-city or rural. Licences to operate intra-county and inter-county transport services are issued at the request of carriers, compliant to a number of requirements:

- harmonised timetable;
 - proof of transport capacity;
 - description of the timetable;
 - a written agreement on the joint delivery of transport services, if transport is delivered by two or more carriers.
- If a county decides that public transport services are to be carried out on the basis of a concession, concessions are tendered pursuant to EU Law No. 1370/2007 (Law on Concessions for Public Transport). For the local bus services, usually there is freedom of entry to the market, rather regarding the transport at regional level, the bus operators are not subject to usual contracting procedures. Instead, the government awards grants exclusive rights to operate bus lines at specified timetables, without defined termination dates, and operators can apply for renewal of their license every five years. Regional bus operators can set their own fares but receive no subsidy from the government to operate these services. Regarding the occasional services, the market is free. Operators have to obtain the road transport licence and an authorisation from the Ministry to operate occasional transport services.

Market access to taxi sector is extremely difficult due to different applicable regulation and competition is limited by measures introduced at local level in order to maintain the status quo.

As regards the health care services (the so called "sanitetski prijevoz"), they are regulated by law NN 53/2011, but in general they are up to regional authorities (counties) to organise it.

CROATIA

Link to Websites

- Ministry of Sea, Transport and Infrastructure: <http://www.mpst.hr/>
- Public Railway transport (HŽPP): <http://www.hzpp.hr/>
- Zagrebački električni tramvaj (ZET), the Operator responsible for public transport in Zagreb, <http://www.zet.hr/>
- Promet, the public transport operator in Split: <http://www.promet-split.hr/>

References (include URLs where possible)

Transport Development Strategy of the Republic of Croatia 2017-2030 (Strategija prometnog razvoja Republike Hrvatske (2017 - 2030), available at: <http://www.vla.minambiente.it/Files/Documenti/206640>

Road Transport Act (Zakon o prijevozu u cestovnom prometu, NN 41/2018 (4.5.2018.)), available at: <https://www.zakon.hr/z/245/Zakon-o-prijevozu-u-cestovnom-prometu>

Rural Development Programme of the Republic of Croatia for the Period 2014-2020, available at: https://ec.europa.eu/agriculture/rural_development_2014-2020/country_files/hr_en

Vičević, Doris; HESS, Sytjiana. Analiza potražnje za javnim linijским prijevozom u Republici Hrvatskoj. Annals of Maritime Studies/Pomorski Zbornik, 2013., available at: <https://hrca.hrc.hr/file/278138>

Dunmore, D. (2016). Comprehensive Study on Passenger Transport by Coach in Europe (No. MOVE/D3/2014-261), Member State Fiches – Croatia, available at: https://ec.europa.eu/transport/sites/transport/files/modes/mad/studies/doc/2016_04_passenger_transport_by_coach_in_europe.pdf

Grimaldi Studio Legale (2016). Study on passenger transport by taxi, hire car with driver and ridesharing in the EU (no. MOVE/D3/SER/2015-564/SI2.715085), Annex III, Country Report, Croatia, available at: https://ec.europa.eu/transport/sites/transport/files/2016_09-26_taxi_transport_taxi_hirecar_w_driver_ridesharing_final_report.pdf

Steer Davies Gleave, Study on economic and financial effects of the Implementation of Regulation 1370/2007 on public passenger transport services European Commission, (MOVE/AS/SER/2014-356/SI2.698871) Final Report, Member State fiches, Croatia, February 2016, available at: https://ec.europa.eu/transport/sites/transport/files/themes/psa/studies/doc/2016_02_effects_implementation-regulation-1370-2007_public-taxi-transport-services.pdf

Law on health care service, https://narodne-novine.nn.hr/clanci/sluzbeni/2011_05_53_1173.html

Government decision for the funding of the school transport services, https://mida.gov.hr/UserImageFiles/Skladnice/2018/08/20/dokumenti/111%20skladnica/Dokumenti/111%20_4206.pdf

extract



Preliminary findings

- 1. What are the main characteristics of “smart rural transport areas”?**
- 2. What are the main issues affecting rural mobility across European (and third) Countries?**
- 3. How might we classify trends, diversity and practice in rural transport?**
- 4. What classification and observations about the policy and organisational frameworks for rural shared mobility in Europe can we make?**
- 5. Who are the key stakeholders and user groups?**

1. What are the main characteristics of “smart rural transport areas”?

- The main focus of rural policy making is agriculture in several countries (e.g. **RO, BG, EE, LT, EL, HR, IT**)
- “Smart” transport more national and urban (common)
- Mobility not yet significant element of Smart Villages
- Some rural ICT applications (e.g. **NL** real time info, **SI** car pooling, **LV** ridesharing, **AU** rural AV trials)
- No strong rural MaaS agenda (except **UK** MaaS Scotland rural demos, **FI** national MaaS prog & **SE** ‘Drive Sweden’ nationwide MaaS vision)
- Basic physical infrastructure needed first, esp in remote rural areas (esp **RO, HR, BG & AU**)



Source: www.low-carbonbritain.co.uk



Source: www.roadex.org

2. What are the main issues affecting rural mobility across European (and third) Countries?

Direct 'transport' issues and Indirect 'rural' issues affect mobility

1. Direct 'transport' issues

- **Connectivity issues:**
 - Physical networks need to be more developed (esp **BG, RO & HR**, but common)
 - Poor public transport service provision related to austerity cutbacks (common)
- **Schools transport generally maintained even when no/ltd PT (**IE & LV**)**
- **Awareness of services hindered by lack of adequate info (common)**

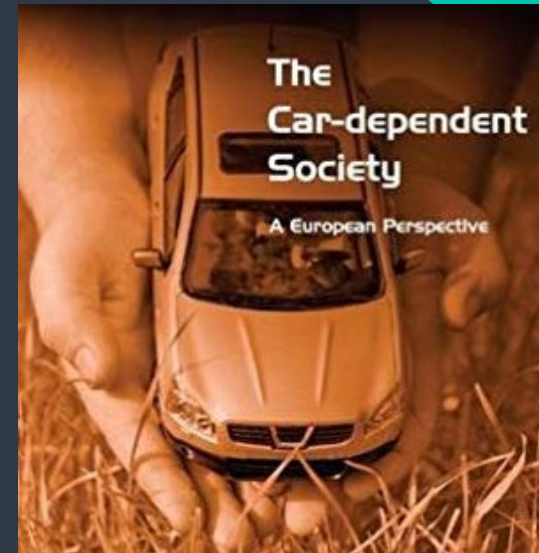
2. What are the main issues affecting rural mobility across European (and third) Countries? (Continued)

2. Indirect 'rural' issues

- **Common socio-demographic issues (see MAMBA Project):**
 - Rural depopulation (**PL, SE, AT, IE, LT, LV, BG**) - Ageing population (**IT, UK**) - Poverty (**RO**)
 - Unemployment (**IE, LT, EL**) - Migration (**AT**) - Refugees (**EL**)
- **Lack of policy action on NEETS in rural areas** (common)
- **Lack of attention to rural economy per se** (exceptions **PL** 'Digital Poland')
- **Lack of attention to rural tourism** (exception **AT** 'SAMO' and 'GO-MOBIL' projects, LAST-MILE in 7 EU countries)

3. How might we classify trends, diversity and practice in rural transport?

- **Car dependency a key issue** (common)
- **Declining PT provision** (common)
- **Uneven coverage of special services for specific user groups** (better when sustained over time e.g. **FR, UK, IE, DK & AU**)
- **Evidence of innovation in rural transport** (see Day 2!)



Source: www.amazon.co.uk



Source: www.thewestmorlandgazette.co.uk

4. *What classification and observations about the policy and organisational frameworks for rural shared mobility in Europe can we make?*

14

- **Agricultural policies dominate in rural areas** (common)
- **Lack of transport policy definition** (common)
 - fragmentation of responsibility/provision in transport sector
- **Lack of targets/obligations for mobility provision in rural areas** (common)
- **Different levels of regulation lead to a lack of integration** (common)
- **Little specific regulation for flexible transport services** (exceptions **UK & IT**)
- **Subsidy vital to continuing service provision** (e.g. **UK, NL, HR, BG, PL & RO**)

5. Who are the key stakeholders and user groups?

- **Stakeholders**

- Government (with role affected by the regulatory environment)
- Transport service providers (public and private)
- Voluntary sector (interesting examples in **UK, IT, DE, IE & SI**)
- Rural communities

- **User groups**

- Inhabitants
- Vulnerable groups
- Tourists



Source: www.cpre.org.uk



*Looking ahead to the
breakout sessions...*

Theme 1. Defining the “rural mobility problem”

- a) What are the primary problems regarding mobility in rural areas and how do they manifest themselves?**
- b) Are there real differences across type of rural area, regions, Member States (as suggested by SMARTA); is a typology needed to properly define and understand the situation?**
- c) Who/what is most impacted by weaknesses in rural mobility?**

Theme 1. Defining the “rural mobility problem”

- d) To what extent does weakness in rural mobility inhibit other strategies for rural areas and regions?**
- e) Is it agreed that rural mobility is a problem that merits a high level of priority by political and administrative layers across Europe?**

Theme 2. Can changes at the framework level make a significant difference?

- a) Is it fair to state that specific Policy for Rural Mobility is lacking throughout Europe?**
- b) Are the institutional, regulatory and financial frameworks sufficient for rural mobility?**
- c) Are these things fundamental root causes, or can rural mobility be significantly improved within the existing frameworks?**
- d) If we consider that they are root causes, then what are the priorities for change at framework level?**

Theme 2. Can changes at the framework level make a significant difference?

- e) If we consider that they are not root causes, what stimulus is needed for the existing frameworks to deliver more effective rural mobility?**
- f) Does rural mobility require some type of structured intervention, or it is sufficient for Member States and Regions to continue to deal with it as they see fit?**



TIME TO RE TH NK RURAL MOBILITY

30-31 January 2019

Albert Borschette Congress
Center (CCAB)
Rue Froissart 36, 1040 Brussels (BE)



Thank you!

m.beecroft@abdn.ac.uk

www.ruralsharedmobility.eu