Dr Kristina Gaučė
14.01.2026

Understanding the Principles of Sustainable Urban Mobility Planning

SUMP Training, module 1 webinar

Interreg Baltic Sea Region
Co-funded by the European Union
SMART GREEN MOBILITY
SUMPs for BSR

SUMP Concept

A Sustainable Urban Mobility Plan is a strategic/spatial plan designed **to satisfy the mobility needs** of people and businesses in cities and their surroundings for a better quality of life.

It builds on existing planning practices and takes due consideration of integration, participation, and evaluation principles.

GUIDELINES FOR DEVELOPING AND IMPLEMENTING A SUSTAINABLE URBAN MOBILITY PLAN (2nd Edition)

One of the most important paradigms – **Preparation of SUMP should not be limited to transport and mobility, but to regard social, economic, environmental and political–institutional criteria as well.**

Mobility

Mobility is one of the consequences of urban functioning (in literature, mobility is often understood as an indicator of connectivity) and should therefore be seen as a fundamental paradigm of urban planning (prof. P. Juškevičius), where there are:

a) Given travelling behaviour (mobility constants)

b) Addressable travelling features (mobility variables)

a) <u>Mobility constants:</u>

Frequency -> 3 trips / 1 citizen per day

Travel time -> 15 min. on foot

-> 45 min. by public transport

-> 60 min. total travel time per day

Cost -> 3% of the average income of a family without a car for 1 member

->15% of the average income of a family with a car for 1 member

b) <u>Mobility variables:</u>

Trips length km/citizen per day

Trips distribution in space |Mij|

Trips modal split /Pedestrians/PT/Bicycles/Cars/…

Where to start with a Sustainable Mobility Plan?

**SUMP is not meant for transport, highway, bus and even bicycle,
SUMP has to be developed for PEOPLE, who in the planned city will be:**

- working,
- studying,
- raising children,
- resting,
- investing,
- visiting and so on

SO, WILL IT BE

OR

?

Mobility VS Transportation

- **Transportation** (‘across-carry’ in Latin) describes the act of moving something or someone → Transport is the instrument which is required for the concrete realisation of mobility
- **Mobility** (‘capable of movement’) describes the ability of a person/goods to move or be moved → Mobility is a direct result of social activities such as living, working, studying, relaxing and production, trade and consumption (for goods)

Mobility is not just having access to one mode of transportation.
Mobility is having transportation options, and the quality of those options.

Differences between Traditional Transport Planning and SUM Planning

Traditional Transport Planning		Sustainable Urban Mobility Planning
Focus on **traffic**	→	Focus on **people**
Primary objectives: **Traffic flow** capacity and speed	→	Primary objectives: **Accessibility** and **quality of life**, including social equity, health and environmental quality, and economic viability
Mode-focussed	→	**Integrated development of all transport modes** and shift towards sustainable mobility
Infrastructure as the main topic	→	**Combination** of infrastructure, market, regulation, information and promotion
Sectoral planning document	→	Planning document **consistent with related policy areas**
Short and **medium-term** delivery plan	→	Short and medium-term delivery plan embedded in a **long-term vision and strategy**
Covering an **administrative area**	→	Covering a **functional urban area** based on travel-to-work flows
Domain of **traffic engineers**	→	**Interdisciplinary** planning teams
Planning by **experts**	→	Planning with **the involvement of stakeholders and citizens** using a transparent and participatory approach
Limited impact assessment	→	Systematic **evaluation** of impacts to facilitate **learning** and improvement

Source: *Guidelines for developing and implementing a sustainable urban mobility plan. Second edition*

SUMP as an integration process

- Whatever the specific planning portfolio of a local authority may include, planning processes often use the same data and tools, require participation from the same stakeholders, and are sometimes even carried out by the same people drawing from the same financial resources.
- An overall urban development strategy may set the general goals for mobility, which is an important input into a SUMP, that in turn drive the development of a detailed sectoral strategy.

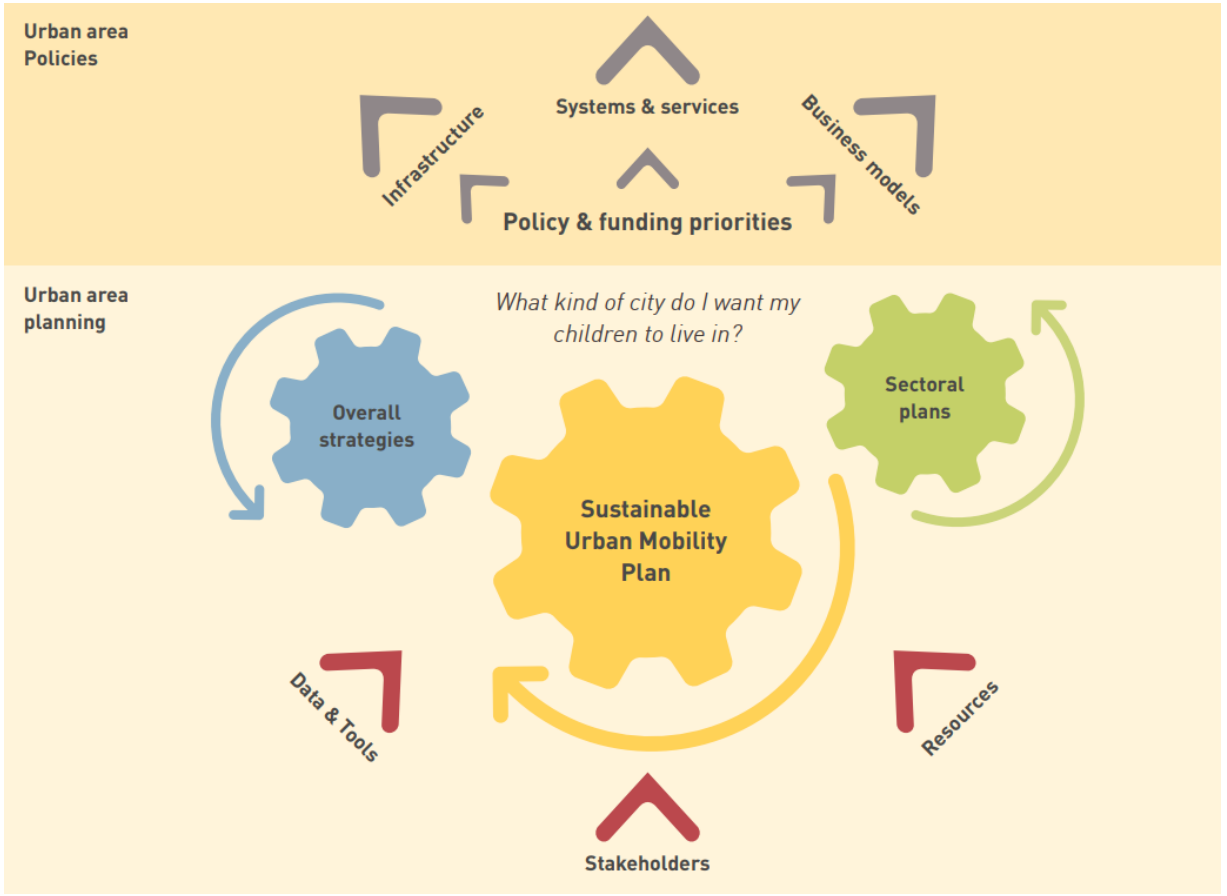
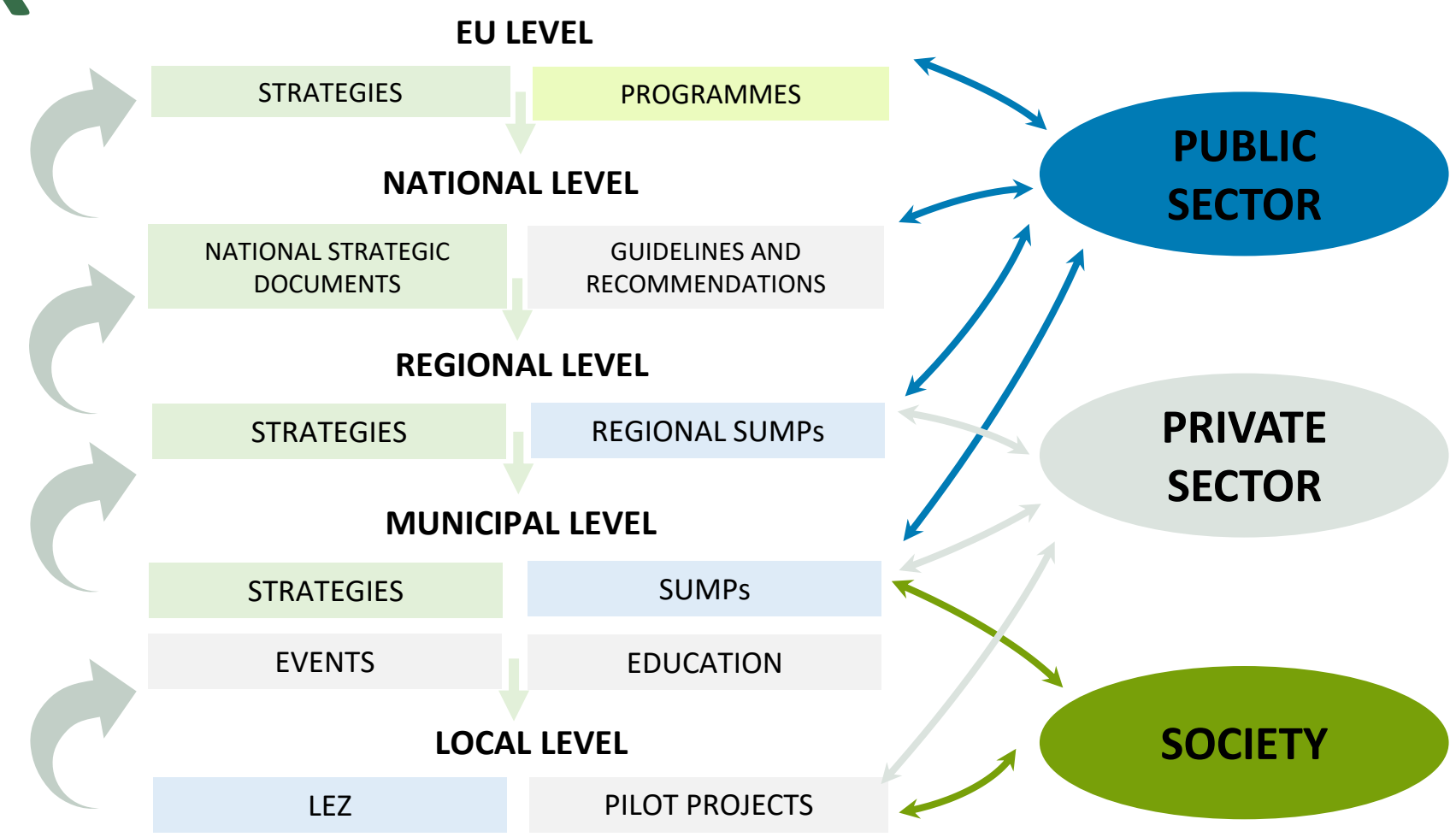


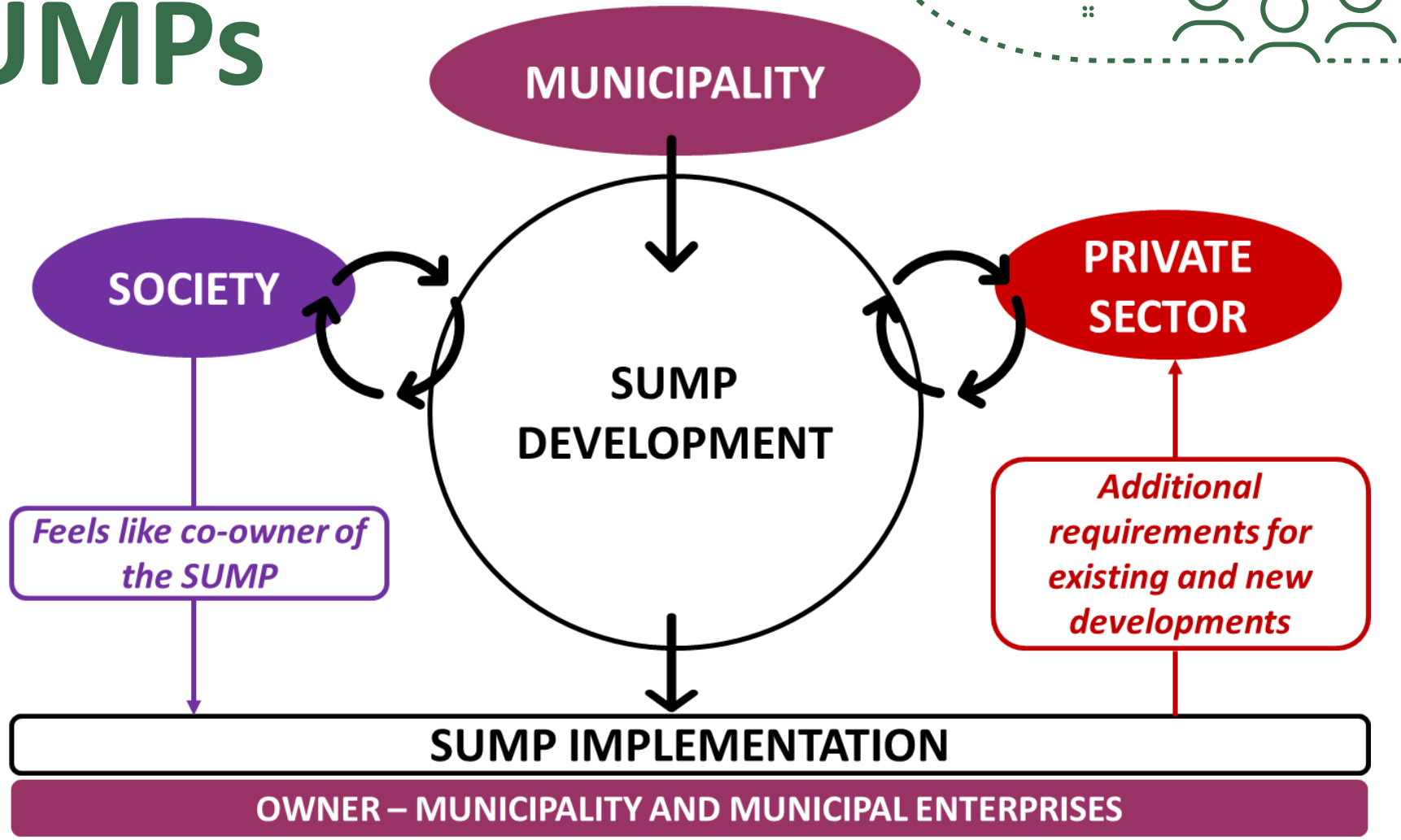
Image source:
Guidelines for developing and implementing a sustainable urban mobility plan. Second edition

Importance of integrated legal framework

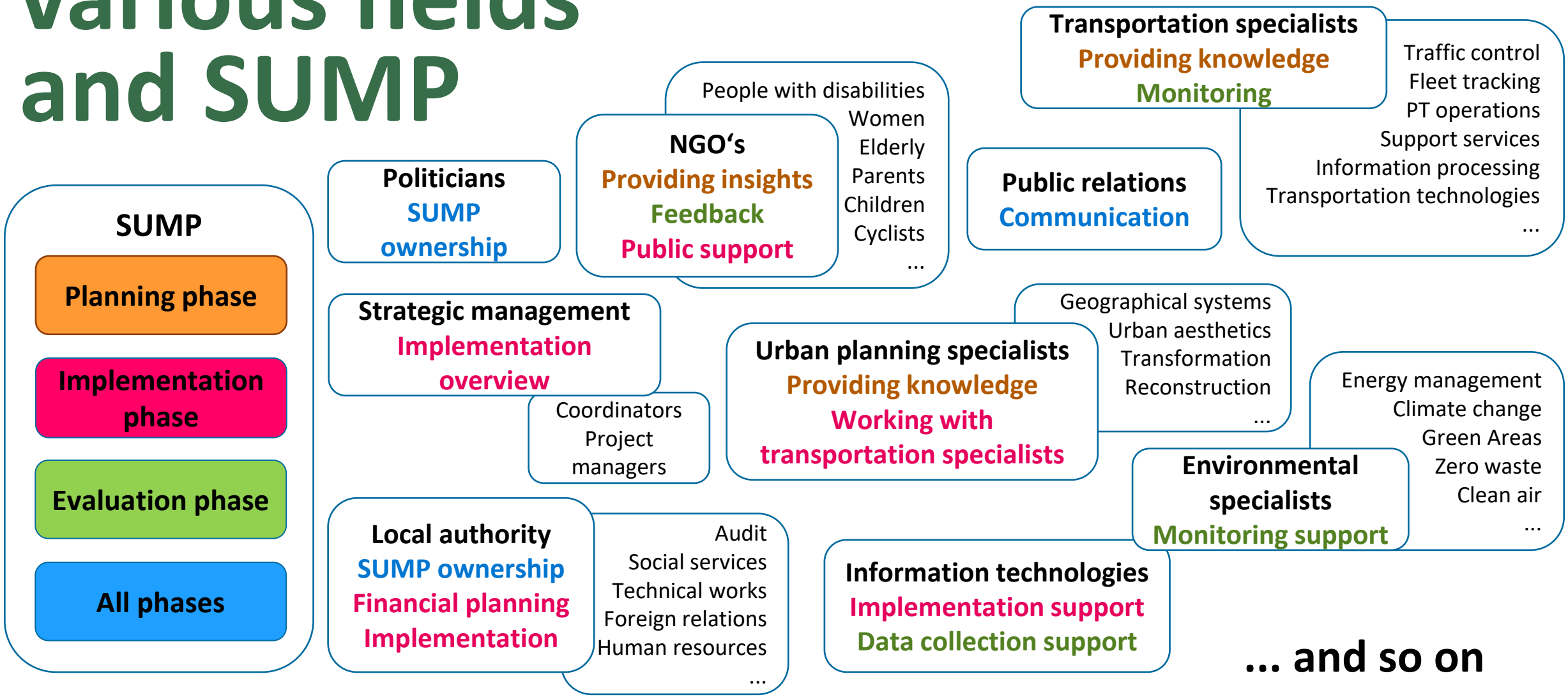
Cross-sectoral approach should be maintained on all levels of the legal framework



Municipal level: SUMPs



Interdependencies between various fields and SUMP



8 SUMP guiding principles

1. Plan for sustainable mobility in the “functional urban area”
2. Cooperate across institutional boundaries
3. Involve citizens and stakeholders
4. Assess current and future performance
5. Define a long-term vision and a clear implementation plan
6. Develop all transport modes in an integrated manner
7. Arrange for monitoring and evaluation
8. Assure quality

Policies and strategies

PUBLIC TRANSPORT REFORM
+ Network upgrade
+ Ticketing
+ Fleet renewal

PARKING MANAGEMENT
+ Parking standards
+ Parking zones
+ Parking restrictions

DEMAND MANAGEMENT
+ Development density and mix in land use planning
+ Personalised Travel Planning

TRANSPORT RESTRICTIONS
+ Freight restrictions
+ Low speed zones
+ Access restrictions

CLIMATE STRATEGY
+ PT fleet renewal
+ Low emission zones
+ Congestion charges

ROAD SAFETY
+ „Home“ zones
+ Traffic calming
+ Access restrictions

URBAN FREIGHT MANAGEMENT
+ Logistics planning
+ Urban consolidation centres
+ Freight restrictions

STREETS FOR ALL
+ Barrier-free mobility
+ Street humanisation
+ Street space allocation

ACTIVE MOBILITY ENCOURAGEMENT
+ Pedestrian and bicycle infrastructure
+ Public education

SHARED MOBILITY
+ Sharing economy
+ Multi-modal points
+ Carpooling

INTEGRATED MOBILITY
+ Integrated ticketing
+ Trip planning systems
+ Mobility as a Service (MaaS)

MOBILITY AS A RIGHT
+ Accessibility
+ Affordability
+ Gender/age equitable mobility services

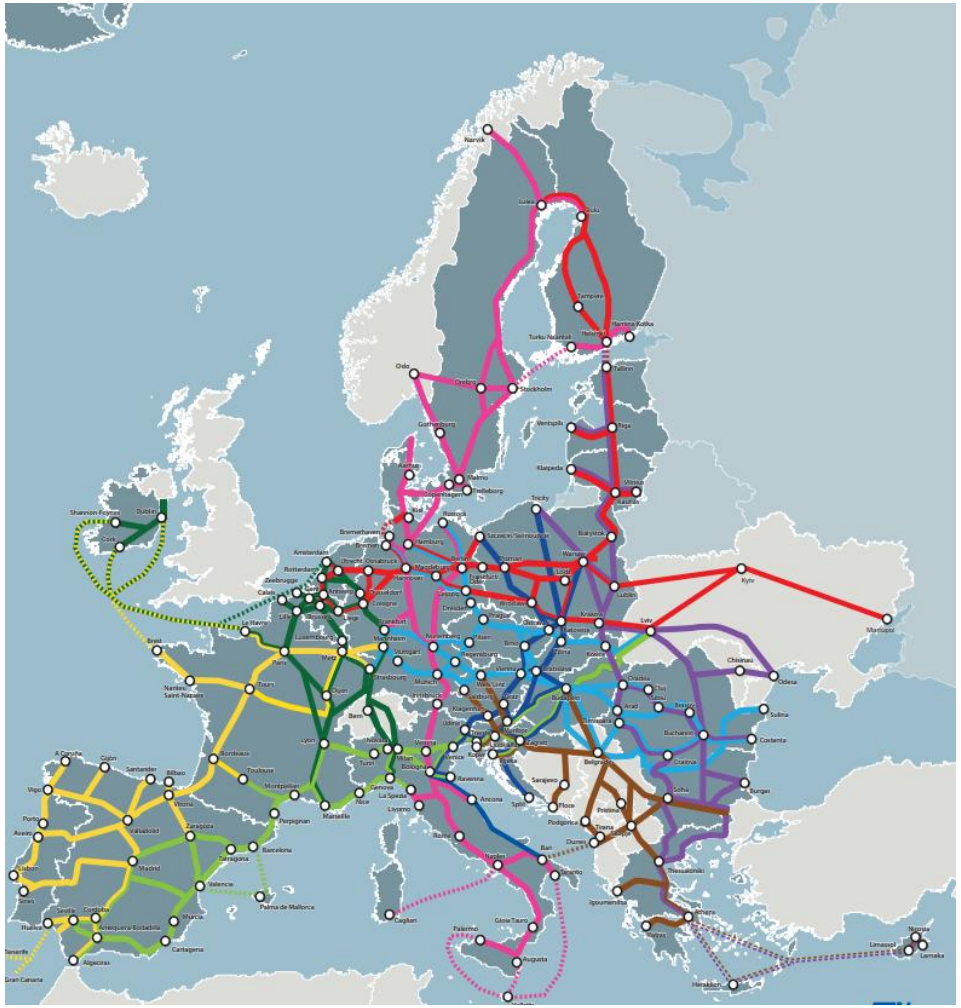
SUMPs and TEN-T

- **Urban nodes** play a pivotal role within the TEN-T framework as they serve as cross-roads where different levels of transport networks converge.
- The updated TEN-T regulation identifies **431 urban nodes** along the Trans-European Transport Network (TEN-T).

Milestones:

- By (end) 2027: Sustainable Urban Mobility Plans (SUMP) for Functional Urban Areas.
- By 2027: Collect and submit urban mobility data to the European Commission.
- By 2030: Establishment of multimodal passenger hubs to improve last-mile connectivity.
- By 2040: Multimodal freight terminal access, based on economic analyses.

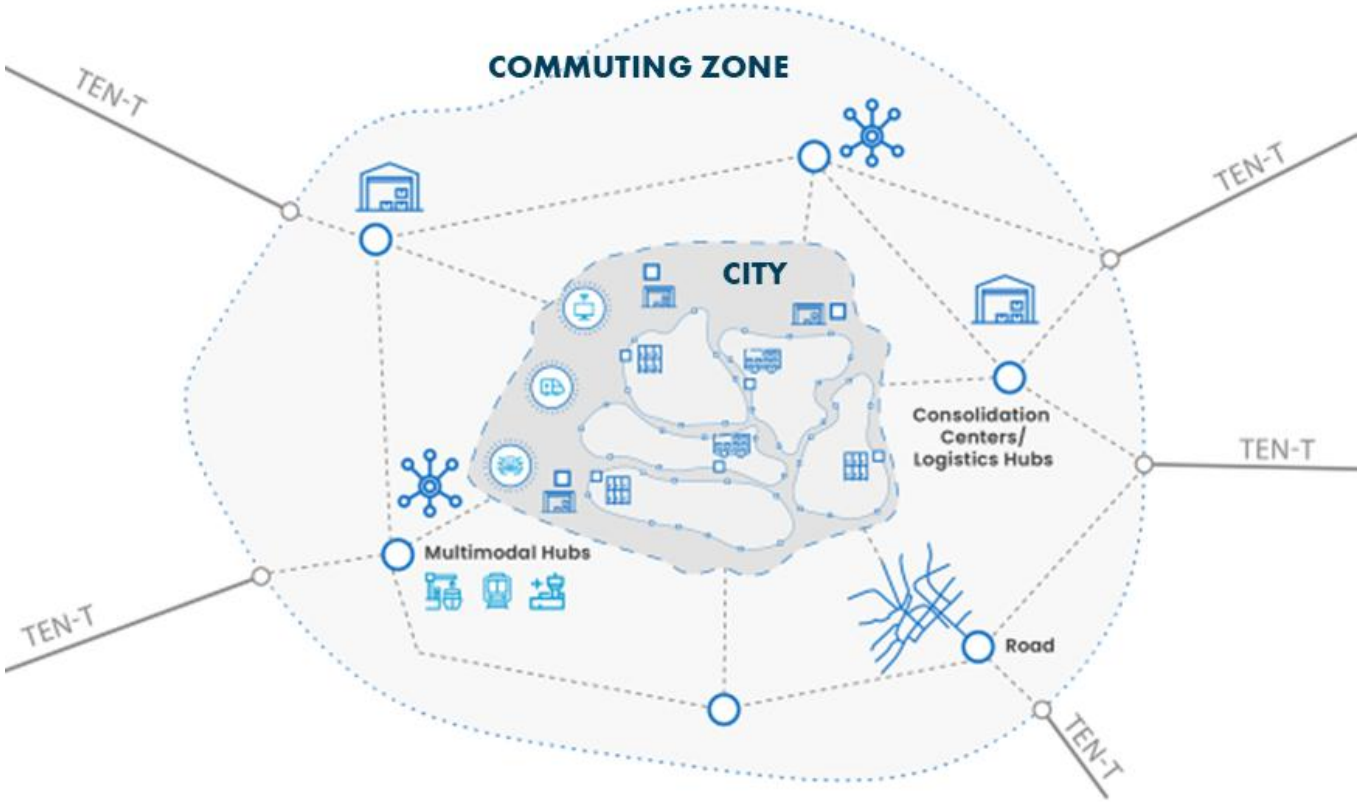
The European Transport Corridors



Urban Nodes

“Urban node” means an urban area where elements of the transport infrastructure of the TEN-T network, such as ports, including passenger terminals, airports, railway stations, bus terminals, logistics platforms and facilities, freight terminals, **located in and around the urban area, are connected with other elements of that infrastructure and with the infrastructure for regional and local traffic**.

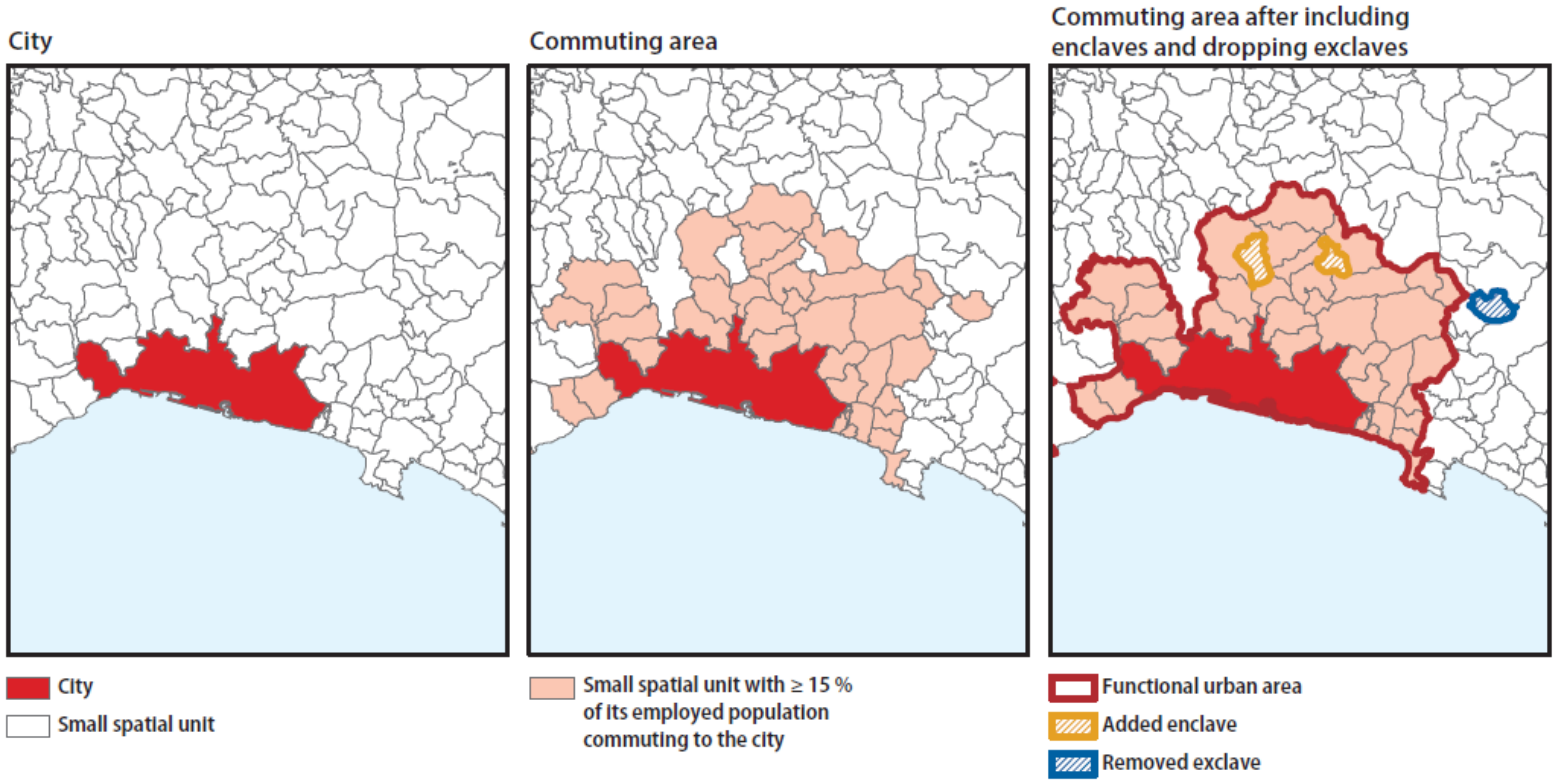
Definition of an urban node in TEN-T (Article 3 of Regulation)



Information source: *EIB Jaspers. Capacity Building for Sustainable Urban Mobility Plans – Citizen and stakeholder engagement*

Functional Urban Areas

- Urban nodes relate to the **functional urban area (FUA)** of a city.
- FUA is a densely inhabited **city** and a less densely populated **commuting zone** whose labour market is highly integrated with the city (OECD, 2012).
- **Not all strategic infrastructure** of an urban node **is located within the boundaries of a city; therefore, SUMP needs to cover all FUA.**
- SUMP for FUA can explore more comprehensive solutions that benefit urban, sub-urban and rural areas.



***Source**: Eurostat*

***Information source:** EIB Jaspers. Capacity Building for Sustainable Urban Mobility Plans – Citizen and stakeholder engagement*

Challenges of planning in FUA

Different layers of users compete for the same capacity

- Trips with a local value add to congestion on a TEN-T (strategic) network if not well planned.
- Because of congestion, strategic value trips start using the network meant for local traffic.

Complex planning of the node

- Multimodal transfers – it's complex to make it all fit together and make transfers smooth.
- Freight transfers – ensuring seamlessness.

Governance and financing

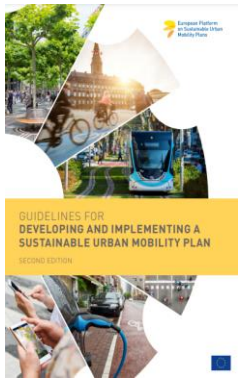
- Differentiated priorities hinder the creation of a common vision
- Change of political leaders may cause delays or cancellation of plans
- Complicated governance might lead to difficulties locking sustainable funding and financing

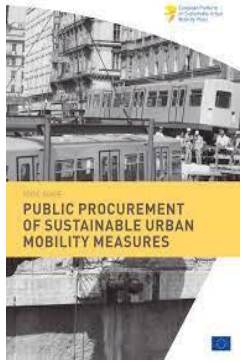
Aim to create ecosystem of actors with common interests that could and should cooperate

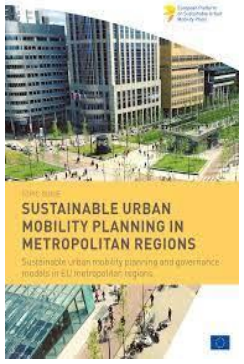
Information source: *EIB Jaspers. Capacity Building for Sustainable Urban Mobility Plans – Citizen and stakeholder engagement*

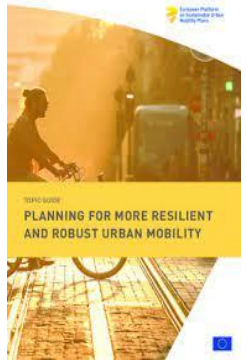
Help to develop a SUMP

- Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan
- Topic guide: Sustainable Urban Mobility Planning in Smaller Cities and Towns
- SUMP reference materials on different topics
- National Guidelines in EU countries









As well as Module 1 independent learning material in The Baltic Sea Region Competence Centre on SUMP website:

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SUMPs for Small and Medium-sized Cities

SUMP training, module 1 webinar

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SUMPs for BSR


Milestone: Measure implementation evaluated
Milestone: Decision to prepare a SUMP
12.1 Analyse successes and failures
12.2 Share results and lessons learned
12.3 Consider new challenges and solutions
12
Review and learn lessons
01
Set up working structures
1.1 Evaluate capacities and resources
1.2 Create inter-departmental core team
1.3 Ensure political and institutional ownership
1.4 Plan stakeholder and citizen involvement
02
Determine planning framework
2.1 Assess planning requirements and define geographic scope ('functional urban area')
2.2 Link with other planning processes
2.3 Agree timeline and work plan
2.4 Consider getting external support
03
Analyse mobility situation
3.1 Identify information sources and cooperate with data owners
3.2 Analyse problems and opportunities (all modes)
Milestone: Analysis of problems and opportunities concluded
04
Build and jointly assess scenarios
4.1 Develop scenarios of potential futures
4.2 Discuss scenarios with citizens and stakeholders
05
Develop vision and strategy with stakeholders
5.1 Co-create common vision with citizens and stakeholders
5.2 Agree objectives addressing key problems and all modes
06
Set targets and indicators
6.1 Identify indicators for all objectives
6.2 Agree measurable targets
Milestone: Vision, objectives and targets agreed
07
Select measure packages with stakeholders
7.1 Create and assess long list of measures with stakeholders
7.2 Define integrated measure packages
7.3 Plan measure monitoring and evaluation
08
Agree actions and responsibilities
8.1 Describe all actions
8.2 Identify funding sources and assess financial capacities
8.3 Agree priorities, responsibilities and timeline
8.4 Ensure wide political and public support
09
Prepare for adoption and financing
9.1 Develop financial plans and agree cost sharing
9.2 Finalise and assure quality of 'Sustainable Urban Mobility Plan' document
Milestone: Sustainable Urban Mobility Plan adopted
10
Manage implementation
10.1 Coordinate implementation of actions
10.2 Procure goods and services
11
Monitor, adapt and communicate
11.1 Monitor progress and adapt
11.2 Inform and engage citizens and stakeholders
SUSTAINABLE URBAN MOBILITY PLANNING
Preparation & analysis
Strategy development
Measure planning
Implementation & monitoring
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SUMPs for BSR

Sustainable Urban Mobility Planning Cycle

Phase 1: Preparation and analysis

- What are our resources?
- What is our planning context?
- What are our main problems and opportunities?

Phase 2: Strategy development

- What are our options for the future?
- What kind of city do we want?
- How will we determine success?

Phase 3: Measure planning

- What will we do concretely?
- What will it take and who will do what?
- Are we ready to go?

Phase 4: Implementation and monitoring

- How can we manage well?
- How are we doing?
- What have we learned?

SUMP Cycle

Phase 1: Preparation and analysis

- **Analysing resources** (human, institutional, financial), **mapping out stakeholders**, **ensuring** key institutions and policy makers' **support**
- **Understanding planning context** (existing documents, defining geographical scope – the functional urban area)
- **Identifying problems and opportunities** – current mobility situation analysis (all transport modes)

Emphasis in small towns and cities:

The whole cycle is still important to follow, but:

- Combine and simplify some steps, focus on outcomes of 4 phases
- Maybe some more complex analytical processes can be simplified (quantitative or qualitative analysis)

Phase 1: Preparation and analysis

Challenges and solutions

Lack of resources & skills

- Pooling resources with other small towns and cities to conduct parts of SUMP together
- Utilizing external support from regional or international organizations
- Forming strategic partnerships with private sector, seeking grant funding opportunities DEFINING PLANNING AREA
- Collaboration with neighbouring municipalities may be necessary to encompass the integrated mobility landscape, potentially leading to the development of an intermunicipal SUMP or cooperative planning organizations

Governance capacities and capabilities

- Encourage collaboration and partnership among relevant organisations
- Capacity-building for city staff involved in SUMP
- Simplify decision-making processes and procedures for more efficient SUMP implementation
- Regular monitoring and evaluation mechanisms to help track progress and identify areas for improvement

Phase 1: Preparation and analysis

Challenges and solutions

Limited resources to collect data:

- Make use of national/regional data, open-source data, other tools available online, e.g., for travel time – online navigation tools.
- Simplify the collection - for traffic flows use manual counts at key points, to understand citizen perception – use short surveys in the street, talk with communities, to identify most pressing issues – provide an online map to collect feedback on problems and good examples for all mobility modes.

SUMP award finalist

Best practice – Ghent, Flanders, BE

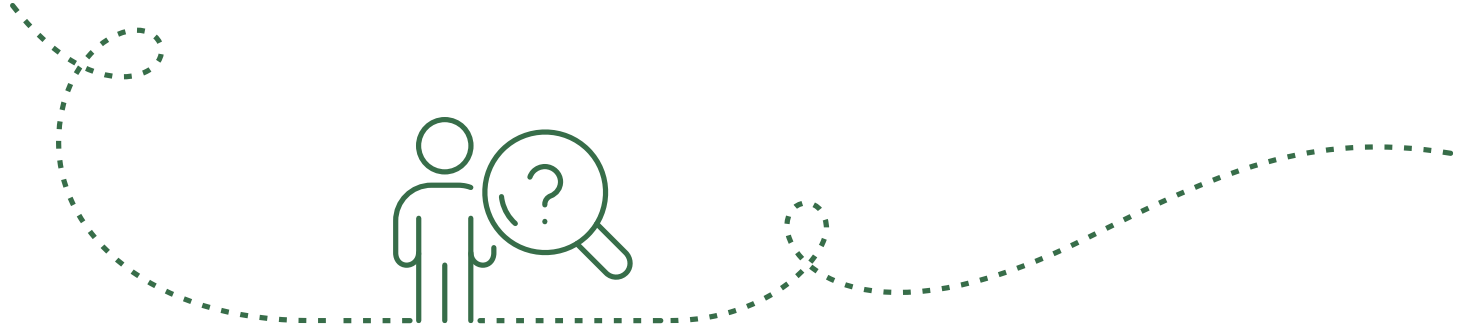
> **226 pages**

> **8 pages on current situation**:

- Population, car ownership
- Current modal split inhabitants and commuters
- Origin of commuters
- Basic economic growth figures

> Over **50 indicators** but half of these public attitudes; many qualitative

> Try to use existing data sources as much as possible



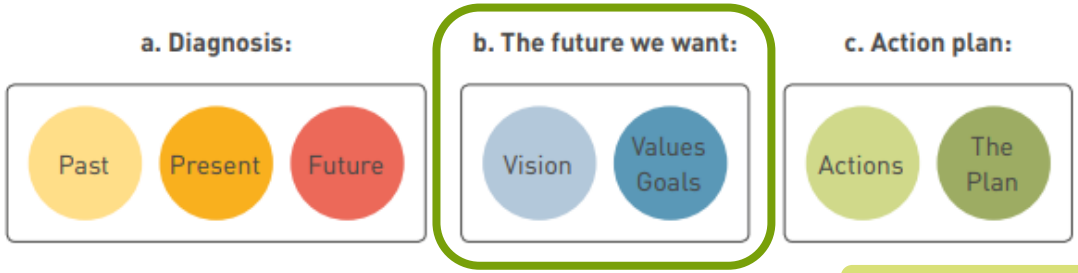
How much data do we need for planning?

- Relates to measures you might want to implement
- Big complex measures need models – and probably data
- But not all successful SUMPs start with huge amount of data gathering
- You probably know a lot already about travel in your city
- Don’t let data gathering hold up rest of SUMP
- Data supports decisions, doesn’t drive them

SUMP Cycle

Phase 2: Strategy development

- **Analysing** likely changes in **external factors** important for urban mobility
- **Developing Scenarios** that explore alternative strategic directions
- **Deciding on Common Vision** (qualitative description of the desired mobility future in the city)
- **Setting Objectives** to indicate the type of change aimed for (cover all modes of transport)
- **Defining** a set of strategic **Indicators and (SMART) Targets** (to monitor progress in all objectives)



SUMP award finalist

Best practice – Vitoria Gasteiz, Spain

> Current situation – population, density, economic activity, levels of traffic by different modes, levels of green space

> Around **25 indicators** focused on:

- Modal split, trip purpose and length
- PT use
- Counts of infrastructure e.g. % of street space pedestrianised

Phase 2: Strategy development

Challenges and solutions

Common understanding and prioritization of problems with stakeholders and citizens

- Enable stakeholders to collectively agree on the specific mobility challenges and aspirations unique to their context

Setting indicators and targets – navigating usefulness vs resource-intensive-ness – more in module 2

- Small number of indicators – easy to measure, understand, relate to objectives
- Use indicators collected by others (e.g. regional or national surveys, public transport operator statistics)
- Indicators can be on perception or satisfaction

Developing and assessing sump policy scenarios

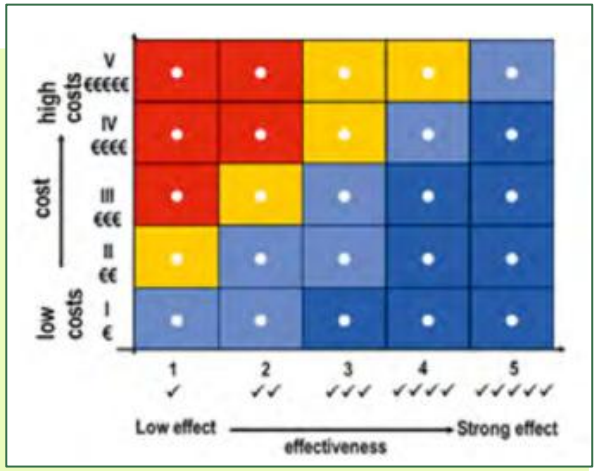
- Instead of using multi-modal transport model, develop several qualitatively described policy scenarios
- Assess the scenarios with qualitative methods (expert based multi-criteria analysis, SWOT etc.)

SUMP Cycle

Phase 3: Measure Planning

- **Creating a list of Measures and their packages** (assess their effectiveness and feasibility) and **plan Monitoring and Evaluation** for each measure
- **Breaking** measure packages **into actions** and **describing them in detail**, including their estimated costs, interdependencies and risks. **Identifying funding sources, agree on responsibilities, priorities, timelines**
- Recruit **political and public support** for the actions
- Finalising the SUMP – **quality check**, **agreeing on the budget**

Best practice – Bremen, Germany: Multi-criteria assessment with structured expert workshops



To not overcomplicate measure assessment, a cost-benefit matrix was used in Bremen. The cost-benefit matrix included an expert evaluation of the measure effectiveness with respect to the targets by using a qualitative scale for each indicator to reach the targets.

Phase 3: Measure Planning

Challenges and solutions

Identifying measures suitable for small town context

- Look for basic measures, smaller scale, and fewer large investments
- Look at other small and medium sized cities for inspiration
- Develop initiatives with community – it will help secure their support and ownership

Authorities of smaller cities are often limited to certain types of measures

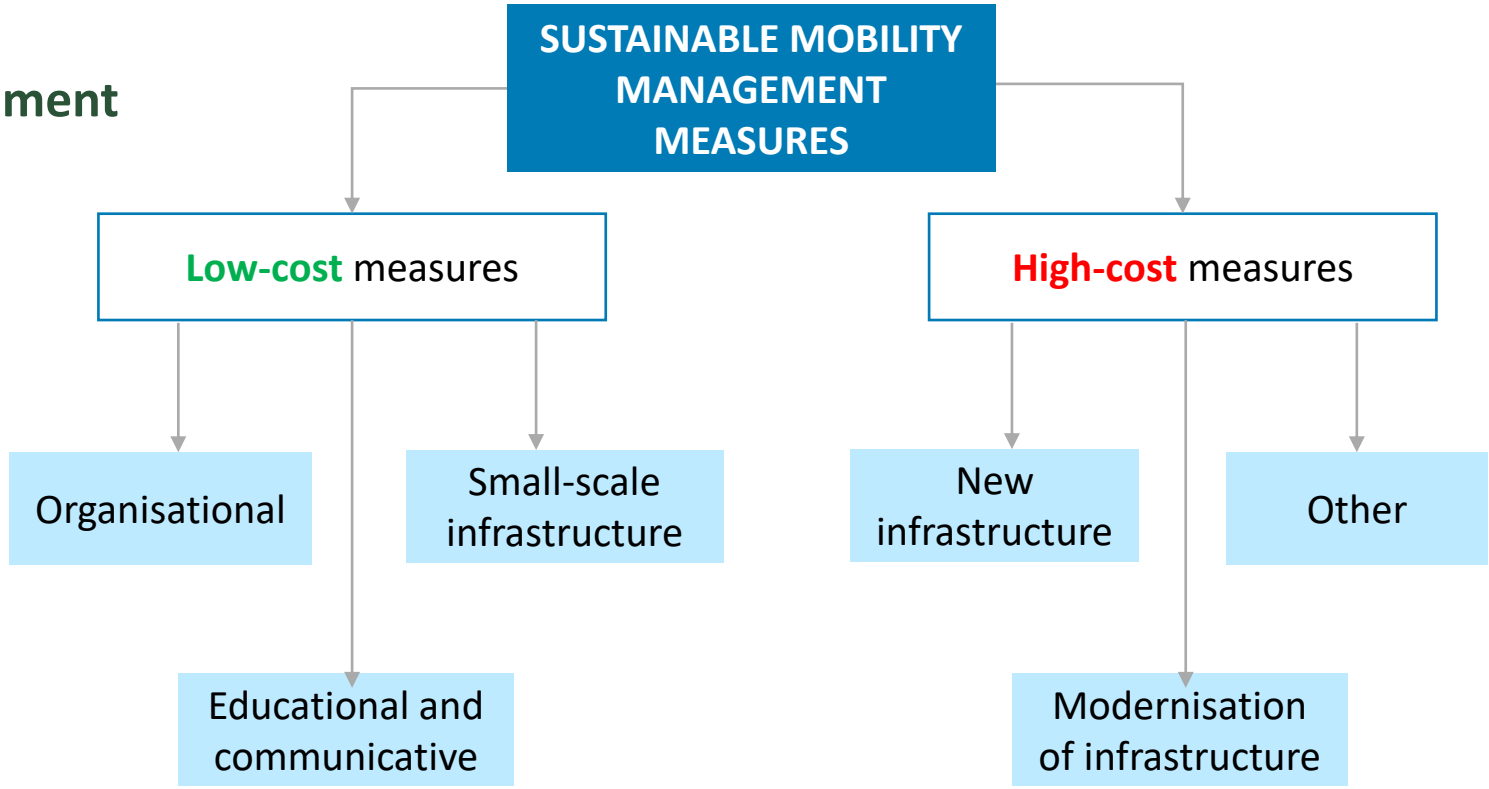
- For example, measures like traffic calming, bicycle measures or other might be possible to implement, while other measures e.g., example public transport – might be under control of the regional government

Phase 3: Measure Planning

Challenges and solutions

Limited resources? – Mobility management

Sustainable mobility management is based on the efficient use and availability of existing resources rather than on the creation of new supply



SUMP Cycle

Phase 4: Monitoring and evaluation

- **Undertaking the implementation** – the responsible departments and organizations should plan the technical details of their actions. Overall coordination of the implementation process is essential
- **Monitoring**, taking **corrective actions**, ensuring a two-way **dialogue with public**
- **Reviewing successes and failures**, **communicating results** with stakeholders and the public. Review should look to the future and **consider new challenges and solutions**

Best practice – Groningen, Netherlands: Regional Public-Private partnership for coordination and cooperation of actions

For coordinating the implementation of actions, Groningen has formally established an enabling body called Groningen Bereikbaar: A Public-private partnership for a sustainable and accessible Groningen. The body ensures that all parties cooperate effectively and coordinate their work on the various transport-related projects.

Phase 4: Monitoring and evaluation

Best practices

Bremen: Monitoring implementation to improve SUMP:

3rd SUMP award

1. **Tools: Arrange for monitoring and evaluation**
   - SWOT (Strength, Weakness, Opportunity, Threat) analysis
   - Scenario analysis
   - Cost-benefit analysis
2. **Check progress towards the objectives**
   - Monitoring activities on both the planning process and implementation
   - Elaboration of evaluation reports once per 4 years
3. **Learn the lessons**
   - Collection of relevant information before updating the measures
   - Sharing experience and lessons learned with stakeholders
   - Bremen's evaluation results have identified several challenges that need actions related to private car use and the use of conventional fuels

San Sebastian, Spain

- Interactive monitoring platform for SUMP
- Managers, decision makers can get an easy overview of the general status and details

Steps to successful SUMP (1)

- **Inventory of:**
  - Existing transport and mobility data;
  - Existing socio-economic indicators;
  - Data from population surveys (not just travel chains or travel diaries)
- **State of the art:**
  - Analysis of the already drawn up plans, tasks set in them and their conclusions;
  - Analysis of foreign literature, methodologies, examples;

Only then, and only if and as needed:

- Collection of new data;
- Involvement of experts (foreign and local)

Goal of current situation analysis – **to answer the question how to achieve set goals**, not how to prepare 10 sections

Steps to successful SUMP (2)

- **Modelling:**
  - At macro level;
  - City - as a living organism, must be able to assess cause and effect;
  - Model content – car, PT, bicycle mobility + changes in environmental pollution/noise indicators;
- **Economic assessment:**
  - Identification of the most effective measures;
  - Cost spreadsheet;
- **Best practice guide:**
  - Principle 2D diagrams for the layout of new measures;
  - Unified practical proposals for specific sites/situations.

Selecting measures – **it is vital to check** how certain measures will achieve certain results

Help to develop a SUMP

- Guidelines for Developing and Implementing a Sustainable Urban Mobility Plan
- Topic guide: Sustainable Urban Mobility Planning in Smaller Cities and Towns
- SUMP reference materials on different topics
- National Guidelines in EU countries

As well as Module 1 independent learning material in The Baltic Sea Region Competence Centre on SUMP website:

What’s next?

Independent exercise 1

Analysis of existing strategies and plans

Understanding planning context is a crucial step in the SUMP process. The analysis of existing planning and strategic documents, currently followed indicators and already set targets must come before the SUMP strategy development (second phase). This analysis will give insight into previous visioning efforts to guide the development of SUMP common vision.

Link to the independent exercise

Independent exercise:

1. Identify documents that impact SUMP development;
2. Analyse the previous visioning efforts;
3. Identify set goals, objectives, currently followed indicators and set targets.

The results of this exercise will be the basis for SUMP strategy.

SUMP self-assessment tool

The SUMP Self-Assessment helps you to **evaluate and improve mobility planning** in your city or functional urban area. SUMP Self-Assessment Tool has been developed by CIVITAS SUMPs-Up project and is based on the second edition of the second EU SUMP Guidelines.

The SUMP Self-Assessment can be used to:

- **assess the quality of a specific strategic mobility plan;**
- **evaluate planning activities in general**.

SUMP Self-Assessment Tool

This makes it useful at all stages of the planning process - e.g. to **assess what to improve when starting a SUMP**, to readjust activities throughout the process, or to assess the plan quality when finalising or having completed a SUMP.

Independent exercise 2

SUMP self-assessment

SUMP Self-Assessment Tool includes tailor-made questions for **Local authorities** not only at the starting point of SUMP development, but also at different stages in the process.

After answering the questions, the individual **feedback is given to:**

- ✓ **Help identify potential areas of improvement;**
- ✓ Determine areas that are already aligned with SUMP principles;
- ✓ Provide specific measures on how to advance the process;
- ✓ **Give advice**, **links to further reading**, and relevant **good practice examples**.

Link to the independent exercise

Self-assessment question groups:

1. Planning context
2. Mobility Assessment
3. Vision and Objectives
4. Measurable Targets
5. Implementation Plan
6. Institutional Cooperation
7. Participation
8. Monitoring and Evaluation

Apply to SUMP clinic

Offering tailored support for cities

APPLY BY 30.1.2026

- We are offering tailored support to 10 selected cities, with a special focus on **small and mid-sized cities**.
- Each chosen city will get **2 individual consultation meetings** online with experienced SUMP experts from JSC Gaučė ir Ko, led by Dr **Kristina Gaučė**.
- In the end, each city receives a **personalised roadmap with expert recommendations** outlining future actions to tackle their unique challenges.
- Call for **applications is open until 30.1.2026 >>**
  bsr-sump.eu/training/sumpclinic/

Upcoming SUMP trainings

FEB 2026

Module 2: Setting up a monitoring and evaluation framework and defining indicators

Develop a robust system for assessing sustainable urban mobility.
webinar — 04.02.2026, 09:00-10:30 CET,
workshop — 11.02.2026, 09:00-11:30 CET

MAR 2026

Module 3: Collection of data for active modes

Learn the techniques for collecting and using walking and cycling data.
webinar — 04.03.2026, 09:00-10:30 CET,
workshop — 18.03.2026, 09:00-11:30 CET

APR 2026

Module 4: Experimenting with potential mobility solutions to promote active modes

Discover the value of small-scale pilots.
webinar — 22.04.2026, 09:00-10:30 CEST,
workshop — 29.04.2026, 09:00-11:30 CEST

MAY 2026

Module 5: Engaging stakeholders in planning mobility measures and SUMP

Build effective collaboration with decision-makers, residents and other stakeholders.
webinar — 13.05.2026, 09:00-10:30 CEST,
workshop — 27.05.2026, 09:00-11:30 CEST

REGISTER AT:

COMING NEXT:
Module 1 workshop
on 21.1.2026
at 9.00-11.30 CET

Thank you for joining!

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SMART GREEN MOBILITY
SUMPs for BSR

SUMPs for BSR project, co-funded by the Interreg BSR programme, is supporting transition to sustainable urban mobility planning.