LAST MILE

Interreg Europe

European Union
European Regional
Development Fund

# Regional Action Plan

## Upper Sûre Nature Park

NATURPARK
ÖEWERSAUER

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# Editorial

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# Abstract

The LAST MILE project in INTERREG EUROPE, running from April 2016 to September 2020, aims to facilitate the implementation of local or regional flexible transport systems for “last mile” connections by improving different kinds of framework conditions and exchanging good practice solutions.

The regional action plan at hand is the result of an intensive interregional exchange, building phase 1 of the project, in which the Luxembourg project partner “Upper Sûre Nature Park” proactively took part.

Focus is put on the “Global Strategy for sustainable mobility for residents and cross-border commuters” (MoDu, April 2012). The action plan points out how this policy instrument could be outlaid and enhanced in order to support better the development of sustainable mobility, especially on the “last mile”.

The actions are a result of regular meetings with a local stakeholder group, in which transferable good practices from elsewhere and new individual solutions have been discussed. The proposals were finally agreed with the Ministry of Sustainable Development and Infrastructure, which is responsible for the MoDu.

The MoDu builds the strategic framework for the development of transport infrastructure and mobility management in Luxembourg. The idea is to enhance the trunk public transport network with flexible services to improve the accessibility in peripheral areas. Sometimes, a reorganization involving the replacement of regular bus services by flexible services operating only on demand is proposed.

At the same time it is necessary to close gaps in the national and regional cycling route network and especially along feeder routes to public transport hubs in order to facilitate intermodal transfers.

In the long term, alternative mobility concepts like car-sharing or carpooling could also have potential in the villages of the Nature Parks as replacement of the second or third car in a household. A few success factors and transferable elements are described in the present action plan to take into account in a more concrete planning.

While tourism intensity in the Nature Parks is rather moderate in general, there are a few spots which are highly frequented by day tourists during the main season. Since these spots are situated in sensitive nature areas on the one hand and the visitor traffic affects the adjoining residential areas on the other hand, a mobility management concept aiming at a modal shift towards public transport is deemed necessary to improve the situation in the future.

The actions concerning the improvement of infrastructure and services shall be supported with awareness raising and training activities addressing local inhabitants, local businesses and their employees and tourists.

The measures will be integrated in the updated version of the strategy and partly financed through the national funds allocated to the policy instrument. Thereby, the policy instrument can have a positive impact in the facilitation of “last mile” solutions.

# 1. PART I - General information

Elaborated by each partner region, the present action plan is a document providing details on how the lessons learnt from the interregional exchange during phase 1 of the LAST MILE project will be exploited in order to improve the conditions for sustainable mobility on the “last mile” in the project partner region Upper Sûre Nature Park with crosslinks to the neighbouring region, the Our Nature Park.

The action plan specifies the nature of the actions to be implemented, their timeframe, the players involved, the costs and funding sources. Defined actions are supposed to be put in practice mainly during the phase 2 of the LAST MILE project (10.2018-09.2020).

| | |
|---|---|
| **Project:** | LAST MILE |
| **Partner organisation:** | Upper Sûre Nature Park |
| **Country:** | Luxembourg |
| **NUTS2 region:** | Luxembourg |
| **Contact Person:** | Anita Lanners |
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## 1. PART II – Policy context

| | |
|---|---|
| The Action Plan aims to impact: | Other regional development policy instrument |
| Name of the policy instrument addressed: | Global Strategy for sustainable mobility for residents and cross-border commuters (MoDu, April 2012) |

Besides this main policy instrument adressed, from the elaboration of the regional action plan emanated an influence on another regional policy instrument. The masterplan of the regional tourist office, which is describing the action fields for the development of tourism in the region, contains now mobility and visitor management.

# 2. PART III – Details on the actions envisaged

All actions are geographically referring to the area of the Upper Sûre Nature Park and the neighboring Our Nature Park, sometimes also including adjoining municipalities.

All actions are aimed to improve conditions for the connections on the “last mile” by sustainable modes of transport.

The target groups of the improved mobility offers are inhabitants and (day) tourists.

## 1. Action 1 – Enhance flexible public transport

### 1. The background

During the development phase of the action plan, the Ministry of Sustainable development and infrastructure (MDDI) started the reorganization of the overall bus network in Luxembourg. The future system foresees 9 structuring axes including express-bus lines and bus lines, which stop at each station.

The local working group referred to these reorganization plans and reflected especially on the connections for the “last mile” within the project area. The good practice “Defmobil” in the Defereggen Valley visited during the first study visit of the project inspired for a demand-responsive system. With this background, the working group elaborated proposals to be considered in the reorganization plans of the MDDI. The “Defmobil” was implemented at a point when no regular service was offered. The situation for the Luxemburgish region is another. Here the combination of a demand-responsive system for the last mile connections where the number of users is relatively low with regular services for the most used connections could improve the attractiveness of public transport in the region.

Resulting from the working group discussions, the reorganization of the public transport network in the project area should follow the following principles:

- partial transformation of regular services in flexible services to fit better the actual needs (e.g. seasonal deviations)
- normally scheduled busses shall be maintained on the main connections
- quality of the connections and changes and of passenger information shall be improved
- improve connections to the railway hub Ettelbruck

A recent counting of passengers (in/out) on the RGTR lines provides a first basis for conceptual considerations.

### 2. Action

A proposal for a structuring bus network with main regular bus lines connecting the regional centers was elaborated. Therefore, existing bus lines were modified, sometimes merged, and three new bus lines introduced in the reorganization concept. The concept also foresees the introduction of a few fast busses, connecting some of the regional centers with the city of Luxembourg and Ettelbruck, which has also a high relevance as regional railway hub. On the other side, a couple of inefficient former bus lines shall be removed. Instead, a flexible public transport system shall be introduced based on the main railway and bus network.

The FTS shall be operated as a dial-a-bus system with a schedule and fixed stops within a predefined corridor. The busses which wait at the public transport hubs – mostly railway stations - start to operate at the scheduled time (once every hour, shortly after the arrival of the train) only if a passenger enters. The other stops are only served if a passenger has requested a ride at least 30 minutes in advance. The ride request can be made by phone, internet or mobile app; single requests as well as serial rides shall be possible. This action shall strengthen the quality and efficiency of public transport in the project area and ensure public transport accessibility especially during off-peak times of the day. In the medium term, passengers of public transport shall increase.

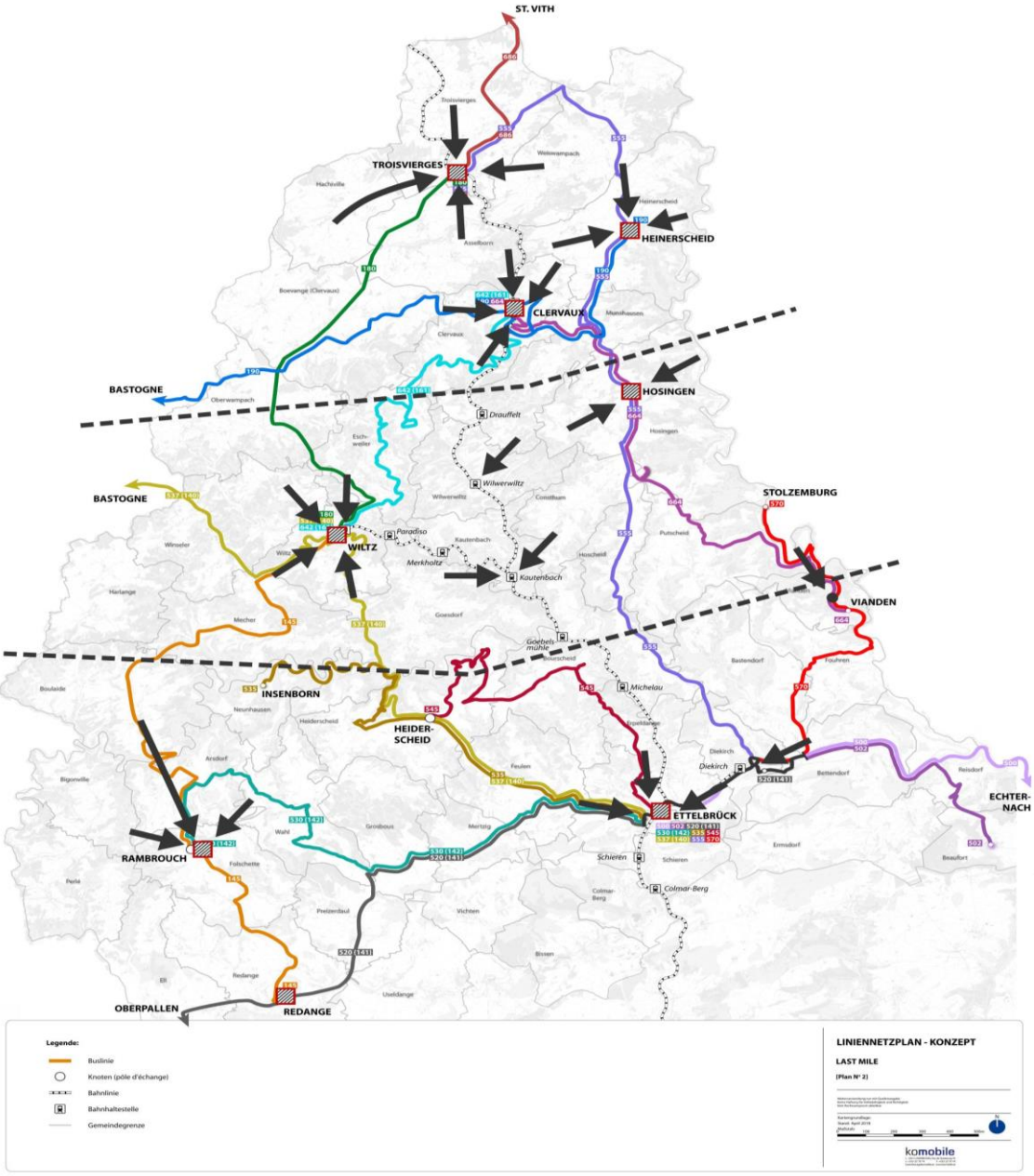


fig. 1 The three corridors for the flexible bus services in the project area © komobile

## 3. Players involved

| Players | Role |
|---|---|
| Ministry of Sustainable development and infrastructure (MDDI) | Overall implementation of the reorganization, purchasing body |
| Municipalities in the project area | Purchase and installation of bus stops |

## 4. Timeframe

- Detailed planning phase — autumn 2018 – spring 2019
- Procurement phase — 2019
- Implementation — starting in 2019 / 2020
- Evaluation after a test phase — (tbd)

## 5. Costs

For the implementation of action 1, the following type of costs will occur:

- Costs for detailed planning (MDDI)
- Costs for implementation can be determined only after the detailed planning phase.

## 6. Funding sources

Costs will be partly covered by funds allocated to the MoDu (initial policy instrument).

| Action 1 | Enhance flexible public transport |
|---|---|
| Responsible player | MDDI |
| Players to be involved | municipalities |
| Realization timeframe | 2018 – 2020 |
| Estimated costs | estimation not yet possible |
| Financing options | MoDu |
| Estimated impact of action and contribution to overall objective | Better accessibility by public transport, especially during off-peak day times; ensure equal opportunities through the provision of usable attractive public transport. |
| Mutual reaction / interdependencies with action 1 | 2, 5 |
| Indicator for monitoring | Increase of the number of passengers in selected bus lines |
| Priority of action 1 | High |

## 2. Action 2 – Improve conditions for cycling on the “last mile”

### 7. The background

The existing cycling route network is still fragmentary within the area of the project region. Partly, cycling routes are leading on heavily trafficked roads (CR), which makes cycling dangerous and unattractive.

The exchange during the study visit in West Pomerania Region showed that a key factor for the high number of users of bike rental systems and cyclists in general is the availability and quality of infrastructure. The study visit revealed that the cycling infrastructure at the German coast is much more expanded than in the Polish coastal region. This affects other measures aiming to promote cycling, thereunder rental offers. A comparable bike rental system in the German border region holds a higher number of users than the “BalticBike” in the Polish region. This can be explained by different factors, but the infrastructure is surely one of them.

The conclusion for the Upper Sûre region was that an improved cycling infrastructure is also necessary if user numbers of the existing bike rental system “Rent-a-Bike Ardennes” shall be increased. At the same time, the quantity and quality of cycling infrastructure is a condition for more people using their bicycle for commuting..

### 8. Action

By enhancing the cycling network, the usability for everyday mobility including the accessibility of public transport hubs by bike and on the other side the usability for cycling tourism shall be increased.

Therefore, selected public transport stops shall be equipped with bike parking facilities. Thereby, the catchment areas of the stops increase significantly (tripled compared to pedestrians). The facilities can range from simple wheel bows to roofed and lockable boxes (e.g. mBox).

In the “plan sectoriel transports” (transport plan) from May 2018, four bike infrastructure projects were determined, focusing on cycling for everyday.

However, in this plan three other important missing links, relevant for everyday mobility as well as for cycling tourism, were not included. These links would fulfill an important role as feeder route for public transport hubs.

Besides, certain passages of existing national routes (PC) are currently leading on inappropriate roads.

The present action can be summarized in a list of new or revised cycle routes, which should be integrated in the extension scheme for transport infrastructure (plan sectoriel transports).

Based on an improved cycling infrastructure, it is possible to create tourism packages with cycling and public transport, which opens up a new tourism market which is environmentally sustainable.

## 9. Players involved

| Players | Role |
|---|---|
| Ministry of Sustainable development and infrastructure (MDDI) | Implementation of national cycling routes (plan sectoriel), purchasing body |
| Municipalities in the project area | Implementation of regional cycling routes and bike parking facilities, purchasing body |

## 10. Timeframe

1. Integration in the extension scheme of the MDDI and the national road construction office
2. Detailed planning starting in 2018
3. Implementation starting in 2019
4. evaluation after a test phase

## 11. Costs

For the implementation of action 2, the following type of costs will occur:

- Costs for detailed planning (MDDI, municipalities)
- Costs for implementation can be determined only after the detailed planning phase.

## 12. Funding sources

Costs for national routes will be partly covered by funds allocated to the MoDu (initial policy instrument) respectively the transport plan (plan sectoriel).

Costs for regional routes must be covered by the municipalities.

| **Action 2** | **Improve conditions for cycling on the "last mile"** |
|---|---|
| Responsible player | MDDI (national routes), municipalities (regional routes) |
| Players to be involved | municipalities |
| Realization timeframe | 2018 – 2021 |
| Estimated costs | estimation not yet possible |
| Financing options | MoDu, plan sectoriel; municipalities |
| Estimated impact of action and contribution to overall objective | Better connection of cycling and public transport; bicycle as feeder to p.t.; use potentials for long-distance cycling trips. |
| Mutual reaction / interdependencies with action 2 | 1,4 |
| Indicator for monitoring | km of newly built or signposted cycling routes (national: cycling routes as foreseen in legislation/regional) |
| Priority of action 2 | medium |

# 3. Action 3 – Introduce Carsharing and Carpooling in rural areas

## 13. The background

Living without a car is hardly possible in rural areas. Many households, however, have more than one or two cars at their disposal. Alternative mobility concepts like carsharing or carpooling can encourage households to dispense with their second or third car. Until now, carsharing as well as carpooling is more popular in cities with a significantly higher population density and therefore a higher user potential.

However, first good practice examples, like “Flugs” in Lienz, show that carsharing can also be a chance for alternative mobility in rural areas. At the first study visit in East Tyrol, the project consortium received information about the “Flugs”-Carsharing in Lienz. At this point the system with one car was still in the beginning phase. As the 1st phase of LAST MILE advanced, the partners from the regional Management of East Tyrol shared updated information about the achievements in this project. The system was expanded in some municipalities in the Defereggen valley and found much acceptance among the inhabitants. This inspired stakeholders from the Upper Sûre and Our Nature Park to push carsharing also in the own rural villages.

## 14. Action

### 2. Carsharing

Different types of operational models have been analyzed with the main elements highlighted, differentiated in terms of the underlying operational model, the target groups or technical and organizational forms (see long German version).

For rural areas like the Upper Sûre Nature Park only station-based carsharing can be considered feasible. A contact person who is also available on site is recommendable. This person can undertake the task of handing out membership-cards, providing specific additional equipment (e.g. child`s seat) or simply assisting clients in technical or financial questions.

In view of the operational model, the handling of revenues is important. Unless a carsharing business has been registered, municipalities, associations or companies must not gain profit from carsharing. That means, the revenues must not exceed the expenditures. As an alternative, local authorities could cooperate with a carsharing-operator who offers its carsharing-business in the municipality/region.

If a local authority envisages implementing a carsharing-system, it is in general reasonable to analyse the tolerance and acceptance among the potential users. It should be clear that there is indeed a local potential for carsharing.

The additional inclusion of tourists will rather be a later step after the carsharing has proven reasonable during a test phase with local inhabitants.

As good practice examples of carsharing with inhabitants and tourists as target groups, the "Carsharing ZweiTälerLand e.V.[1]" (DE), the "Stadtmobil St. Veit"[2] (AT) or the Luxembourgish "Flex by CFL[3]" or "Carloh[4]" shall be mentioned.

### 3. Carpooling

Carpooling means that private drivers offer their free seats to other, often formerly unknown, passengers. This is often organized via a web-based platform and can involve cost sharing or not. Natural persons are not allowed to gain profit through carpooling.

Carpooling helps to bundle rides and thereby reduce the amount of individual cars on highly frequented roads which connect important points of interests (e.g. municipality – next regional center).

At individual level, for inhabitants of rural areas, it could be a device that helps to dispense a second car.

The most popular platform in Europe is Blablacar[5], which is especially used to offer long-distance trips. In Luxembourg, CoPilote[6] is an alternative at national level.

## 15. Players involved

| Players | Role |
|---|---|
| Ministry of Sustainable development and infrastructure (MDDI) | CoPilote and Flex are based on initiatives of the MDDI; overall coordination and development of the offers |
| Municipalities in the project area | Dissemination of the offers among the potential users |

## 16. Timeframe

Implementation starting in 2018 by using existing offers like Flex by CFL (currently integrated railway stations Wiltz, Kautenbach and Clervaux) and copilote.lu.

## 17. Costs

For the implementation of action 3, costs for communication will occur.

## 18. Funding sources

-

| Action 3 | Carsharing and carpooling |
|---|---|
| Responsible player | MDDI, CFL |
| Players to be involved | municipalities |

[1] www.car-sharing-zweitaelerland.org/
[2] www.sv.or.at/stadtmobil/
[3] flex.lu/
[4] www.carloh.lu/
[5] www.blablacar.de/
[6] www.copilote.lu/

| | |
|---|---|
| Realization timeframe | 2018 |
| Estimated costs | estimation not yet possible |
| Financing options | - |
| Estimated impact of action and contribution to overall objective | Increase mobility options for inhabitants; create equal opportunities |
| Mutual reaction / interdependencies with action 3 | 4 |
| Indicator for monitoring | Increase of the number of users of carsharing or carpooling |
| Priority of action 3 | low |

# 4. Action 4 – Awareness raising for sustainable transport

## 19. The background

Especially new types of mobility services require intense communication and awareness raising in order to be accepted and really used by the target groups. The importance of communication and awareness raising for sustainable mobility was highlighted at the corresponding workshop during the study visit in Luxembourg. Test weeks for pedelecs should be envisaged to be organized in relation to the "Tour du Duerf" – a national campaign, where inhabitants check the cycling infrastructure in the communes by cycling in order to communicate this to the responsible bodies. By this the action can have an influence on regional policy instruments like the development plans of the communes near the positive effect of raising awareness.

Project partner 4, the Club "Sustainable Development of Civil Society", proposed trainings about sustainable mobility offers in the region for the staff in the tourism sector as pilot action for phase 2. As these are the people, who are in contact with tourists, they should know the best about the existing possibilities to avoid car use. This idea was developed with the regional tourist office and emanates from the work on the regional action plan and its influence on the masterplan of the regional tourist office. Mobility plays now a role in the actual masterplan, concerning mainly the field of action "Service & Visitor management" of the masterplan. The proposed trainings for the tourism sector about the mobility offer in the region, public transport and especially flexible transport systems shall gain more importance in the region and an influence on stakeholders in the domain is a target, so that the role of mobility gains importance in this regional policy instrument.

## 20. Action

Envisaged are the following measures:

- Test weeks with pedelecs, e-vehicles and carsharing
  - Inhabitants or local businesses and their employees can test innovative vehicles or mobility services; either organized by the municipality and/or in cooperation with local enterprises; the IHK Aachen (DE)[7] or the Energy and Environment Agency Lower Austria (AT)[8] have some good approaches which could be transferred.
- Training of staff in tourism businesses
  - An example is the mobilitycoaching of "Tirol Werbung"[9] (AT): Professional mobilitycoaches train staff in tourism businesses. They raise their awareness for sustainable mobility and provide them with concrete information and communication tools that help them to communicate sustainable transport in a convincing way to their clients.
  - Some elements like the provision of information material about sustainable mobility and new flexible services, which are adapted to tourists` needs, could be transferred to the project area.

[7] www.aachen.ihk.de
[8] www.enu.at
[9] www.tirol2050.at/de/geschichten-des-gelingens/mobilitaetscoach/

## 21. Players involved

| Players | Role |
|---|---|
| Upper Sûre Nature Park | Implementation in cooperation with municipalities and tourism |
| Municipalities | Implementation in cooperation with Nature Park and tourism |
| Stakeholders in tourism | Implementation in cooperation with Nature Park and municipalities |
| Regional tourism association Eislék | Implementation in cooperation with Nature Park and municipalities |
| Chamber of commerce | Communication and support |
| Horesca | Communication and support |

## 22. Timeframe

Start of implementation is possible immediately, for example in cooperation with the transport association in the frame of the European mobility week.

## 23. Costs

For the implementation of action 4, costs for communication and events will occur.

## 24. Funding sources

-

| Action 4 | Awareness raising for sustainable transport |
|---|---|
| Responsible player | Upper Sûre Nature Park, MDDI |
| Players to be involved | municipalities, stakeholders in tourism, ORT Eislék, chamber of commerce, Horesca, Verkéiersverbond |
| Realization timeframe | 2018 |
| Estimated costs | estimation not yet possible |
| Financing options | Own budget of Nature Park, cooperation with relevant actors |
| Estimated impact of action and contribution to overall objective | Inspire inhabitants for an alternative mobility behavior. |
| Mutual reaction / interdependencies with action 4 | 1,2,3,5 |
| Indicator for monitoring | Number of participants in test weeks, number of trained people, number of events. |
| Priority of action 4 | medium |

# 5. Action 5 – Mobility management at seasonal high-traffic hotspots in sensitive rural areas

## 25. The background

On weekends in summer, the parking spaces in the villages Liefrange, Insenborn and Lultzhausen near the water reservoir reach their capacity limits. Problems occur when guests park their cars in the residential areas in a disordered way. Residents find their drives often blocked. In addition, emergency cars have problems to get through, both on the “Route Nationale” (N27) and within the settlements.

The highest pressure is on Sundays in July and August. Although bus connections make the reservoir accessible by public transport, the majority of the visitors come by their own car. Under the visitors at weekends are often groups from the French and Belgian border area.

The problem described is similar to the problems the Catalonian partners described for the National Park Aigüestortes before the access for cars was forbidden in 1995. To forbid the access for cars in the surroundings of the Upper Sûre Lake seems not realistic as some main roads pass along the lake, which are important connections in the region. Therefore, efforts should be made to adopt the offer of sustainable transport, make it more attractive and disadvantage car use to change the behavior of visitors.

One learning from the discussions about good practices was that much can be reached through communication. Therefore, the solution must not only consider an improvement of the transport offer but at all costs also a communication concept. Especially if there are additional hindering factors, like heavy luggage, food and drinks the visitors are used to bring along, that discourage people from using public transport. It is imperative to address the target group appropriately and come up with the possibilities the enhanced public transport service offers.

## 26. Action

In order to disburden the settlements at the lake as well as the “Route Nationale”, a bundle of mobility management measures shall be envisaged. In order to decide, which combination of measures is most effective, a comprehensive counting of cars is required first to see the real actual demand.

The proposition then must be to reach a modal shift from private car to public transport and find a solution to handle the remaining cars.

A list of mobility management measures, all fitting to contribute to an overall solution, has been elaborated, existing of:

### 4. Increase frequencies in public transport

The intervals on the bus line 535 connecting the sites in the South of the reservoir with the main regional railway station Ettelbruck, shall be increased on Sundays from the existing 2 hour-interval to a 30 minutes-interval at least during the main arrival and departure times.

As for the public transport offer in the North, the bus lines will be reorganized in the frame of the overall planned reorganization (new bus line 145). An additional bus stop at the lake should be envisaged.

### 5. Promote (improved) public transport

Once the quality of the alternative mobility offer is checked, it is equally important to address the target groups with user-friendly information about how to reach the lake easily by public transport or bike. Working with positive images is highly recommendable when communicating the public transport offers. To reach the target groups effectively, different communication channels shall be used, thereunder websites of the involved organizations, ads in regional media or own print products.

Communication measures shall be cross-financed through parking management (additional fees, see above).

### 6. Further incentives

Many people prefer their own car when their baggage includes also heavy equipment and groceries for barbecue. An approach already launched is to create an attractive on-site offer in form of bookable stationery grill-spots in combination with a stricter control of the prohibition of open barbecue. A food stall which sells cool drinks and snacks shall offer an additional incentive for a light baggage that can be easily transported by public transport.

It is imperative that the new regulation for barbecues is communicated together with the message to arrive by bus.

### 7. Parking management

Assumed that a certain traffic amount can be shifted to public transport, still a significant amount of people will arrive by car. In order to handle the cars, a combination of several measures will be necessary, thereunder:

- One-way-street regulation for the lake-side road in the South of Liefrange
- Temporary road barriers to hinder visitors entering the settlement, but still allow residents to pass. Routing the visitors to a remote parking lot, either within walking distance to the lake or connected through a shuttle.
- Information campaign against parking violators along the “Route Nationale” and within the settlements.
- Use / Enlargement of an existing parking lot in order to avoid building a new one in the open countryside.
- Installation of a gate with a ticket machine for all parking lots near the lake.

## 27. Players involved

| **Players** | **Role** |
|---|---|
| Upper Sûre Nature Park | Implementation in cooperation with municipalities |
| Municipalities in the project area | Implementation in cooperation with Nature Park |

## 28. Timeframe

| | |
|---|---|
| June - August 2019: | Counting and detailed analysis of the visitor structure |
| | Testing of first measures to be selected |
| Autumn/Winter 2019: | Evaluation of the test phase and preparations for the long-term management |

## 29. Costs

For the implementation of action 5, the following type of costs will occur:

- Costs for detailed planning (counting, concept for parking management and mobility management, communication; local coordination in terms of land and changes in traffic regulations)
- Costs for implementation (where necessary: land rent, shuttle, mobile road barriers, promotion etc.)

| **Action 5** | **Mobility management at seasonally high-trafficed hotspots in sensitive rural areas** |
|---|---|
| Responsible player | Upper Sûre Nature Park |
| Players to be involved | Municipalities, MDDI |
| Realization timeframe | 2019 |
| Estimated costs | estimation not yet possible |
| Financing options | Running negotiations between MDDI, Nature Park and municipalities<br>Costs for planning: partly by own budget of Nature Park |
| Estimated impact of action and contribution to overall objective | Disburden the settlements; modal shift among visitors. |
| Mutual reaction / interdependencies with action 5 | 1, 2, 4 |
| Indicator for monitoring | Increase of the number of visitors coming by public transport (to 10% by 2020) |
| Priority of action 5 | high |

**Read, accepted and supports it,**

Name of signatory: **François Bausch**

Position of signatory: **Minister for Sustainable Development and Infrastructures**

Date:

Signature & institution stamp: