

SELECTION OF THE POLICY MEASURES – WHILE PREPARING A SUSTAINABLE URBAN MOBILITY PLAN FOR BUDAPEST

Tamás Fleischer^{1 2}

This presentation of the Budapest case study describes the process how the nearly sixty measurements of the Balázs Mór Plan: Budapest Transport Development Strategy 2014-2030 (hereafter BMT) were selected. The whole procedure served as a learning process to the participants. This openness to the changes and the learning from the own experiences and mistakes seem to be more important general lesson for the other cities, than the final structure of the BMT itself would be as a document to copying.

Sets of strategic objectives

The basis of the selection was the system of the objectives of the BMT. The objectives of the Budapest Transport Development Strategy were based on three main pillars:

- |-• The complex **development goals of Budapest**, collected in the Budapest Integrated Urban Development Concept

¹ Researcher, Institute for World Economics, Centre of Economic and Regional Studies of the Hungarian Academy of Sciences. Involved into preparing the ex-ante evaluation of the Balázs Mór Plan Budapest Transport Development Strategy 2014-2030 (BMT).

² Short summary of the presentation at CH4ALLENGE University Budapest. Addressing the Four Key Challenges of Sustainable Urban Mobility Planning CH4ALLENGE Project Consortium, Budapest, 2-3 October, 2014.

- |• **International transport tendencies:** European and national objectives and development experience partly collected in recommendations like SUMP
- |• Offering solution to **specific Budapest transport problems** identified in an analysis of the current situation and structured in a problem tree.

As for the first point – posteriorly it seems quite natural, that the future vision and **the general goal of the transport strategy can't be else than those of the city** (just decided and fixed in an integrated urban development concept). Still, initially there was a long debate on it with transport experts, who seemed to insist on a kind of 'independence' by defining transport-related vision and transport-related general goal for the city. Now, it is an important starting point of the BMT that the transport of Budapest must serve the implementation of the future vision laid down in the Budapest urban development concept, and similarly the general objectives decided in that concept must be supported with the means of transport.

It is the next level of the objectives where the transport strategy has to declare how it is able to serve the general objectives. The transport-specific strategic objectives of the BMP were also based on the other two pillars mentioned.

As for the **international experiences** and SUMP-like supports it is important to underline that the general lessons and the best practices are useful helping tools for the planners, but in the same time it would be dangerous practice trying to copy processes or tools used successfully elsewhere. The main task of the local planning process is to identify those tools that are able to offer solutions to the local challenges, calculating with the local circumstances, institutions, environment, sources – even if they also need development and changes. At a strategic level the main task is to keep the basic lessons of the global experiences, namely the integration, the participation and the evolution focus within a sustainable frame. A mechanic copying of steps and prescribed chapters divert concentration on those fundamentals rather than helping to keep them in focus.

The third pillar of the selection of the transport-specific objectives was the demand that the goals have to offer solution to the **key problems of the local transport**. Here the starting point was the situation analysis of the 2009 transport plan and the review process implemented by the same planners in 2013. After a newer rethinking of the problem tree the BMT named six key problems the handling of which was mainly in the hands of the transport professionals. These are: *maintenance* problems (as a consequence of distorted fund-allocation); improvised, *non-systemic* developments; *failed solutions* to existing problems; *network gaps* (due to preferred radial axes); *disintegrated regulation*; and sector – even *sub-sector* – *level thinking*.

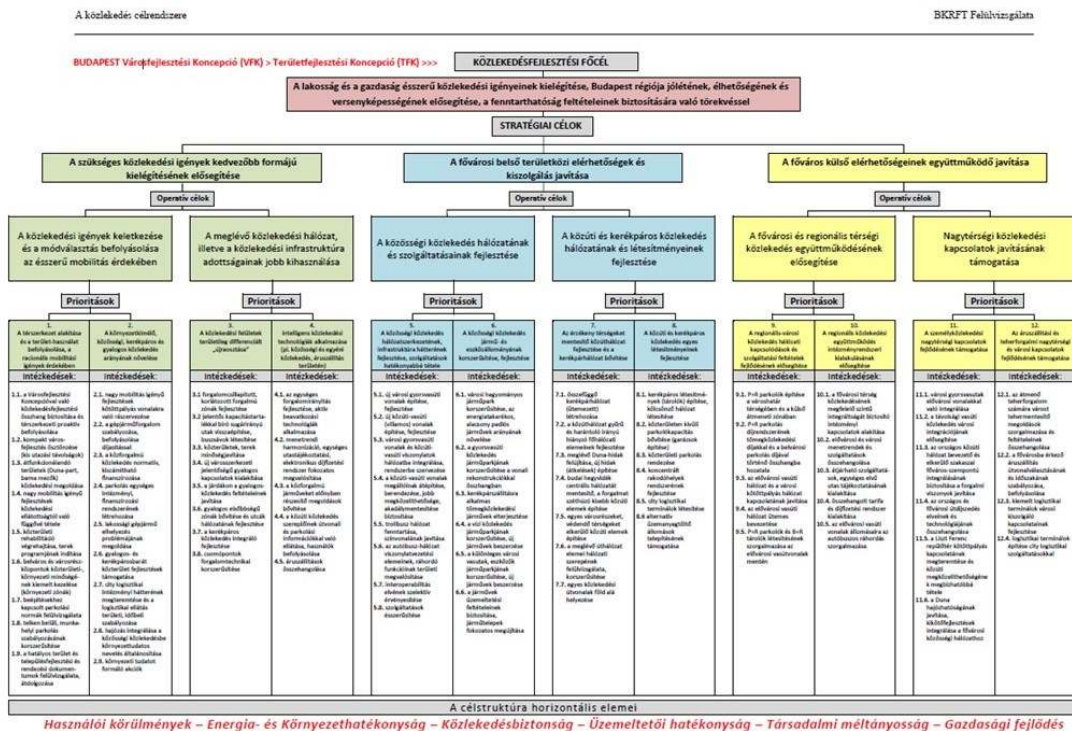
A common background mechanism behind these key problems are the lack of co-operation, the disintegration, the fragmentation and the isolated handling of the decided measurements. In order to provide effective responses to the set of key prob-

lems, the BMT – in harmony with the international trends and suggestions – focused its transport-specific strategic objectives around **three types of integration**, namely *integration within transport (modes)*, *integration of transport into urban operation and development*, and *integration of Budapest into its region*.

Further levels of transport goals

While the above steps fixed the main transport objectives and settled them within a wider urban system, the next block of the preparation had to deal with the dislocation of the different transport tasks until arriving to single measurements.

A difficult technical problem here is that there are well-known general transport categories, (the different modes, the personal / goods transport, the private / public transport, the maintenance / new development, the local / conurbation / national / international transport etc.) and while all the planners know that the plan has to say something for each field, if the different level objectives naming but these categories, the tree of the goals would show an all-the-time valid study-book of any urban transport strategy rather than the specific one with the relevant Budapest goals.



Használati körülmények – Energia- és Környezethatékony – Közlekedésbiztonság – Üzemeltetői hatékonyság – Társadalmi méltányosság – Gazdasági fejlődés

Source: BKRFT Review 2013

Table 1. Planners’ earlier suggestion for the revised goal-structure of the 2009 Budapest transport plan (BKRFT review 2013).

That approach became a serious problem with both the original and the revised goal structure of the 2009 Budapest transport plan. (BKRFT revision 2013) The goals were distributed to six, afterward to twelve categories, many of them still named rather intervention fields than goals to achieve. While during a consultation period the planners corrected many inconsistency in the content, the main structure remained unchanged and proved to be too rigid to a substantive improvement. (See Table 1.)

The BMT planners changed the structure (Table 2.) but still faced with the same problem and the process seemed to be stranded.



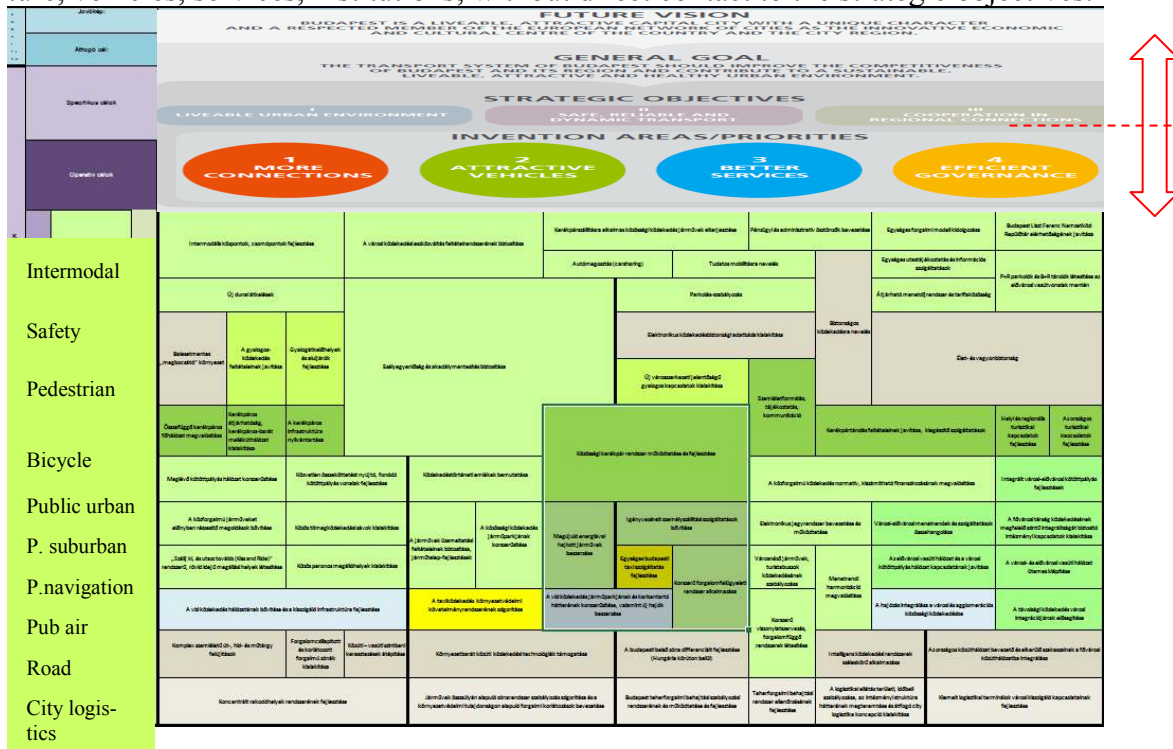
CORRELATION BETWEEN THE FUTURE VISION AND KEY STRATEGIC OBJECTIVES

Source: Balázs Mór Plan 2014

Table 2. Future vision, general goal, strategic objectives and intervention areas

I wouldn't say that the solution the BMT has found was the single possible way out from this trap, but in this case it proved to be successful. What the planners did was to abandon the top-down experiments after a while, and exchanged it to a bottom-up one. That meant a new start from looking at the sixty measurements the revision process ranked into the twelve columns, cut them one-by-one and BMT planners envisaged which kind of categories these sixty measurements can be distributed into – considering but their own content. The first attempt proved to be a failure: with many hours of work (including rephrasing, abandoning or unifying measurements) the categories has got very close to a not too up-to-date modal distribution. (Table 3.) Also the row of goals below the three integration goals (Intervention areas) was very

different from the goals, representing rather general transport categories: infrastructure, vehicles, services, institutions; without direct contact to the strategic objectives.



Source: Preparation work material Balázs Mór Plan 2014

Table 3. An attempt to classifying measurements

If the intervention areas didn't work well to break down the strategic goals to lower level ones, just this lack-of-fitness proved to be the key to the solution in our case. The correct denomination of the group of these fields (infrastructure, vehicles, services, institutions) are not goals, but intervention areas: and as *Table 4a* shows, the strategic goals and the intervention areas together as two axes helped to determine the groups of the measurements, in nine operative goals. The three strategic objectives (the three kind of integration) appears in four intervention areas of the transport, namely in infrastructure, in vehicles, in services and is institutions. The centre part of *Table 4b* shows which operative goals serve the given objective on the given intervention area. The nine operative goals in the same time are also the title of the groups of measurements in which those latter were classified.



Source: Based on Balázs Mór Plan 2014

Table 4a and 4b. Renewed structure of the system of objectives in the Balázs Mór Plan (BMT 2014). The transport-specific strategic objectives and the intervention areas determine the operative goals. The fifty-six measurements are grouped under the nine operative goals.

Fitting the operative goals into the table, and correcting the denomination of the given goals a new iterative step was the newer revision of the measurements. That process needed again changes, corrections, unification or separation of single measurements. While in the course of the whole process the project selection were already negotiated, theoretically the projects should follow from the measurements.

- | | | |
|--|--|---|
| <p>1 MORE CONNECTIONS</p> <p>1.1 Integrated network development</p> <p>1.1.1 Public transport routes providing direct connections</p> <p>1.1.2 Modernisation of the existing track-bound network</p> <p>1.1.3 Connection of the separated parts of the city via new Danube bridges and grade separated road-rail crossings</p> <p>1.1.4 Construction of the missing components of the road network</p> <p>1.1.5 Road reconstruction with a complex approach</p> <p>1.1.6 Continuous main cycling network</p> <p>1.1.7 Improving cycling accessibility, a bicycle-friendly secondary road network</p> <p>1.1.8 Extension of the waterborne transport network and service infrastructure development</p> <p>1.1.9 Development of the system of concentrated loading facilities</p> <p>1.2 Liveable public spaces</p> <p>1.2.1 Developing major pedestrian connections</p> <p>1.2.2 Improving the conditions of walking</p> <p>1.2.3 Equal opportunities and barrier-free accessibility</p> <p>1.2.4 Accident free 'forgiving' environment</p> <p>1.2.5 Developing zones with traffic calming and traffic restrictions</p> <p>1.2.6 Differentiated development of the inner zone of Budapest (within the Hungária körút)</p> <p>1.2.7 Life and property security, crime prevention</p> <p>1.3 Interoperable systems and comfortable intermodal nodes</p> <p>1.3.1 Interoperable track-bound systems, urban and suburban rail network</p> <p>1.3.2 Improving connections between the suburban railway network and the urban fixed-rail network</p> <p>1.3.3 Integration of the city access and bypass sections of the national road network into the road network of Budapest</p> <p>1.3.4 Facilitating the urban integration of long-distance public transport</p> <p>1.3.5 Integration of riverboat services into urban and regional public transport</p> <p>1.3.6 Improving the accessibility of Budapest Liszt Ferenc International Airport</p> <p>1.3.7 Development of logistics centres and their connections</p> <p>1.3.8 Development of national and regional cycling tourism connections</p> <p>1.3.9 Development of intermodal nodes and hubs in passenger transport</p> <p>1.3.10 Providing the conditions for switching urban transport modes</p> | <p>2 ATTRACTIVE VEHICLES</p> <p>2.1 Comfortable and passenger friendly vehicles</p> <p>2.1.1 Modernisation of the public transport vehicle fleet and its maintenance capacities</p> <p>2.1.2 Accessible vehicles</p> <p>2.1.3 Conditions of operation of the vehicles, depot developments</p> <p>2.1.4 Propagation of public transport vehicles, suitable for carrying bicycles</p> <p>2.2 Environmentally friendly technologies</p> <p>2.2.1 Procurement of zero emission vehicles</p> <p>2.2.2 Support of environmentally friendly public transport technologies</p> <p>2.2.3 More stringent environmental requirements for taxi services</p> <p>3 BETTER SERVICES</p> <p>3.1 Improving the quality of service level</p> <p>3.1.1 Consistent passenger information and other information services</p> <p>3.1.2 Automated fare-collection (AFC) system</p> <p>3.1.3 Interoperable fare system and tariff community</p> <p>3.1.4 Harmonisation of urban and suburban timetables and coordination of services</p> <p>3.1.5 Use of intelligent systems in public transport organisation</p> <p>3.1.6 Operation and development of the public bicycle-sharing system, extension of cycling services</p> <p>3.1.7 Extension of on-demand passenger transportation services</p> <p>3.1.8 Development of consistent taxi services in Budapest</p> <p>3.1.9 Car-sharing</p> <p>3.2 Active awareness raising</p> <p>3.2.1 Conscious mobility and safe transport education</p> <p>3.2.2 Awareness campaigns and communication</p> <p>3.2.3 Customer service centres</p> <p>3.2.4 Presentation of transport heritage</p> | <p>4 EFFICIENT GOVERNANCE</p> <p>4.1 Consistent regulations</p> <p>4.1.1 Further tasks in the transformation of the transport governance, normative and predictable financing of public transport</p> <p>4.1.2 Economic and administrative incentives</p> <p>4.1.3 Regulation of parking</p> <p>4.1.4 Regulation of sightseeing vehicles and tourist coaches</p> <p>4.1.5 Integrated transport safety database</p> <p>4.2 Regional cooperation</p> <p>4.2.1 Establishment of institutional relations to ensure an adequate degree of integration of transport services within the Budapest region</p> <p>4.2.2 Elaboration of an integrated traffic model</p> <p>4.2.3 More stringent regulations for the zoning system based on the total weight of vehicles and traffic restrictions, based on environmental characteristics</p> <p>4.2.4 Operation and development of the freight transport access regulation system</p> <p>4.2.5 Territorial and time-based regulations for logistics services, city logistics tasks</p> |
|--|--|---|

Table 5. The 56 measurements of the Balázs Mór Plan grouped under the nine operative goals

CONCLUSION

The presentation describes the preparation process of a new sustainable Budapest transport development strategy, called **Balázs Mór Plan** (BMT)

Meeting the external conditions of the sustainable operation of a transport system (relating the outputs and inputs) is necessary but not sufficient. There are also internal conditions to meet that need transport expertise to develop. The presentation has dealt with such internal (transport-based and transport strategy-building based) conditions.

The goal system of the BMP was built (1) on the international experience, (2) on the goals of the city and (3) on the analysis of the local transport problems.

From the **international trends** a main lesson can be summarised in a few key expressions as *integration, participation, cooperation, evaluation* etc. These 'big picture' frame elements are much more important to understand and to follow than single 'best practice' investments.

The urban life, the life-conditions of the people are not tools to promote the better overall performance of the European transport system, – the relation is just the reverse: it is the European transport system that have to contribute to the better life conditions. [Message to EU DG MOVE]

The future vision and the general goals that the transport must serve are not transport-based ones, but have to **come from the city**.

It doesn't help finding the sustainable transport goals if the **key problems chosen** are shifting off the responsibility to external circumstances.

The transport-specific strategic objectives were focused to three types of integration: **integration of the transport modes, integration into the city's goals, and integration into the region** around the city.

Important technical task is clearly **separate the** relevant, current, locally selected **goals** (goals, objectives, priorities) **from** the always valid **transport classification categories**, (intervention areas, modes, people/goods, public/private etc.). The suitable covering of both must be considered while aspiring for sustainability.

Presenter's opinion is that Balázs Mór Plan was a good step towards a sustainable Budapest transport strategy. A big **danger is** still that BMT also contains project list and a map with concrete projects. Instead of speaking about the goal selection principles and arguments to be fixed, **the consultation debates can be shifted toward the details of the projects**.

REFERENCES

BMT (2014) – Balázs Mór Plan: Budapest Transport Development Strategy 2014-2030. Draft for public consultation. BKK

BKRFT (2009) Budapest Közlekedési Rendszerének Fejlesztési Terve: Távlati koncepció és a 2020-ig javasolt fejlesztés terve. Budapest, 2008 december, FKT. URB. Konzorcium. A fővárosi közgyűlés elfogadta 2009-ben.

BKRFT revision (2013) BKRFT Felülvizsgálat (2013) Budapest Közlekedési Rendszerének Fejlesztési Terve FELÜLVIZSGÁLAT. FŐMTERV Mérnöki Tervező Zrt. – Közlekedés Fővárosi Tervező Iroda Kft. – PRO URBE Mérnöki és Városrendezési Kft. Tsz: 12.12.150 Budapest, 2013. augusztus 21.

Budapest, 28 August, 2014. – Completion 29 September, 2014.