

**TECHNICAL  
NOTE N° 5**

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# **COMPARATIVE ANALYSIS OF TRANSPORT POLICY PROCESSES**

## **ANALYTICAL FRAMEWORK AND METHODOLOGY**

### **CREATE PROJECT**

**Congestion Reduction in Europe,  
Advancing Transport Efficiency**

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## THE CREATE PROJECT IN BRIEF

Transport and mobility issues have increased in relevance on political agendas in parallel with the growing share of EU population living in cities, urban sprawl and climate change. In view of the negative effects of car use, there is a renewed interest about the role that transport should play in the sustainable city.

The CREATE project explores the Transport Policy Evolution Cycle to understand how this evolution took place, and the lessons that we can learn for the future. Within the CREATE project, the study coordinated by the Sciences Po, CEE team (WP4) explores the historical evolution of transport policies and processes – from ‘car-oriented’ to ‘planning for city life’ – in five European cities (Berlin, Copenhagen, London, Paris, Vienna). Paying attention to case-specific contextual factors, policy instruments and programmes and involved stakeholders, **this comparative analysis unveils the processes and the main drivers for change. This technical note concerns the analytical framework and the methodology.**

HOW DO  
TRANSPORT POLICIES HAVE  
**EFFECTIVELY**  
EVOLVED?

**STAGE 1**  
PLANNING FOR  
**VEHICLES**  
ROAD BUILDING, PARKING

**STAGE 2**  
PLANNING FOR  
**PEOPLE**  
BETTER PUBLIC TRANSPORT

**STAGE 3**  
PLANNING FOR  
**CITY LIFE**  
PUBLIC SPACES, CAR RESTRAINT,  
WALKING AND CYCLING

BUT WHAT IS THE ROLE OF  
**POLICY PROCESSES**  
**AND GOVERNANCE**  
IN THIS EVOLUTION?

## THE TRANSPORT POLICY EVOLUTION CYCLE

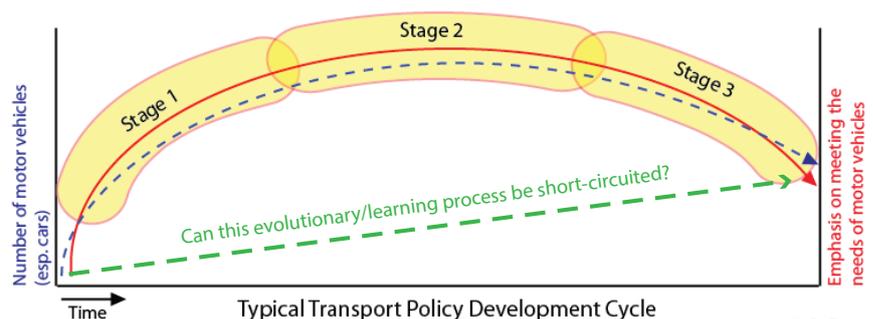
The Transport Policy Evolution Cycle describes the shift from policies that accommodate the car (Stage 1), through car mitigation policies (Stage 2), to sustainable mobility-oriented policies (Stage 3). **This model** is at the core of the CREATE project and a useful **starting point for exploring how this evolution took place.**

This is done by examining changes in transport demand (WP3) and in transport policy processes and governance (WP4) in five large European capital cities which have experienced significant car use reduction over time.

Although often seen as a linear evolutionary process, the research done by the Science Po, CEE team argues that policy processes underlying this are often unpredictable and ambiguous.

Within the CREATE project, this study has **two main objectives**: 1) Explore the relationship between the reduction of car use and changes in transport policy processes over time. 2) Account for **changes in transport policy developments** in relationship with evolving forms of governance.

In order to do so, it adopts a comparative policy analysis perspective. This technical note summarizes the analytical framework and the methodology developed by the Sciences Po, CEE team.



# A COMPARATIVE PUBLIC POLICY PERSPECTIVE ON URBAN GOVERNANCE AND POLICY CHANGE

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## Limited rationality and unpredictable outcomes: a public policy view

Policy processes are often characterized by political bargaining and compromises. The rationality of policy- and decision-makers is limited (e.g., information, time, mind-sets), they seek for satisfactory solutions rather than optimal ones. In this context, transport policy processes result from evolving relationships between a large number of public and private stakeholders within the transport sector, and between this and other sectors. The shift away from car-oriented policies also depends, in a given political system, on a number of other, non-policy related, factors, such as economic growth, political cycles, technological changes and social mobilizations.

Drawing on the literature review, the project claims that **there is no "single direction in history": policy developments may be messier, unevenly distributed, both socially and spatially,** and with iterative elements.

## Making sense of the growing role of cities: the urban governance approach

Transport policy developments are analysed in the context of large European metropolises, which also are capital cities. This raises additional issues related to the urban dimension of transport and to forms of urban governance. More specifically, WP4 argues that, in the European context, **transport policy developments are closely related to the changing role of cities.**

### Urban policies as a specific type of public policies

Transport used to be organized at the national level, by a small number of actors, and defined in a one-dimensional perspective. Urban mobility policies differ from traditional transport policies in at least three different ways. In a context of decentralization reforms and EU integration, they are multilevel. As a result of privatization and liberalization reforms, and the growing number of stakeholders, they are defined in a multidimensional perspective.

The reframing of transport as an issue of urban mobility also results from the urban authorities' ability to mobilize newly gained powers and resources both internally and externally. In this context the study assumes that **transport policy developments arise from evolving forms of urban governance.**

### European cities as sustainability heroes

In their efforts to increase their political autonomy, sustainability and climate change have proven instrumental for a number of European cities. Through the provision of increased policy resources (public and private investments, professional networks of expertise, alternatives to car-oriented policies), these issues could provide urban authorities with some opportunities and additional political capacity to develop more or less innovative policy alternatives, technologies and tools. The study assumes that **sustainable mobility has become instrumental for cities in order to experiment with new, highly visible forms of governance and policy.**

### Governing transport and mobility in European capital-cities

Transport policy developments underway in European cities have become a source of inspiration for other cities worldwide. **Capital-cities are likely to enjoy less autonomy in setting their own policy priorities and making them operational.** Due to their strategic function and attractiveness as major transport hubs and economic powerhouses, they are subjected to greater constraints. Moreover, due to the layering of transport networks, services and systems, capital-cities need to overcome this horizontal fragmentation, which may result in additional policy compromises.

**LONDON:**

26.1 million journeys  
per day

*The ever-growing and  
moving city*

**VIENNA:**

The capital city with the  
highest public transport  
usage in Europe

*Exemplary levels of public  
transport usage*

**BERLIN:**

Almost 3.000 car sharing  
vehicles, including more  
than 400 electric vehicles  
are used

*The car sharing capital*

**PARIS-ÎLE-DE-FRANCE:**

Walking represents  
39% of modal share

*Pedestrian first!*

**COPENHAGEN:**

Cycling represents 45% of  
all commuter trips

*City of cyclists*

The comparative analysis of historical transport policy processes goes beyond a linear approach to transport policy developments, arguing that change is explained by evolving forms of policy processes and urban governance and the way they are combined with one another across these five European capital-cities. Focusing on the way transport issues are framed, organized and made operational over time, **this study seeks to identify major similarities and differences** across these five cities, and to account for them.

## RESEARCH DESIGN:

### A QUALI/QUANTITATIVE COMPARATIVE

### ANALYSIS OVER TIME

The study aims at developing a systematic comparative analysis of historical transport policy processes across 5 cities that present similar policy outcomes. This constitutes an **unprecedented opportunity to empirically explore the concrete mechanisms** at play in the shift from the automobile city to the liveable city.

#### A comparative research design

The comparative analysis of 5 “most-similar cases” allows highlighting similarities and differences and helps identify which intermediary factors are conducive to a shift in transport policies and to car use reduction.

To acquire sufficient in-depth knowledge and to ensure a level of generalization, **the focus lies on policy processes**. This allows examining evolving relationships between transport policies and the wider socio-political context over time.

This research design sheds new light on the concrete ways through which a shift away from the automobile city has taken place in each of these five cities.

Finally, the approach complements the statistical analysis produced by the Technische Universität Dresden (TUD) (WP3), by providing complementary bases for causal inference.

#### Case selection

London, Vienna, Berlin, Copenhagen and Paris-Île-de-France share a recent trend of declining relative car use.

**London.** The focus is on Greater London, a stable area for transport planning since before WWII, in spite of changes in the city’s institutional setting.

**Vienna and Berlin.** The area under scrutiny is the Land.

**Copenhagen.** The study considers changes taking place in the city and its agglomeration that is, the Capital Region of Denmark.

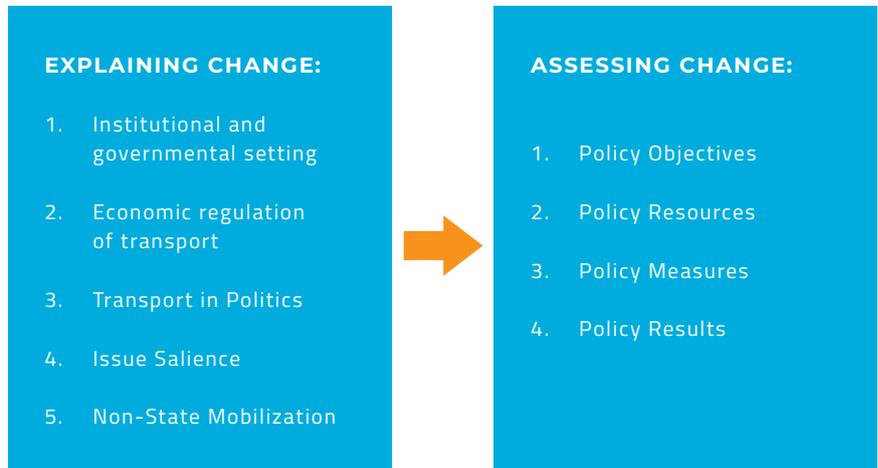
**Paris Île-de-France.** The study considers changes taking place concomitantly in the region, the City of Paris and the “Petite couronne” area.

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## A common methodology and data collection strategy

Drawing on the urban governance and the public policy literature, a list of **five explanatory factors** was identified, together with those **policy dimensions that are indicative of policy change over time** were identified.



These factors were then refined into a series of carefully chosen indicators in order to allow collecting and organizing data in a systematic way across the 5 cities with the support of other CREATE partners. A comparative qualitative-quantitative database was developed. Conceived as a data-collection strategy and classifying tool, **it is both longitudinal** (covering the whole period of interest, from the 1960s) **and cross-sectional** (covering the 5 study cases). It provides an original and robust background for analysing each cities' trajectory and for the comparative analysis.



*This note reflects only the authors' view and the agency is not responsible for any use that may be made of the information it contains.*

### THIS SUMMARY IS BASED ON:

HALPERN, C., PERSICO, S., WP4 INTERNAL REPORT, CREATE PROJECT, SCIENCES PO, CEE, JUNE 2016.



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