

Evaluation of Pilot Action – Background

Why evaluation?

The purpose of pilot actions is to test new approaches to solving problems of sustainable urban transport. It is also to understand how pilot projects can become full scale programmes. Each city is monitoring the implementation of the Pilot actions. From this monitoring information we are carrying out an evaluation- these are the 'lessons learnt'. Evaluation helps us understand how and why the pilots worked or did not work. A successful pilot action produces an evaluation; a successful pilot does not need positive outcomes.

A pilot action which did not achieve its objectives is a success if the evaluation helped to explain the reasons why. The evaluation identifies mistakes and where future improvements can be made before a pilot is expanded to a full scale programme.

A pilot action that is successfully in achieving its objectives is not a successful pilot action if the reasons for success are unknown – we cannot repeat the success if we do not understand why it was a success!

Evaluation is more than monitoring and measuring indicators. It includes the process of planning and implementing the pilot action.

We need to know about all the pilot actions which have been implemented, whether they went to plan, did not ever get started, or had to be changed half way through. All the pilot actions need to be evaluated. All pilot actions provide valuable 'lessons learnt', even though they are delayed, not finalised, cancelled, etc. With this in mind and a thorough evaluation all pilot actions can be successful.

Example: Why evaluation?

The following example provides an extremely short summary of an evaluation of a not-finalised pilot action to show why evaluation is useful.

A pilot project in a city aimed at coordinating freight deliveries into the city centre by helping shopkeepers cooperate in deliveries. The shopkeepers were contacted and invited to take part in the project and to coordinate their deliveries. The objective was to reduce the total number of freight deliveries. In the beginning there was a big interest among shopkeepers to take part. During the pilot the shopkeepers lost interest and the project was terminated due to lack of participants.

In the evaluation process, conversations with the shopkeepers have discovered the reasons for losing interest. Some shopkeepers don't see any problems with freight transport in the city centre or don't see the benefit of cooperation. Some do not see any incentive to cooperate. Others do not appreciate that they may have the opportunity or possibility to alter their delivery arrangements.

The evaluation discovered the reasons for the lost interest of the participants. It also identified that for future pilots and main programmes it is important to support shopkeepers' and improve their awareness about the impact of their freight deliveries. More effort and more time spent informing the shopkeepers is probably needed. Furthermore, without incentives or obvious benefits it is hard to convince shopkeepers to take part

Evaluation of Pilot Action – Background

How to evaluate?

This template provides the framework for evaluating the pilot actions. It follows the structure of the Pilot Action Planning Report (PAPR). In the evaluation the actual implementation process should be compared with the planned implementation process - as it is described in the PAPR. Deviations in the implementation from the plan and the underlying reasons should be identified and reported. A complete PAPR is a prerequisite for a successful evaluation.

The template provides guiding questions for each section of the PAPR which gives support for the evaluation. The questions should not be answered only with yes or no. It is not required to strictly follow the provided questions, but it is necessary to complete all sections in the template. All deviations, obstacles, delays, etc. and how they were treated are important to mention.

Evaluation of Pilot Action – Report template

Pilot Action definition

Purpose and scope

Was the mission of the pilot action clearly defined from the start?

The main goal of the pilot action is to prepare the city for fulfilling the quality standards for noise and air quality, the upcoming challenges of increasing energy prices and reduction of CO₂ emissions as well as from dependence on mineral oil.

On the formal level, the key objective is to keep the standards of air quality as described in EU Directive 99/30 and the German legislation 23. BimSchV. With the instrument of the 'integrative transport strategy' (Integrative Verkehrsplanung IVP) Bremen developed scenarios for the interdependent development of settlement structures, demographic development, lifestyle aspects and transport patterns. The IVP is a comparable instrument to the SUTP.

The Clean Air Quality Action plan is also part of the Bremen strategies to reduce CO₂ emissions in the city centre. One element for better air quality is the 'Clean Zone' – allowing access only to vehicles with a certain emission standard. Additionally the planning of the "environmental loading point" gives some operational incentives for clean delivery vehicles (min. Euro V). This Environmental Loading Point is located at the edge of the pedestrian area and gives exclusively for clean delivery vehicles extended time access to the pedestrian area - to conduct deliveries and pick-ups (in addition to existing unrestricted time windows for conventional vehicles).

Were the defined objectives in line with the overall mission?

The overall mission is to reduce the impacts of car traffic as well as from freight transportation. The Diesel-powered heavy-duty vehicles and buses contribute overproportionally to the local concentration level of PM and NO₂. The City of Bremen wants to offer incentives for fleet operators to invest in clean vehicles.

Have the objectives been defined as SMART (specific, measurable, appropriate, realistic and timed) objectives?

Yes

Target group

Has the correct target group for the objectives of the pilot action been identified?

Clean Zone:

Many meetings with inhabitants, local authorities, chamber of commerce, business management, shopkeepers etc took place to collect the demands of these different target groups towards the clean zone and the air quality measures.

Environmental loading point:

Several pre-meetings together with owners of car fleets as well as with the chamber of commerce and other organisations took place to identify the specific demands of the potential users.

Activities

Were the chosen activities of the pilot action suitable to reach the objectives? Did they meet the needs of the target group?

Evaluation of Pilot Action – Report template

Regarding the clean zone different meetings with different target groups were necessary to address the intention of the clean zone to the specific demands. It was – and still is - important to take the arguments of all user groups seriously. The clean zone still is under political discussion.

This Environmental Loading Point is located at the edge of the pedestrian area and gives exclusively for clean delivery vehicles extended time access to the pedestrian area.

Were the activities clearly from the start defined as SMART activities?

yes

Pilot Action Implementation

Stakeholder

Identification

Were all relevant stakeholders identified?

Yes, the users as well as the responsible authorities were identified.

The clean zone was and still is co-ordinated within an interministerial working group, involving the Environmental Department, the Transport Department, the Health Authority, the Police and the Chamber of Commerce as permanent members.

Were those stakeholders affected by the PA the same as those that were foreseen?

Yes

Did the stakeholders affect the PA as foreseen?

Yes, the co-operation with the stakeholders were efficient and gave positive response towards the PA activities.

Consultation

What is your view of the stakeholder consultation?

- o *How did the communication with the stakeholders work?*

Very efficient, positive atmosphere during the meetings.

- o *How did the stakeholders show commitment for PA?*

They gave support for the co-ordination of the PA, e.g. planning instruments, dissemination of PA intention to potential users.

- o *How did the stakeholder consultation improve the PA implementation and outcome?*

The consultation was valuable to reduce time and finance resources.

The air quality management (AQM) and the clean zone strategies have been presented to various occasions, e.g. parliamentary committee meetings, to road haulage associations and to the members of the Chambers of Commerce.

The SUTP/AQM Action Plan is developed in cooperation and discussed in its elements with

- other administrative units,
- the local Public Transport operator BSAG and regional operator VBN/ZVBN,

Evaluation of Pilot Action – Report template

- the Bremen energy agency (Bremer EnergieKonsens)
- and various organisations of the business community

There have been internal and external working group meetings and also bilateral communications. Additionally they have been involved in the formal hearing procedures.

Ask the stakeholders about their perspective of PA

- o *Do you feel well informed about the PA?*

At all times the stakeholders were informed about the status quo if the PA planning

- o *Are you satisfied with your involvement in the PA implementation?*

As the stakeholders gave positive comments during the implementation of the PA they were satisfied.

- o *Are you satisfied with the implementation and outcome of the PA?*

BUSTRIP supported the planning of the PA. The first experiences after the implementation demonstrate the local and transnational interest of the PA idea. In further contacts to potential users the BUSTRIP co-ordination will motivate more car fleet owners to run more environmentally-friendly vehicles.

- o *Are you interested in a continuation of cooperation with the municipality?*

We are the municipality

Implementation steps

Did we do what we planned to do? Have all activities been implemented as described in the PAPER?

Yes

Describe the deviations of 'activities', 'time plan' and 'others' as described in the PAPER and how they have affected the outcome!

No deviations.

Budget

Did the budget worked as planned?

Yes

Describe the deviations and how they have affected the outcome!

No deviations.

Risks

Did the foreseen risks occur? How did that affect the outcome?

As the 'clean zone' is a very sensitive public and political discussion the BUSTRIP team was aware of risks in the timetable. The Air Quality Management Plan and the Air Quality Action Plan need to be politically adopted. As the potentially necessary restrictions for certain cars and heavy duty vehicles touch very much the interest of the business community and of car-owners, political consensus is required.

Evaluation of Pilot Action – Report template

Were there any other unforeseen risks? How were they managed and how did they affect the outcome?

The Bremen BUSTRIP team and the colleagues in the different sections were well prepared for unforeseen risks regarding the clean zone. Internal meetings as well as expert meetings reduced the risks of failures.

Assessment & Results

Indicator selection

List the selected indicators and discuss:

- o Were the selected indicators relevant for the activities and objectives of the PA?
- o Are there any indicators which could have been more relevant?

Monitoring and evaluation

Monitoring process

Did the monitoring work as planned? Describe the deviations and how they have affected the process.

The monitoring worked as planned, no deviations.

Did you allocate skilled staff with sufficient time and resources to the monitoring and evaluation process?

yes

Did you change the monitoring method (measurement, data source, etc.)?

No

Indicators data collection

Present the baseline-scenario of the 'indicators of progress'.

Present the development of both 'indicators of progress' and 'indicators of activities' during the pilot action period! Add table (see below) and questionnaire/survey outcomes if suitable. Describe the results and their development.

Indicator of Progress	Description (Location/ Quality, etc.)	Unit	Methods of measurement	Sources of data	Time/ frequency of measurement
Number of CEP vehicles with Euro V/EEV standard	Emission standard according Euro-Norms	Number of vehicles		From operators	t.b.c. (fixed date)

Evaluation of Pilot Action – Report template

Mileage-based vehicle emissions (PM10, NO2 and others)		Km*emission factors		Mileage from operators (if available), emission standards of vehicle type before/after	t.b.c. (fixed date)
NO2-level	at measuring station "Am Dobben"	$\mu\text{g}/\text{m}^3$	Continuous measuring	BLUES (Bremer Luftgütemessnetz)	Continuous (for annual average)
PM 10 level	at measuring station "Am Dobben"	number of days exceeding $40 \mu\text{g}/\text{m}^3$	Continuous measuring	BLUES (Bremer Luftgütemessnetz)	Continuous (for daily average)

Conclusions and 'Lessons learnt'

Monitored results

Did the pilot action achieve its objectives? What are the reasons for the monitored results?

What external factors influenced the results besides the pilot action activities (e.g. other campaigns not linked to the PA, political changes, etc.)?

The public debate about the clean zone was very intensive and influenced the ongoing process. As the clean zone was foreseen as a high sensitive public/ political process the BUSTRIP team was prepared for these developments.

Improvement potentials

What could we have done better? What needs to be done to avoid the identified deviations from the plan in future pilots and full scale programmes?

- o *Stakeholder involvement*
- o *Implementation of action*
- o *Budget*
- o *Risk assessment*
- o *Indicator selection*
- o *Monitoring and evaluation*

We learned that the stakeholders involvement is very important. Many internal and external meetings and direct consultations were necessary for the implementation of the pilot action.

Evaluation of Pilot Action – Report template

Lessons learnt

Describe the success or failure factors, barriers and problems for this pilot action!

Discuss the transferability potentials of the pilot action! What are the recommendations we can pass on to others?

The issue of air quality management is an European wide requirement for all cities. The Bremen experience how to deal in practice with this sensitive aspect is transferability for all cities and regions in Europe.