INTRODUCTION

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To deliver on its Green Deal and become climate neutral by 2050, the European Union (EU) must reduce transport-related greenhouse gas (GHG) emissions by 90% (EC, 2019). This is a colossal challenge. Transport is one of the few sectors in which emissions are higher today than in 1990 and despite mitigation efforts they are still rising. Cities are crucial to achieving this ambitious goal, as they account for 40% of total road transport in the EU (EC, 2020). But cities are not just major emitters; local governments and urban stakeholders are also driving the transition to sustainable mobility through urban experimentation and innovation and new multistakeholder partnerships.

The COVID-19 crisis has demonstrated that dramatic changes in urban transport can be achieved if the political will exists. The need to create safe, socially distanced transport and to regain public space for citizens gave a boost to the mobility transition in many European cities. Tactical measures such as new cycling lanes, pedestrian areas and Low Traffic Neighbourhoods were rolled out in record time. However, these have often been temporary or stand-alone initiatives that are not integrated into longer-term transition pathways towards more sustainable urban mobility systems.

The speed of change during the pandemic and the environmental urgency to transition to low-carbon mobility have also meant too little attention has been given to concerns over justice. The European Green Deal (EGD) aspires towards a just transition, and transport and mobility lie at the heart of a socially fair transformation towards a climate-neutral development model – as the "yellow vest" protests in France reminded us. In cities, the pandemic has exacerbated the mobility divide, with disadvantaged neighbourhoods being more affected by disruptions to public transport and often having poor access to the new public spaces made available through tactical urban interventions. To cushion the socioeconomic consequences of the urban mobility transition and prevent further divisions in society, it is vital that public authorities make social equity a transveral criterion of mobility policy.

The EU's updated Sustainable and Smart Mobility Strategy aims to lay the foundations for how the EU transport system can achieve its green and digital transformation.

This volume explores how cities across Europe can develop more robust and socially just long-term mobility plans, enabling them to effectively contribute to the EU's intermediate climate goal of reducing emissions by 55% by 2030 and its 2050 net-zero target. It examines opportunities for accelerating change – from policy reforms to urban interventions, multi-stakeholder partnerships and social economy innovations – as well as barriers to long-term planning and transformation – from public acceptance to political, financial, legal and technical limitations. The volume is divided into three parts.

I. Long-term policy planning for the mobility transition

The first part explores the local, national and European policy landscapes in which long-term urban mobility planning is currently taking shape and highlights the need for a paradigm shift in transport policy that enables it to contribute to a green and just post-pandemic recovery.

Maruxa Cardama provides a panoramic view of the ways urban transport and mobility systems intersect not only with climate action but also public health, social equality and economic prosperity. To address these complex interfaces, she argues, governments must opt for policies and investments that yield the greatest benefits across the various areas by reducing carbon emissions, providing equitable access to mobility and generating employment. Public policies that *avoid, shift* and *improve* urban transport – by *avoiding* and *reducing* the need for motorised travel in cities, by *shifting* to more sustainable, less carbon-intensive modes of transport, and by *improving* transport modes through more support for e-mobility – are vital to this more holistic approach.

The following two chapters turn to the EU's policy framework for supporting urban mobility transitions. **Caspar Sluiter** discusses the EU's updated Sustainable and Smart Mobility Strategy, announced in December 2020 as part of the EGD, which aims to lay the foundations for how the EU transport system can achieve its green and digital transformation. While the strategy is in many ways a policy milestone, Sluiter argues that it does not sufficiently engage with the needs of cities and how they can contribute to a carbon-neutral transport system. Drawing on discussions held at the Committee of the Regions and the Council of European Municipalities and Regions in response to the updated strategy, he makes the case that its urban dimension should be more ambitious.

Sustainable Urban Mobility Plans (SUMPs) have been a cornerstone of the EU's urban mobility policy over the past decade. First introduced in the Commission's Urban Mobility Package in 2013, they have been crucial to driving the urban mobility transition. But SUMPs have a major drawback: they only operate with a five- to ten-year time horizon. This limited timeframe is clearly unfit for formulating urban mobility transition pathways that aim to meet the EU's 2030 and 2050 climate goals. Drawing on insights from the Horizon 2020 CIVITAS SUMP-PLUS project, **Emilia Smeds and Peter Jones** call for a complementary, long-term urban mobility planning approach with a time horizon of 20 to 30 years. They explore various enabling actions that can support such

an approach, including the deployment of intermediate goals, "back-casting", cross-sectoral coordination and integrated planning across city-regions.

II. Towards less polluted and more liveable cities

Two of the main fronts on which European cities are working to reduce air pollution and congestion are traffic restrictions and interventions in physical urban space. Part two of the volume assesses these efforts and their effectiveness by focusing on some of the measures that are most widely applied across cities to these ends today.

Valeria Bernardo examines quantity-based and price-based policies to reduce the circulation and share of private cars in cities. The most wide-spread quantity-based measure are Low Emission Zones (LEZs), which are today in place in close to 300 European cities and prevent polluting vehicles from entering city centres. Some pioneer cities like London, Stockholm and Milan have gone a step further and introduced conges-tion tolls that apply to all vehicles entering the city. Bernardo shows that while both policies are effective in combating pollution, only tolls are effective in reducing congestion.

Since the onset of the COVID-19 crisis, the "15-minute city" model, in which residents live in close proximity to all their daily needs and which give priority to pedestrians and other forms of active transport, has gained much traction. Low Traffic Neighbourhoods (LTNs), such as Barcelona's Superblocks, are a key ingredient for the "15-minute city". By introducing barriers on streets, LTNs reduce through traffic and nudge residents to switch to alternative forms of micro-mobility, thereby improving air quality, road safety, liveability and promoting local busi-nesses. Drawing on insights from London, where the number of LTNs expanded rapidly during the COVID-19 lockdowns, **Jeremy Leach** exam-ines the impact of LTNs on traffic flow in cities.

But traffic restrictions and related urban interventions, such as the creation of pedestrian zones and parks, do not only bring benefits. **Margarita Triguero-Mas** shows that environmental interventions geared towards making cities less polluted and more liveable often have unintended social consequences by contributing to gentrification. So-called green or environmental gentrification typically occurs in previ-ously deprived neighbourhoods that experience a cultural transformation and higher property prices following their "greening". These processes lead to the social exclusion – or worse, displacement – of long-term low-income residents. Triguero-Mas warns that to be truly sustainable, urban mobility planning needs to factor in environmental justice mecha-nisms that mitigate such impacts.

III. Why public and shared transport matter

Both public transport and shared mobility have been hard-hit by the COVID-19 lockdowns, work-from-home policies and users' fear of infection. For the sustainable mobility transition in European cities this represents a disconcerting setback, because both transport modes form

the foundation of any low-carbon and equitable urban mobility system. Part three of the volume examines how the recovery of the two sectors can be better supported by public authorities to unlock their full potential to contribute to a green and just transition in cities.

Annika Degen analyses the three major transformations the public transport sector will have to undergo to meet the EU's 2030 climate target: firstly, operators will need to *decarbonise* their vehicle fleets; secondly, customer interfaces and services need to become fully *digitalised*; and, thirdly, the sector needs to significantly *grow*. Crucially, the investments required for these transformations far exceed current public budgets for the sector. Given these constraints, Degen argues, cities are well-advised to explore alternative revenue sources for updating their public transport services, such as road tolls, as well as EU funds that will be made available as part of the Recovery and Resilience Facility flagship project on sustainable and public transport.

While the pandemic devastated many shared mobility services, it also exposed how shared mobility options – from micro-mobility to car sharing – represent a new mobility paradigm that can make urban transport systems more resilient. Shared mobility can increase access to public transport, enlarge public transport's spatial reach and reduce crowding by acting as a substitute for short trips. Yet, as **Albert Gragera** shows, this will require shared mobility services to be fully integrated with a city's public transport system and included in its long-term mobility planning. Further, the capacity of shared mobility services to accelerate the urban mobility transition will depend on the creation of an enabling environment. This includes a pragmatic and flexible approach to regulation, especially for micromobility, as well as experimentation with new forms of public–private partnership.

IV. The social economy as a driver of the mobility transition: Voices from the mobility sector

As the chapters on public transport and shared mobility suggest, the mobility transition in cities will greatly depend on the commitment of mobility operators to sustainable business models that support carbon-neutral transport and equitable access. Mobility cooperatives and other social economy companies are leading the way in this regard. They provide a business model that prizes the person over capital and combines business efficiency with solidarity, responsibility and social cohesion. The final part of the volume complements the preceding more analytical contributions with the on-the-ground perspective and experience of mobility cooperatives and employee-owned companies.

CIDOB publications do not usually include presentations of practical cases. However, by giving operators the chance to explain their mobility concept under the precepts of the social economy, we hope to illustrate some of the more theoretical and policy-oriented arguments put forth in the volume and connect them with recent economic and technological innovations in the mobility sector.

Following a brief introduction on the relationship between the social economy and mobility services, three types of mobility operators are

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presented. They comprise a meaningful sample of organisations committed to urban sustainability in the 21st century because of the ways they develop solutions to various mobility issues, from decarbonising public transport to making clean mobility more accessible and affordable to everyone.

The first case is the employee-owned company Tusgsal, presented by **Carles Fàbregas**, which operates public bus services in the Barcelona metropolitan area and is currently transitioning from a fossil-fuel-powered fleet towards a fully electric one. Beyond this, the organisation is committed to reducing the environmental impact of its facilities and operations, as well as to a democratic and participatory management model.

The second case, Som Mobilitat, introduced by **Arnau Vilardell**, is a car-sharing cooperative that uses fully electric vehicles and was set up by mobility activists in Catalonia to contribute to changing mobility habits in the region. Striking about this cooperative is how the concern to drive the expansion of an inclusive, social and green mobility system that goes beyond merely commercial relationships is an integral part of its operating model.

The final case, The Mobility Factory (TFM), presented by **Carla Gómez Castellví and Lukas Reichel**, is a second-tier mobility cooperative (a cooperative of cooperatives) formed of 13 members from five different European countries. Operating as a platform cooperative, TFM provides its members with the necessary technology to offer shared mobility services. By scaling technological solutions, it advances a new mobility paradigm at European level.

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