

Bremen

2014 SUMP Award: Finalist factsheet

Local Transport facts

Name of the authority: Freie Hansestadt Bremen, Germany

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Size of City: 548 547 inhabitants (2013)

Traffic volume: 1 001 500 trips/day (motorised trips on an average working day, 2010)

Land area: 326.38 km²

Population density: 1 680 inhabitants/km² (2013)

Urban transport policy objectives of the city:

Bremen first dealt with traffic management in the mid-1990s through an integrated traffic development plan. As a result, Bremen is nowadays one of the largest German cities with a balanced modal split. The city is particularly bicycle-friendly with a cycling modal share of 25 % (2008) while walking represents more than one fifth of the trips in Bremen (21 %). Public transport accounts for 14 % of the overall trips in the city and 40 % of the trips are made by car. The Bremen SUMP (Verkehrsentwicklungsplan Bremen 2025), adopted in 2014, intends to actively promote ecomobility, to improve the quality of life in the city by optimising the transport system and reducing the negative impacts of transport such as safety risks, pollution and noise.

Bremen's SUMP has set clear, quantified objectives. Its 2020 objectives are the following:

- 20-25 % increase in bicycle traffic
- 15-20 % increase in public transport (bus and tramway)
- 50 % increase in rail transport (suburban railway)
- 20 000 car-sharing users
- Completion of the ring motorway A 281

To achieve these objectives, the city of Bremen has adopted a plan which covers all modes of transport (including walking, cycling, public transport and cars), all traffic purposes (including travel to work or school, shopping, leisure, etc.) and both passenger and freight transport. Objectives belong to six topics:

1. Develop a traffic system accessible for all people and strengthen the equality of all traffic modes
2. Increase the traffic safety and social security
3. Offer and optimize alternative mode choices
4. Improve the integration of transport network across the Bremen region and promote sustainable mobility
5. Strengthen Bremen as a business location by optimizing the commercial and freight transport
6. Significantly reduce the negative impact of transport in human health and the environment



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Considering the limited capacity to invest in large-scale infrastructure measures, the city of Bremen focuses on implementing very cost-efficient measures. In this respect, the city can rely on the positive aspects of the existing transport network. The public transport system has, for instance, some potential for increasing its ridership numbers. Likewise, the road network is particularly efficient since Bremen has few congestion problems compared to other large German cities.

Monitoring implementation to improve the city's SUMP:

1. Tools: Arrange for monitoring and evaluation

Monitoring and evaluation are at the very core of the development of Bremen's SUMP. The city of Bremen has set a three-round evaluation process. The evaluation process is composed of (1) a SWOT analysis, (2) a scenario analysis and (3) a cost-benefit analysis.

The SWOT (Strength, Weakness, Opportunity, Threat) analysis is a comprehensive ex-ante evaluation which enables careful analysis of the existing traffic infrastructure and mobility patterns. In Bremen, the SWOT analysis is based on a sound database and a wide public consultation via the internet.

Then, the expected performance measures were assessed through the scenario analysis. Five scenarios were selected, each of them illustrating an "extreme choice" scenario (e.g. massively promoted car traffic; limited measures promoting active travel or intensely promoted ecomobility). The modelling of the scenarios allowed the city to compare the potential outcomes and costs of the measures. It clearly showed that the promotion of active mobility is the most efficient scenario.

Finally, the city of Bremen selected the most cost-efficient measures thanks to a cost-benefit analysis, which was conducted in collaboration with an external expert. Potential measures were individually assessed and classified according to their societal, environmental and spatial impact. In a second step, measures were assessed with regards to external factors such as the technical feasibility or the political support in order to eliminate non-realistic proposals.

2. Check progress towards the objectives

The city of Bremen performs monitoring activities on both the planning process and implementation. The SUMP contains an evaluation strategy provided by an external expert which sets the elaboration of evaluation reports once per legislative period, that is to say every four years. The first evaluation report is planned to be delivered in 2018.

The city of Bremen involves different stakeholders in the planning process and, for transparency, publishes all documents online. Discussions with citizens and external stakeholders on the outcomes of the cost-benefit analysis in the first quarter of 2014 led the municipality to make changes in the selected measures. Bremen involved neighbouring cities which had the opportunity to make propositions. At the transnational level, Bremen exchanged with Groningen (NL) and Oldenburg (DE) on traffic strategies.

On the formal side, the entire SUMP process has been followed and approved by an advisory board which is also in charge of monitoring the evaluation reports. The board is composed of members of the local parliament and different external stakeholders (motorists' and cyclists' associations, chamber of commerce, environmental NGOs, etc.) from all political parties, which sometimes have conflicting interests.



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3. Learn the lessons

The city of Bremen considers that the strength of its SUMP process is the regular evaluation of the SUMP and of the different measures. A four-year evaluation cycle is considered most suitable by the municipality to collect relevant information before updating the measures.

The city of Bremen is keen to share its experience and the lessons learned with different stakeholders. The municipality is in regular contact with different local action groups and often takes part in workshops and gives presentations, both at national and European levels.

For the future, Bremen's evaluation results have identified several challenges that need actions related to private car use and the use of conventional fuels, but also related to technology and the unpredicted impact it may have on the urban mobility.

Concrete measure: The scenario analysis

Beginning and end date:

August – November 2013

Description of the activity:

A SUMP needs to make assumptions of how mobility trends and the underlying factors (demographics, employment, land use, etc.) evolve and develop over time. It needs to answer the questions: 'What measures are necessary to achieve its objectives?' and 'What alternative strategies exist?' The first step was to develop a base scenario which extrapolated the data from 2010 to 2025. It only contained those measures which were already decided at the political level or were still being considered. This scenario served as a basis of comparison in order to assess the effects of the five thematic scenarios.

Five thematic scenarios were compiled, each one focusing on extreme choices. What would happen if car traffic was massively promoted? What are the results of major investments in public transport? What happens if only smaller measures promoting walking and cycling were pursued? What happens if ecomobility was promoted more intensely? What happens when external stimuli (e.g. rising fuel price) affect the traffic behaviour?

Each scenario was computed using a traffic model (for motorised transport) or by expert opinion (non-motorised transport). Each scenario was then compared with the base scenario. Furthermore it was evaluated how the scenario contributes to achieving the objectives of the Bremen SUMP. This was done by assessing the impacts of the scenario on 16 indicators (different aspects of sustainability). **This showed very clearly that those scenarios promoting walking and cycling are very efficient in reaching most of the targets on a very small budget, but that it was necessary to use a combination of measures to reach all the objectives.**



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Focal points of the of the five scenarios

	Public transport	Cycling	Walking	Car traffic	Commercial transport	Road space layout, accessibility	Stationary traffic	Inter- and multi-modality	traffic management, mobility management	E-mobility	Traffic safety	Mobility culture, public relations
01 Optimisation of car traffic				X	X		X		X	X	X	
02 Offensive for public transport	X				X	X		X	X	X	X	X
03 Promoting walking & cycling		X	X			X	X	X	X	X	X	X
04 Pushing ecomobility	X	X	X		X	X	X	X	X	X	X	X
05 High mobility costs								X	X	X		

X key aspect

X further aspects

Jury Comment

In addition to excellent planning and the early provision of tools for monitoring and evaluation, Bremen impressed the jury with its strong stakeholder involvement during the evaluation process. This includes cooperation with peer cities and networks, and international cooperation. Bremen demonstrates remarkable efforts to continuously "learn the lesson", strengthen success stories and avoid failure for the next round of transport planning. Bremen communicates "lessons learned" to stakeholders through working groups with concerned stakeholders, political debates within the relevant committees and citizens' internet forum activities. Bremen's next – highly relevant – challenge includes feeding evaluation results back into the public debate and the SUMP.



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