

LAST MILE

Interreg Europe



European Union
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Development Fund

LAST MILE – Sustainable mobility for the last mile in tourism regions

Synthesis - short version



Regionalne Biuro
Gospodarki Przestrzennej
Województwa
Zachodniopomorskiego

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Westpomeranian Voivodeship (RBGPWZ)

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LAST MILE
Sustainable mobility for the 'last mile' in tourism regions
Policy exchange about flexible mobility alternatives for tourists and locals

Let's travel the last mile together!

Results of PROJECT PHASE 1

I. LAST MILE - SUSTAINABLE MOBILITY FOR THE LAST MILE IN TOURISM REGIONS

LAST MILE has aimed to find innovative and flexible solutions for sustainable regional mobility systems to ensure that visitors travel the 'last mile' of their travel in a sustainable manner, and to provide alternatives to cars for residents and their daily trips as well.

The project focuses on the accessibility of transportation on the last link of the travel from origin to destination (so called "last mile"). It collects and analyses solutions to fill this gap with sustainable modes of transport. The project also examines environmental benefits as well as long term resource- and cost-efficiency.

Taking into account the overall objective of the INTERREG EUROPE Programme, the LAST MILE aimed to improve the implementation of regional development policies and programmes, in particular programmes supporting Investment for Growth and Jobs and, where relevant, ETC programmes, addressing the transition to a low-carbon economy.

Short overview of content

- Project partners and regions
- Flexible Transport Systems
- Analysis of national and regional framework conditions and barriers of FTS
- Regional framework conditions and barriers of FTS in project partner regions
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PROJECT PARTNERS AND REGIONS:

LEAD PARTNER Environment Agency Austria – Umweltbundesamt:

The EAA is Austria's largest organisation of experts on all environmental issues. With the department Mobility & Noise, the EAA is i.a. specialized in the estimation of environmental effects of transport and different measurements to avoid and reduce environmental pollution, as well as promoting various forms of sustainable mobility for different purposes, including tourism.

Region of East Tyrol, Austria - Regional Management East Tyrol:

The RMO is a competence centre for climate and energy issues in the district. In this context, the RMO has been dealing a lot with mobility, especially the development of small public (or private) transport systems. In the past year, communes of the district implemented a number of projects.

Region of Košice, Slovakia - Agency for the Support of Regional Development Kosice:

The ASRD is a non-profit organization dealing with general interest needs. It is established by the Self-governing Region of Košice. The main purpose of the organization is to assist public

services and support sustainable regional development and employment by creating conditions and providing relevant mechanisms.

Region of Varna, Bulgaria – Club "Sustainable Development of Civil Society":

The CSDCS is the national mobility coordinator and the focal point for sustainable urban mobility plans (SUMP) in Bulgaria. Furthermore, it maintains the ENDURANCE (European platform for the promotion of SUMP) network in the country.

Region of Catalonia, Spain - Mobility and Transport Direction. Ministry of Territory and Sustainability. Government of Catalonia:

The Government of Catalonia enjoys full competences in the area of public transport within the region, including planning, implementation, monitoring and financing. It has developed several strategic sectoral plans (e.g. 'Catalonia Passengers Transport Plan 2008-2012 and Horizon 2020').

Region of Upper Sûre, Luxembourg - Upper Sûre Nature Park:

The Upper Sûre Nature Park is a union between the Luxembourg State and 5 municipalities. The park provides a perfect link between affected destinations and ministries that are responsible for strategic framework conditions.

Region of West Pomerania/Szczecin Metropolitan Area, Poland – Regional Office for Spatial Planning of Westpomeranian Voivodeship (RBGPWZ):

The Szczecin-based RBGPWZ is a regional authority answerable to the Regional Management Board, which deals with the spatial planning process in the region. The RBGPWZ is responsible for the implementation and monitoring of the spatial management plan.

II. FLEXIBLE TRANSPORT SYSTEMS - A SOLUTION TO THE PROBLEM

A flexible transport systems (FTS) may be the answer to emerging challenges of transport accessibility in rural areas. The LAST MILE project has identified various types and forms of the system, including the operation of the on-demand call/dial systems, car-sharing and bike-sharing systems or seasonal transport solutions.

Since the project partners are confronted with an international context and thus very different regional settings regarding forms and approaches to “flexible transport services”, it is important to have a common understanding of the term and what it actually represents. The common understanding facilitates a competent and comprehensive approach to framework conditions and barriers.

In this project, flexible transport systems are defined as services that operate on demand only. In this context, the operation on demand includes call systems (i.e. hail and ride taxi), seasonal/temporary systems (e.g. bus/train) and other forms of on-demand transport, such as sharing and pooling systems.

Therefore, the FTS comprises services that can be described as enhanced public transport (or flexible public transport services) like a hailed shared taxi service and also Flexible Transport Services, such as car- and bike-sharing or carpooling which are not a part of public transport in its narrower sense.

FLEXIBLE TRANSPORT SYSTEM TYPES:

Call/Dial Services

Call/Dial services operate on call in contrast to regular scheduled bus lines. They involve fixed tariffs and fixed or flexible routes. Flexible routes follow one of the approaches listed below (Potts, F. et al. 2010): Route Deviation, Route Deviation with fixed stops on request, Point Deviation, Demand-Responsive Connector, Flexible-Route Segments and Zone Route.

Shuttle services

Transport service intended primarily to shuttle passengers between two fixed points. Usually, it is a bus or a coach operated on a short or medium distance and trips taking less than an hour. Shuttle buses usually link transport hubs (e.g. airports, train stations) and different destinations (e.g. hotels, specific touristic destinations etc.). It is also often used seasonally as complementary transport, such as ski bus or hike bus.

Sharing solutions

It is an organized collective use of one or more vehicles for limited time (chiefly by hours). Most usual types are car-sharing and bike-sharing.

Car-sharing is particularly attractive for users who need a car occasionally only. The car hire may operate as a commercial business or users may be organized to form a company, public agency or a cooperative.

Bike-sharing or bike rental is especially useful at public transport arrival/departure terminals attracting day tourists travelling without luggage, but also very relevant as an on-site mobility for overnight tourists.

Ride Pooling

Ride pooling is the sharing of car journeys so that more than one person can travel in a car. A popular carpooling option is, for instance, the joint commuting to work. Another possibility of car-pooling is the use of open platforms where registered members can book their car trips.

Other flexible transport service

There are many solutions and concepts on mobility services and particularly flexible transport services available.

III. ANALYSIS OF NATIONAL AND REGIONAL FRAMEWORK CONDITIONS AND BARRIERS OF FLEXIBLE TRANSPORT

The analysis of national and regional framework conditions and barriers has helped to identify issues and challenges for the implementation and operation of the FTS. The analysis is based on a survey questionnaire with both quantitative and qualitative questions, where legal, institutional, economic and other issues have been examined. The analysis of framework conditions and barriers has led to the following conclusions:

Legal framework conditions and barriers

1. The insufficient or partially missing legal framework for the FTS complicates the implementation and operation of the FTS and thus fails to regulate functioning, organization and financing.
2. Provisions pertaining to sustainable mobility included in approved regional strategies provide mainly general recommendations and have no binding character.
3. Municipalities have limited decision making power as regards the implementation of the FTS, in particular cross-border services or projects on a larger scale.

Institutional framework conditions and barriers

1. A major obstacle is the absence of an integrated transport organizer who can provide overall coordination, organization, data collection and financing of the FTS.
2. Due to the fact, that the FTS is rarely integrated into the public transport information service or the Intelligent Transport System (ITS), potential users do not receive appropriate information on the FTS.
3. The position of the FTS is negligible due to political barriers, competition or the lack of profitability.
4. It is necessary to satisfy mobility needs for inhabitants and tourists alike.
5. Municipalities may have difficulties to provide the FTS due to the lack of expertise, shortage of revenues or an intensive workload.

Economic framework conditions and barriers

1. Service operators have to struggle against low or missing subsidies, or incoherent financing models for the implementation of the FTS.
2. Long-term financing remains a major challenge. For this reason, municipalities with very limited budgets are not motivated to take the initiative.
3. Collaboration under private-private and private-public partnerships is possible and already in progress.
4. Municipalities can bridge the gap and succeed better or easier than private entrepreneurs, although the lack of experience in the FTS remains a drawback.

Other framework conditions and barriers

1. Dissemination of information about the FTS fails reaching target groups.
2. The lack of sustainable transport education for decision-makers, operators as well as users may be linked to insufficient sustainable transport awareness.
3. The lack of attractive alternatives to public transport is one of reasons why these challenges are difficult to be addressed.

IV. REGIONAL FRAMEWORK CONDITIONS AND BARRIERS OF FLEXIBLE TRANSPORT IN THE PROJECT PARTNER REGIONS

Region of Nature Park Upper Sûre, Luxembourg – The national legislation in Luxembourg does not support the FTS, and only temporary and seasonal systems are currently regulated. Municipalities can implement such systems without the consent of the ministry, provided they operate inside their borders. However, the strategy for sustainable mobility guarantees the national funding for all types of the FTS. Financial barriers have been identified for the long-term operation of the FTS and they are mainly related to high staff cost. The low population density is a challenge for the operation of the FTS. The inflow of visitors can hardly contribute to the reaching of the critical mass needed for the operation of the FTS.

Region of Catalonia, Spain - Catalonia has no specific national or regional legislation for the FTS. A Passengers Transport Plan guarantees minimum standards of public transport in municipalities with population less than 5,000. Funding schemes are not adequate to cover investment costs related to the FTS implementation and long-term operation. Regional transport associations are involved in financing and operational management. Bus operators have little interest in transforming conventional bus lines into FTS due to difficulties in management and the uncertain revenue.

Region of West Pomerania/Szczecin Metropolitan Area, Poland – The analysis points to the lack of adequate legislation for the FTS and visible resistance to existing sharing and pooling systems, especially that they are competitive and can pose a threat to taxi transport profitability. The absence of transport associations is considered to be a barrier. Additionally, there is also no integration between entities involved in the implementation of the transport policy. Various measures addressed to different age groups started building awareness and promoted bike use education specifically and the dissemination of information about the use of public transport generally.

Region of Košice, Slovakia - An obstacle for the FTS is the missing national and regional legislation promoting sustainable transport. Only some transport systems have been defined by the law. Flexible modes of transport cannot be financed from public funds due to difficulties in their integration into public transport systems. Service on demand is often not economically viable for operators if there is no synergy with other entrepreneurs. A further barrier in the implementation of the FTS is the absence of information services.

Region of Varna, Bulgaria - The Bulgarian region struggles against the current tense political situation which is a challenge for the implementation of the FTS. The national law does not cover flexible transport systems at all; only seasonal and occasional transport systems have been identified in the law; However, no regulations apply to their operation. The government does not accept car-sharing systems which are considered to compete with private taxi operators. Additionally, private service providers have considerable influence on public mobility. In general, the public acceptance is considered low. This can possibly be attributed to the lack of education on sustainable mobility.

Region of East Tyrol, Austria – As regards the FTS, the Austrian national legislation refers to call/dial and seasonal/temporary systems only. Although strategies for sustainable mobility highlight the importance of sustainable transport systems in rural areas, they have no binding power. The planning practice has shown that national as well as regional policies have granted certain subsidies for the establishment of the FTS through national funding schemes. Insufficient communication between relevant players is also hampers FTS implementation. In general, awareness of sustainable transport has been increasing.

V. STATE-OF-THE-ART OF REGIONAL PUBLIC TRANSPORT SYSTEMS AND PARTICULARLY FLEXIBLE SYSTEMS

The State-of-the-Art analysis assessed flexible transport in case study areas to identify existing best FTS practices in tourism. Regional SWOT analyses contributed to the joint SWOT analysis highlighting universal strengths, weaknesses, opportunities and threats to the flexible transport system.

Flexible transport services in the LAST MILE regions – SWOT analysis:

STRENGTHS:

- a. Relatively good accessibility to the local Public Transport Services around the cities and main settlements,
- b. Positive perception and attitude among the majority of local governments to develop 'last mile' sustainable mobility measures,
- c. Good experience with Flexible Transport in the regional context, e.g. East Tyrol, Westpomeranian Voivodeship, Luxembourg.

OPPORTUNITIES:

- a. Technological advances and growing proportion of people using mobile devices promotes the implementation of modern systems,
- b. Some promising concepts have been successfully implemented (e.g. e-mobility and e-car-sharing)
- c. Flexible transport services could improve the tourist image of a region. The implementation of flexible transport services for tourists may create more opportunities for tourists in the region,
- d. There are EU programmes aimed at promoting sustainable transport solutions,
- e. FTS fills the gap between the commuter peak hour transport and transport catering needs of tourists,
- f. Increased interest in developing sustainable mobility guidelines.

THREATS:

- a. Lack of competitiveness of public transport in relation to car rental,
- b. The seasonal nature of tourism can result in the lack of profitability of the FTS in certain months,
- c. Uneven spatial distribution of population within regions and shrinking rural regions.

WEAKNESSES:

- a. Poor legal framework for the Flexible Transport System,
- b. Lack of experience among passengers in using the FTS and transport organizers in implementation and operation of such services,
- c. Dominating car-based mobility among tourists,
- d. Geographical context preventing the implementation of public transport systems (e.g. low population density, distributed settlements, services concentrated in main cities),
- e. Poor cooperation and communication between relevant regional stakeholders as regards the sustainable tourist mobility,
- f. Different expectations and needs of individual municipalities that can affect willingness to cooperate.

VI. GOOD PRACTICE EVALUATION

The Good Practice Analysis focused on good practice examples in six regions covered by the LAST MILE project. The analysis summarises information collected during study visits in target regions and examines sustainable transport networks and existing flexible transport systems in rural areas in different European countries. Lessons learned can be grouped as follows:

Social benefits

The FTS is a fine example of a measure that promotes job creation and social inclusion. It is actually a comprehensive solution to the problem of inaccessibility and social exclusion due to the restricted mobility.

Environmental benefits

In all regions concerned, flexible transport services work as a positive sign of green tourism and care of the environment by reducing emissions and noise in tourist areas.

Modern marketing approach

The FTS stresses the attractiveness of the transport options offered. It is flexible, available, sometimes free of charge, and sometimes includes elements of play. There are also various loyalty programmes available for regular users.

Good cooperation between all stakeholders

All regions examined provided many examples of fruitful cooperation between FTS providers and municipalities, regional government, central government, tourist organizations, transport providers, hotels, etc.

Comprehensive approach to tourist product

The project identified a number of examples for the integration of public transport systems and local tourist opportunities as well as the creation of new tourist-oriented services and soft mobility solutions.

Self-funding systems

Some of the good practices found have been already operating as self-funding solutions. It proves a high level of business planning and competitiveness of services provided.

CONCLUSIONS:

- The cooperation between decision makers (regional/local administration) and stakeholders in tourism and transport sectors is crucial for the introduction and operation of the FTS. The cooperation and the national legal framework are crucial for the transferability of good practices. The study visits have shown that such a cooperation translates into the support provided by the administration at various levels for local service providers. In case such support is present, results are always very promising.
- Yet another important factor is funding which is important not only during the implementation of new sustainable last-mile initiatives but also during their operation. To make such initiatives sustainable, it is necessary to ensure stable funding sources during the whole life cycle of a new measure. Moreover, a prudent economic analysis should be regularly while taking into account the social impact of innovative solutions in question.
- The idea of sharing transport instead of private ownership should be the leading principle in the last mile approach.
- All the best practices that have been demonstrated provide a firm step to making tourism green. They have a very positive impact on the environment by reducing air pollution, noise and congestion. Consequently, the practices reduce the carbon footprint of transport and leisure activities.
- To succeed in tourist regions, new solutions need to be supported by a branding policy and better dissemination of information about mobility among visitors. This should be the basis to attract more tourists to the region. Flexible transport systems should be considered car-free and hustle-free services for tourists.
- Full integration of advanced technologies and modern trends (e-mobility, ITS, comprehensive public transport system, mobile applications etc.) can help providing information and attract more visitors. This will bring economic and social benefits for local communities.

VII. GOOD PRACTICE EXAMPLES

Night Rider (FTS TYPE: dial-a-bus) – Night Rider is a classic example of a service provided in response to demand while being subsidised by municipalities and operated by a local bus operator closing the public transport gap as regards the night service. The service is directed mainly to residents of municipalities in which the system operates, but it can also be used by visitors to the area (tourists, people working seasonally etc.).

Bummelbus (FTS TYPE: dial-a-bus) – Bummelbus is an “on demand” transport system. The main strength of it is the matching of social needs and a mobility solution that provides flexible transport services (dial-a-bus). The service is accessible for everybody but the main beneficiaries are children, elderly people and citizens deprived of public transport.

BalticBike.pl in Świnoujście (FTS TYPE: bike-sharing) - BalticBike system is a private initiative. The main beneficiaries include tourists visiting the area and spending their holidays there. The target group includes families with children.

Seaside Narrow Gauge Railway in Rewal (FTS TYPE: seasonal transport) - Seaside Narrow Gauge Railway as a touristic mobility solution. It used for organizing numerous cultural initiatives and events and promotes integration with other local transport systems.

Cyklo Tour Spiš (FTS TYPE: bike-sharing) - Cyklo Tour Spiš is a private initiative. This bike rental system was launched to facilitate tourist flow in the area. Currently, the system operates 250 bicycles and three rental stations.

Nostalgic Train in Košice (FTS TYPE: seasonal transport) - Nostalgic Train initiative is implemented as a part of the civic activity by the Historical Children Košice Railway Association in close cooperation with the City of Košice and private entities.

Seasonal bus and phaetons in Byala (FTS TYPE: other seasonal transport) - In 2014, the administration of Byala allowed private individuals to provide horse-drawn carriage services (phaetons). In 2015, an electric minibus was launched, as another alternative mode of transport, to bring tourists from the village centre to tourist attractions.

Seasonal bus line no. 209 in Varna (FTS TYPE: seasonal bus) - In 2016, the municipality of Varna decided to launch a new fast tourist service (bus line No. 209) connecting the city centre with tourist resorts on the coast of the Black Sea. The service is used by both tourists and employees of the tourist sector.

FLUGS in Lienz (FTS TYPE: car-sharing) - FLUGS system has been operating in Lienz since 2015. It is based on the car-sharing service. It was created as a part of social projects requested by residents. It is complement to the current public transport offer.

DefMobil in Defereggien (FTS TYPE: hailed-shared taxi) – DefMobil, a hailed-shared taxi system, has been operating for several years. The system is mainly used by Defereggien valley inhabitants (elderly people, people without driver license or without car, kindergarten children) but it is also open for guests (hiking tourism).

Train from Lleida to La Pobla de Segur (FTS TYPE: train with on request stops) - Main goal was to create a railway service that can be optimized and respond to passenger needs. On demand stops were set to serve smaller intermediate stations, which significantly increased the local transport accessibility.

Shuttle taxi service in Vall de Boi (FTS TYPE: hailed shared taxi) - System of shared shuttle taxis on demand was launched in response to the decision of the National Park Aigüestortes to completely prohibit entry of private cars. The provision of transport services was vested in the municipal taxi association.

VIII. SYNTHESIS OF FRAMEWORK CONDITIONS, BARRIERS AND GOOD PRACTICES FOR THE FLEXIBLE TRANSPORT SYSTEMS

Synthesis report summarizes conclusions and experiences from three international reports developed by the LAST MILE project partners - *Analysis of national and regional framework conditions and barriers of flexible transport*, from the *Analysis of Technical State-of-the-Art of regional public transport systems and particularly flexible systems* and from the *Good Practice Evaluation*.

1. One of the main conclusions drawn from the above study is the possibility of introducing various forms of the flexible transport system in the majority of the partner regions. However, such initiatives often necessitate broad compromises related to insufficient legal regulations and the lack of comprehensive organizational and financial support.
2. Usually, transport organizers do not have experience in implementing the FTS in public transport systems. They are also deterred by financial burdens. In tourist areas, FTS solutions addressed to tourists are most often implemented by commercial entities.
3. The organization and implementation of the FTS requires adequate knowledge about the system, cooperation with multiple partners, and the ability to coordinate joint operations. The multidimensional cooperation is based on technical, economic and social considerations. In all these areas, an adequate level of awareness and knowledge is necessary to properly diagnose barriers and prepare appropriate solutions.
4. The implementation of the FTS is a complex process, but its success improves the quality of life for residents and enhances alternative mobility solutions for tourists. The possibility of using the FTS in the form of public transport reduces transport exclusion and counteracts, among others, depopulation of the area, whereas in the tourist regions contributes to a limited extent (i.e. seasonality).
5. In the majority of cases, applicable strategy documents did not cover the FTS. Frequently, they also focused on transport accessibility in relation to infrastructure without considering the quality and accessibility of the public transport offer. It is rare when they also combine issues of tourism with transport policy.
6. Strategic transport policy documents related to sustainable transport (including FTS systems) can have a real impact, provided they are directly linked with financing instruments. In other cases, they serve as a tool enhancing general awareness only.
7. The Sustainable Urban Mobility Plans, which proved efficient in urban areas, should be transferred and adapted to the rural and tourist regions. Such plans can facilitate the implementation of mobility policies in a strategic, consistent and long-term manner.
8. For the initiative to succeed, it is necessary to have a solid ground in legal acts and strategic documents, provide financing and ensure proper level of awareness as regards the specific nature and opportunities offered by the FTS.
9. The main administrative level responsible for the implementation of FTS policies should be the region. Regional authorities have a wide range of tools to ensure coordinated and comprehensive support for local FTS, including Regional Operational Programmes and substantive support from experts.









SUCCESS FACTORS

Each of the good practices identified and evaluated during the LAST MILE project has been analysed in terms of success factors that have contributed the most to its creation and effective implementation.

Success factors can be of a diverse nature, ranging from appropriate legal regulations and provisions, support of financial instruments, to appropriate management structure.

Success factors were assigned to specific fields of action. This allowed us to determine how activities at different levels and scopes can effectively influence the development of flexible transport systems, as well as to identify areas of particularly important activities regardless the type of a system implemented (universal measures).

The table below summarises identified good practice success factors matched with individual fields of action.

Regional good practices		Defmobil	Flugs	Train from la Pobla	Taxies in Vall de Boi	Seasonal line 209	FTS in Byala	Night Rider	Bummelbus	Narrow Gauge Railway	BaliticBike	Nostalgic Train	Cyкло Tour Spiš
	[FoA.1] – National and regional regulations regarding flexible transport systems			+	+		+						
	[FoA.2] – Flexible transport systems in strategic documents												
	[FoA.3] – Management and organization of flexible transport systems	+		+		+				+			
	[FoA.4] – Cooperation and coordination at individual levels	+	+	+				+		+	+	+	+
	[FoA.5] – Financing instruments and FTS support programmes (initial funding)	+					+	+	+		+		
	[FoA.6] – Long-term financing instruments and FTS operational financing	+	+		+			+	+	+	+		+
	[FoA.7] – Raising awareness and information policy in relation to FTS	+		+									
	[FoA.8] – Identification of needs, social participation and usefulness of FTS	+	+	+	+	+		+	+	+	+	+	+

IX. SYNTHESIS OF FRAMEWORK CONDITIONS, BARRIERS AND GOOD PRACTICES FOR THE FTS – CONCLUSIONS

NATIONAL AND REGIONAL REGULATIONS REGARDING FLEXIBLE TRANSPORT SYSTEMS

- The lack of national regulations is not always an obstacle to launch the FTS service. While defining general rules for transport organization and leaving some flexibility for the implementation of innovative solutions, it is possible to create an efficient and supportive environment.
- The presence of regulations, however, can clearly help in the process of implementing the FTS service, especially when it is ultimately intended that FTS should become an integrated element of the public transport system.
- In the majority of cases analysed, the legislation neither explicitly defines flexible transport systems nor indicates the possibility of their use in public transport.
- Unambiguous definition and references to FTS services in provisions of law - covering public transport, specifying, among others, rules and forms of operation, rights and obligations of the carrier and the passenger, liability insurance and compensation, financial settlements and controls, etc. - facilitate their permanent implementation and reduces the scope of potential conflicts.
- Public transport organizers can well identify transport needs. Legal regulations should not limit their autonomy in choosing the means of implementing public transport services (regular or flexible system).
- Local self-governments have partial tools and regulatory instruments to implement transport policies within their areas.

GOOD PRACTICE SUCCESS FACTOR - Shuttle taxi services in Vall de Boi, Spain

The system of shared shuttle taxis on demand was launched in response to the decision of the National Park Aigüestortes and Estany de Sant Maurici and the Catalan Government to completely prohibit the entry of private cars into the national park. Those restrictions created a need to provide an alternative transport solution. It was necessary to implement a solution that was efficient enough to meet the needs of tourists, but at the same time, it had to provide some degree of control in access to the protected area.

A solution was introduced in the form of a shared taxi system on demand, and the provision of services was entrusted to the association of private carriers. They were granted exclusive access to park area in exchange for meeting certain requirements (e.g. fixed price tariff) and maintaining an appropriate standard of services.

[FoA.1] – Ensuring the exclusivity for transport service in the area concerned increases the stability of the solution; carriers may plan the development of the service over a longer period

FLEXIBLE TRANSPORT SYSTEMS IN STRATEGIC DOCUMENTS

- In most cases, applicable strategic documents do not include provisions on flexible transport systems. Additionally, they rarely combine tourism and transport policies.
- Those strategic documents rarely have executive power. Giving greater feasibility/legal weight to such provisions in strategic documents may increase the chance of actual actions implemented by local governments or organizers of public transport.
- Examples analysed show that there is a chance to increase the role of strategic documents by matching them, possibly directly, with financing instruments that allow to achieve goals set.
- Sustainable Urban Mobility Plans are a good example of the above, since they are very often connected with Regional Operational Programmes. The SUMP's approach can also be a good and effective solution for peripheral and tourist areas and can allow for the implementation of mobility policies in a strategic, consistent and long-term manner.
- In the context of transport policies, strategic documents often focus on transport accessibility and infrastructure (availability and quality of road and rail network, stops, stations, intermodal nodes). Equally important factor is the access to transport and actual residents' demand in a given area (including public transport systems, private systems and various mobility solutions). This will allow a better analysis and the recognition of transport blank spots, including last mile sections.

GLOBAL STRATEGY FOR SUSTAINABLE MOBILITY – MODU, Luxembourg

The analysis indicates limited influence of the majority regional strategic documents on the development of FTS.

However, regardless the direct impact on the implementation of transport policies, the importance of strategic documents should not be underestimated, since they are frequently linked to financial instruments, including Regional Operational Programmes. In this context, it is worth pointing to the effectiveness of Sustainable Urban Mobility Plans, which worked well in urban areas. The approach expressed in those plans should be transferred and adapted to rural and tourist regions.

An example of an effective strategic document identified by the LAST MILE project is the Global Strategy for Sustainable Mobility (MODU), which is the main element of the transport policy in the Luxembourg area. The implementation of the strategy is closely related to financing provided from the national level.

MANAGEMENT AND ORGANIZATION OF FLEXIBLE TRANSPORT SYSTEMS

- The implementation of FTS services within existing transport structures (local and regional) significantly streamlines and facilitates the process.
- In many cases, municipalities (municipal transport organizers) do not implement FTS services due to a wide range of new responsibilities and the lack of adequate knowledge and experience. Moreover, they frequently lack appropriate structures (within their own departments or designated units) responsible for the implementation of transport policies, especially for organization and management (including FTS systems).
- Once new structures are created to launch the FTS, it is necessary to ensure a wide range of their competences and autonomy.
- Adequate support provided from higher levels (e.g. region) in order to coordinate the implementation of transport policies encourages municipalities to take bolder tasks, such as launching FTS services.

GOOD PRACTICE SUCCESS FACTOR - DefMobil in Deferegggen, Austria

Austrian municipalities enjoy the support from regional transport organisers (transport associations) in the process of the FTS implementation. Not only does the Regional Transport Association, operating in the area of East Tirol (Verkehrsverbund Tirol - VVT), financially support the implementation of such solutions, but it also coordinates transport systems and ensures coherent information policies.

If the solution succeeds and is accepted by the users, the transport association may take over the responsibility for the management and further financing of the service and takes over the responsibility from a municipality. This type of support encourages municipalities to implement sustainable public transport solutions.

[FoA.3] – in case the system proves effective, the transport association may take over the responsibility for the management and financing of the solution implemented.

COOPERATION AND COORDINATION AT INDIVIDUAL LEVELS

- Cooperation and coordination are some of the most important elements in the process of creating and maintaining the FTS service. Cooperation between local governments, transport associations, business partners, other transport organizers and carriers already operating on the market and users should be promoted.
- One of the objectives of the cooperation of the involved entities should be elimination of barriers and limitations for the final user of the system (e.g. single ticket/unification of tariffs).
- Where possible for legal and organizational reasons, cooperation with private entities should be included, for instance, in the form of public-private partnerships. The experience of commercial entities can provide adequate support and ensure the adoption of appropriate economic assumptions.
- It is advisable that the FTS aimed at handling tourist traffic should be managed and implemented in close cooperation with tourist organizations and operators of tourist attractions. This enables better adjustment of the service, increased use of tourist potential and transport accessibility of attractions. Additionally, it can allow sharing of the costs of implementation and maintenance of the investment.
- Regardless the degree of autonomy of the FTS service, it should be coordinated with other transport services and their information systems (travel planners, timetables) to increase the diversity of transport services in the area and to ensure more efficient use of public resources.
- It is possible to develop a system of cooperation between potentially competing entities.

GOOD PRACTICE SUCCESS FACTOR - BalticBike.pl in Świnoujście, Poland

The BalticBike.pl system actively cooperates with UsedomRad, a German company, which is the operator of the unmanned (maintenance-free) bicycle rental network on the German side. Despite their similar profile, the companies do not compete with each other but try to combine their offers. For example, bikes in the UsedomRad system can be returned at BalticBike stations, while the BalticBike system borrows UsedomRad electric bikes on the Polish side to test the possibility of their implementation in the area.

The system also cooperates with tourist accommodation facilities and operators by promoting their offer. At the same time, the cooperation with the city and its subordinate units helps to negotiate the possibility of free-of-charge installation of a bicycle station.

[FoA.4] – it is possible to develop a cooperation between entities of a similar business profile (potentially competing) benefiting each of the parties.

FINANCING INSTRUMENTS AND FTS SUPPORT PROGRAMMES (INITIAL FUNDING)

- In many cases, municipalities do not have own funds available to implement new transport initiatives, including FTS solutions.
- Available external support in the form of regional, national or European level programmes often motivates municipalities to launch the FTS.
- A significant part of current external financing programmes is not directly targeted at FTS initiatives. However, there is a large number of external programmes that address the FTS as a part of Mobility as a service approach (programs related to the activation of excluded social groups, electromobility, etc.) under which one can get financial support.
- In the field of transport, external financing programmes often focus on activities in urban and agglomeration areas, especially those related to the handling of large passenger flows. There are few financial instruments that support transport needs in rural areas, peripheral areas or those struggling with major increase in seasonal traffic.
- Currently, it is possible to receive a broad non-financial support, as part of EU programmes and initiatives, that can significantly promote the development of the FTS in a given area. However, it should be noted that municipalities and other entities are often unaware of those programmes or do not know how to use them.

GOOD PRACTICE SUCCESS FACTOR - Seasonal bus and phaetons in Byala, Bulgaria

Because the traffic between Byala Center and open-air museum on Cape St. Athanasius is always congested during the season, municipality restricted the access for private cars. As an alternative transport solution on that route, an electric minibus was launched in 2015.

The launch of the electric seasonal bus was possible thanks to funds from the Operational Programme "Regional Development" (OPRD) used by the municipality. The Operational Programme was a part of the practical implementation of Priority 4 of the national programme of "Sustainable Territorial Development". The programme is funded from the European Regional Development Fund (ERDF). Since 2014, the number of visitors to Byala has increased by over 10%, which may indicate an indirect impact of implemented transport solutions.

[FoA.5] – programmes supporting the purchase of low-emission means of transport encouraged the municipality to launch a communal transport system for tourists.

LONG-TERM FINANCING INSTRUMENTS AND FTS OPERATIONAL FINANCING

- Public transport services in areas with low population density or areas that are not attractive for tourists are not profitable and constitute a significant burden for municipalities. In such areas, FTS are less expensive than regular public transport systems due to their higher efficiency and better cost-benefit ratio.
- In the case of municipalities running unprofitable regular public transport systems, the introduction of a new unknown transport system is a serious risk. Once external funds are attracted to launch and maintain a new transport system (during first years of operation), a municipality has time necessary to attract passengers, optimize the system and implement necessary promotion.
- A reliable cost analysis and effort to minimize costs, especially during the initial period, allow for a smooth and effective implementation of the system. Although FTS can often perform transport tasks more efficiently and cost-effectively compared to traditional systems, municipalities are not motivated to proceed with analyses in this particular area due to additional costs.
- Due to the lack of long-term financing models, municipalities refrain from FTS implementation despite access to financial programmes that allow them to launch such a service (purchase of vehicles, systems, investment).

GOOD PRACTICE SUCCESS FACTOR – Bummelbus, Luxembourg

The Bummelbus System, operating in the northern region of Luxembourg, was launched based on national funds provided by the Ministry of Labour, Employment and the Social and Solidarity Economy. The comprehensive financing enabled to launch a well-prepared system and supported its sustainable operation in line with the formula adopted (tool for economic integration of long-term unemployed).

Financing from the Ministry covers about 70% of the operating cost (salaries for unemployed people parting in programme). This allows the organizers (Employment Forum - Forum pour l'emploi) for a stable operation and a gradual increase in the scale of the project. The Bummelbus System constantly expands its operational area.

[FoA.6] – permanent financial support allows for building of a stable solution and planning of service development. It also encourages to introduce changes and innovative solutions.

AWARENESS RAISING AND INFORMATION POLICIES RELATED TO FLEXIBLE TRANSPORT SYSTEMS

- Social awareness regarding sustainable mobility systems (especially FTS) still remains low. However, if such systems are known and recognizable, their perception is usually positive.
- Promotion and education increase the popularity and strengthen long-term operation of the FTS, especially in the case of regional recognition (i.e. region taking ownership of the solution).
- Awareness raising may have different scale and form. However, it is crucial to address it to the appropriate target group.
- Information about the FTS offer in tourist areas should be closely linked with information about tourist attractions to minimize the need to use individual transport.
- Awareness raising programmes and promotion of sustainable transport are mainly aimed at children and young people (potential future users). However, there are no professional and comprehensive campaigns directed to decision-makers and people responsible indirectly for the implementation of transport policies.
- Dispersed and ineffective systems for disseminating information about the FTS should be replaced by unified platforms ensuring access to information about transport for all users. Due to the complexity and scale, such platforms should be created at the regional level.
- If the implemented sustainable mobility solution meets the needs of both residents and tourists, the level of acceptance and public awareness grows rapidly.

GOOD PRACTICE SUCCESS FACTOR – Train from Lleida to La Pobla de Segur, Spain

The implementation of the train from Lleida to La Pobla de Segur with on-demand stops, operated by Ferrocarrils de la Generalitat de Catalunya, was linked to a series of promotional initiatives and campaigns targeted at potential users. The majority of those activities were based on the reference to the regional context, for instance the #LoTrenDeTots# campaign which changed the visual identification of the rolling stock to be more associated with the region.

Information disseminated emphasised that the new service was created for residents and its launch increases the potential of the region. This increased acceptance for the solution and the perception of its regional ownership.

[FoA.7] – actions to promote the transport solutions in connection with the promotion of the region may increase the level of local acceptance.

IDENTIFICATION OF NEEDS, SOCIAL PARTICIPATION AND USEFULNESS OF FTS

- The most important success factor for the FTS is an appropriate assessment of conditions and the adjustment to expectations and needs of selected social groups. FTS do not need to fulfil all social expectations. Smaller well profiled solutions corresponding to specific needs can be equally effective.
- FTS are often directly associated with social aspect of mobility and accessibility. They create new “green” jobs and secure one of the fundamental human rights in accordance with MaaR (Mobility as a right) definition.
- Dialogue with the user is the basis for effective implementation of the system. The system should allow for active social participation at the stage of planning and establishing of the system, as well as during its further operation and evaluation.
- Due to the specific nature of FTS, in many cases, their effective functioning is based mainly on new digital communication technologies. However, it is necessary to ensure adequate availability to avoid digital exclusion.
- The degree of complexity and the cost of IT systems needed to ensure proper functioning of FTS discourage transport organizers, operators and carriers from using those systems and engaging in the implementation of some forms of the FTS.
- Entities responsible for the participatory process are often not prepared adequately to carry out this task (lack of experience and access to expert support).
- The success of the tourist designated FTS is not determined solely by an efficient transport solution. Equally important is the well-connected tourist potential of the area and access to attractions in the system.

GOOD PRACTICE SUCCESS FACTOR – Nostalgic Train in Košice, Slovakia

The Nostalgic Train Initiative is implemented as part of civic activities by the Historical Children's Košice Railway Association (Košická detská historická železnica- KDHŽ) which, in close cooperation with the City of Košice and private businesses, aims at revitalizing the historic railway infrastructure and preserving the historic rolling stock. The KDHŽ organizes trips under programmes and projects addressed to children and youth (City of Košice Day, historical routes, pottery workshops) and cultural events connected with the Nostalgic Train Initiative.

Currently, within KDHŽ, journeys are made using for instance steam locomotive 36.003 Katka built in 1884 and wagon D / u841 built in 1886. Both the locomotive and the wagon are currently the oldest rolling stock operating in Slovakia.

[FoA.8] – the system operates based on well-identified potential of the area using the existing infrastructure in the best way possible.

X. SYNTHESIS OF FRAMEWORK CONDITIONS, BARRIERS AND GOOD PRACTICES FOR THE FTS – RECOMMENDATIONS

RECOMMENDATIONS

Recommendations presented in individual areas arise directly from experiences analysed in the LAST MILE Project. They are based on results of regional analyses focusing on framework conditions, barriers and good practices implemented by regional project partners, expert input and comments and opinions submitted by stakeholders participating in regional meetings. Based on such information and experience in launching and implementing flexible transport systems, conclusions and further recommendations have been developed, broken down into different levels of management (selected and most important ones).

EU LEVEL

Recommendations

- **Emphasis on integrating flexible transport systems in guidelines for transport and sustainable mobility (White Paper, Sustainable Urban Mobility Plans, Sustainable Regional Mobility Plans).**

TARGET GORUP: European Commission, Council of the European Union

- **Promoting awareness raising regarding benefits of the FTS (e.g. defining theme for European Sustainable Mobility Week closely related to FTS in rural and tourist areas).**

TARGET GORUP: European Commission

NATIONAL LEVEL

Recommendations

- **Preparation of unambiguous definitions of flexible forms of transport and provisions in the national law enabling the functioning of the FTS as a part of the public transport system.**

TARGET GORUP: Government / Legislator, Relevant ministries

- **Introduction of regulations that impose the coordination of all means of transport on public transport organizers in their area of operation.**

TARGET GORUP: National authorities, ministries and subordinate units

- **Creation of conditions for implementation and financing of the FTS by using national and regional funding instruments.**

TARGET GORUP: National authorities, ministries and subordinate units

REGIONAL LEVEL

Recommendations

- **Development of regional mobility plans that include the FTS and cover metropolitan and remote disadvantaged areas.**

TARGET GORUP: Regional Administration

- **Issues related to tourism should be reflected in transport strategies and policy documents. Consequently, documents and concepts regarding tourism development should refer to transport and sustainable mobility.**

TARGET GORUP: Regional Administration, Transport and Tourism Department

- **Information regarding the transport offer, including FTS solutions, should be coordinated and integrated. It is worth considering to implement a unified regional information platform.**

TARGET GORUP: Regional Administrations and their units

- **The implementation and financing of FTS should be integrated in regional operational programmes.**

TARGET GORUP: Regional Administrations and their units

LOCAL LEVEL

Recommendations

- **Development and implementation of plans for sustainable public transport and sustainable mobility, including flexible transport systems.**

TARGET GORUP: Local administrations and their units

- **Training, meetings, and study visits for decision makers and stakeholders at the local level should be organized to support the FTS promotion process.**

TARGET GORUP: Local administrations and their units

- **Continuous examination and evaluation of passenger transport needs (residents and tourists) and relevant transport policy update.**

TARGET GORUP: Local administrations and their units

XI. REGIONAL ACTION PLANS

Recommendations are used by the regional partners as a basis for the creation of their Regional Action Plans. Action Plans contain necessary measures for the effective implementation and maintenance of transport solutions corresponding to "last mile" challenges in tourist regions and in peripheral areas of low population density.

Measures have different forms. Some of them focus on the institutional and legal framework, funding and policy instruments, others on concrete implementation of sustainable flexible mobility and awareness rising and promoting of sustainable mobility, especially among tourists.

The Regional Action Plans ensure that lessons learned from the interregional exchange are integrated in regional policies. Various actions are expected to be put in practice during the second phase of the LAST MILE project (Oct 2018 – Sept 2020)

Road to Action Plan [stakeholder involvement]

Application Starting point: "We want to improve mobility options for the last mile for visitors and inhabitants in our regions" Analysis / SWOT		
PREPARING WELL	Commitment	Application Form - definition of the process - definition of general and regional objectives - definition of indicators
	Information	Analyses of the last mile mobility services - State of the Art - framework & barriers
	Inputs for analyses	
Phase 1 List of actions		
FROM STRATEGIES TO ACTIONS	Agreement on common vision for the last mile	Specification of a regional common vision - reference to objectives defined in Application Form - respecting the regional strategies
	Participation in study visits	First list of actions - considering Good Practices and experiences from study visits - taking into consideration existing plans/ measures for the last mile
	Collection of possible actions	

Phase 1 Regional action plan adapted		
ELABORATING OF THE REGIONAL ACTION PLAN	Get information about single actions	Specification of actions - type/background/ description/implementation timeframe/costs/impact/monitoring - define implementation plan
	Countercheck with the real needs of target groups	Define a regional monitoring system - set of indicators (action specific/result indicators) - implementation plan monitoring
	Check feasibility	Adoption of Regional Action Plan
	Agreement/adoption	
Phase 2 Implemented actions Final impact assessment > recommendations		
IMPLEMENTING THE PLAN	Testing recording to responsibility	Implement the actions in the regions - test actions before being rolled out (pilot actions) - implement the action plan
	Monitoring/steering	Monitor the impacts - according to the monitoring system
	Exchange on capitalization	Lessons learned - revision of regional action plans, if necessary
	Follow-up commitment	Mid/long-term implementation - proceed with implementation after completion of project

MORE INFORMATION ABOUT THE LAST MILE PROJECT

Full version of the joint analysis, regional studies, factsheets and regional Action Plans are available at:

<https://www.interregeurope.eu/lastmile>

Joint Analysis 1

THE REGIONAL FRAMEWORK CONDITIONS AND BARRIERS OF FLEXIBLE TRANSPORT IN THE PROJECT PARTNER REGIONS

Editor: Regions Management Osttirol

Joint Analysis 2

“STATE-OF-THE-ART OF REGIONAL PUBLIC TRANSPORT SYSTEMS AND PARTICULARLY FLEXIBLE SYSTEMS”

Editor: Mobility and Transport Direction. Ministry of Territory and Sustainability. Government of Catalonia.

Joint Analysis 3

“GOOD PRACTICE EVALUATION”

Editor: Club "Sustainable Development of Civil Society"

Synthesis

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LAST MILE Project partners:

Each region has been cooperating with a local stakeholder group involved in the interregional exchange