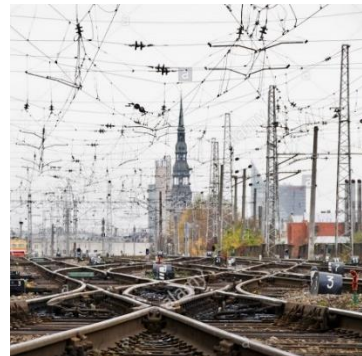


Audit of Riga's plans for transport infrastructure



Breda, Riga, September 17th, 2018



NACIONĀLAIS
ATTĪSTĪBAS
PLĀNS 2020



EIROPAS SAVIENĪBA
Eiropas Sociālais
fonds

Commissioned by the Latvijas Republikas Valsts kontrole, this audit was carried out for the plans drawn up by the municipality of Riga for the transport infrastructure.



Latvijas Republikas
Valsts kontrole

Report number: SSA-2018-Riga-01

Status: final

Date: September 17th, 2018

Signature:

A handwritten signature in blue ink, appearing to be 'M. Smalheer', written over a horizontal line.

.....
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Summary

On behalf of Latvijas Republikas Valsts kontrole an audit on the transport infrastructure development plans of the municipality of Riga was carried out by Smalheer Support en Advies.

In the audit the Riga plans were compared with the SUMP guidelines of the EU as well as with infrastructure plans of similar cities.

The following verdict has been given:

- The municipality has not examined and evaluated all of the existing problems that influence transport infrastructure development, because a thorough analysis has not been done;
- The problems that are examined are not characteristic of the objective situation in Riga, because they are not based on a thorough analysis and do not include traffic safety;
- The municipality has largely not defined correct priorities for solving the examined problems, because they are not sufficient or do not reflect the real abilities of Rīga;
- The municipality has not determined problem-oriented tasks in the field of transport infrastructure, because there is a lack of information about existing problems and traffic safety is not included in the tasks;
- The municipality has largely not established measurable goal indicators for the tasks, except RAP2020 mid-term goal and select indicators in RIAS2030 strategy.

The main conclusions are:

- Traffic unsafety is poorly investigated and plays a too little role in the plans;
- A knowingly exclusive investment in the safety of bikers is necessary for reaching the goals of safety as well as of sustainable mobility;
- Monitoring systems for accessibility, for safety, as well as for bike usage are missing;
- A transparent evaluation (ex ante) for the big infrastructure issues is missing.

More conclusions are mentioned at paragraph 5.1.

Considering the comparison of the Riga activities and reports with the Vilnius activities and reports as well as with the advised SUMP guidelines of the EU, the following recommendations are stated:

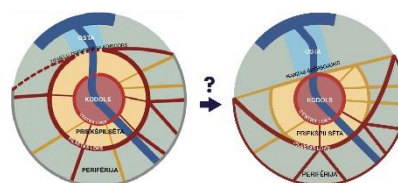
1. Update the prognosis model and set up monitoring systems for accessibility (congestion), for traffic unsafety, as well as for bike usage/
2. Add a program for reducing the traffic unsafety. Focus in that additional program on black spots and on vulnerable modalities, especially on bicycles. Take into account the remarks in the paragraphs 2.3, 3.3, and 4.3 on this topic. Reason for this are the combination of the goals of increasing use of bikes and of less severe accidents. A rise of severe accidents is being expected when bike use rises. Therefore, a strong program of safe bike provisions should be added to the plans in order to fulfil both goals.
3. In future planning processes use the SUMP guidelines⁴⁾, with the working order (planning cycle) and the checklists included in these guidelines.
4. Instead of an added program for reducing traffic unsafety (see above: 1) a soon review of the plans (especially of reports RIAS2030 and TRANS-TmP) could be done with the application of the complete SUMP guidelines (see final advice below).

Considering the comparison above and the advised SUMP guidelines of the EU the following opinion is stated:

- Riga should realize more projects for safer bike and pedestrian facilities. A more general approach of traffic safety will be of big importance.
- Questioning the boundaries of the area with free passage heights (around the harbor) was not (explicitly) executed. This meaningful questioning should explicitly be made.
- Riga did not take the opportunity to explicitly update the road network from the 2006 transportation plan with respect to evaluation of the goals. This is a missed opportunity.
- It is advised to the municipality of Riga to organize an exclusive fund for bike safety measures. The amount of money can be changed depending on the outcome of monitoring the safety situation of the Riga traffic.
- Prioritizing the different parts of the plan by using an MCA analysis is advised, especially for the following big issues:
 - o The tracing of the western highway;
 - o The network for the main car infrastructure around the area of Ziepniekkalns (A7 and A8) (missed are the reasons as well as the weighing of the important criteria for costs and benefits/effects);



- o The tracing of the circular roads around the city center: distance from city center, as well as shape.



- An updates prognosis model for future transport volumes (trucks, cars, bikes, pedestrians, PT-passengers) is necessary for making plans and for adjusting these plans, and are therefore advised.
- Monitoring systems for accessibility, safety, and bike usage are necessary for making plans and for adjusting these plans, and therefore they are advised.
- Using auditors for checking geometrical designs could have added value.
- The radius of the circular roads in the road network of Riga are pretty small for a city of this size.

Concerning time planning for the short term the following advice is stated.

Considering:

- The programs of around 2005 were for the most parts just gradually realized;
- The recent plans are not based on a recently updated prognosis model;
- Monitoring systems on goals like safety, accessibility and bike usage are not active, and are not used for developing the plans;

- The effect of increasing bike use affect safety negatively, while stimulating bike usage must be continued;
- The actual plans do not effectively support the goals and solve the problems of the city of Riga;

, therefore the following order of activities for a short term approach of effectively solving problems of Riga city transport infrastructure is advised:

- Start working on updating the prognosis model;
- Set up the three missing monitoring systems;
- For the short term realization of projects:
 - o Prioritize already existing bike and pedestrian (safety) projects as well as car safety projects;
 - o Stop the realization of projects that do not fit in all visions and scenarios;
 - o Prioritize projects with consensus;
- Make transparent evaluations (MCA?) on the big infrastructure issues;
- Then update strategy and transportation plan, based on the prognosis model as well as the outcome of the monitoring systems and the outcome of the evaluations on the big issues.

Kopsavilkums

Latvijas Republikas Valsts kontroles pasūtījumā Smalheer Support en Advies ir veicis Rīgas pašvaldības transporta infrastruktūras attīstības plānu auditu.

Šajā auditā Rīgas plāni salīdzināti ar Eiropas Savienības Ilgtspējīgas pilsētas mobilitātes plānu (SUMP) vadlīnijām, kā arī ar salīdzināmu pilsētu transporta infrastruktūras plāniem.

Rezultātā atzīts, ka:

- Pašvaldība nav apzinājusi un izvērtējusi visas pastāvošās problēmas, kas ietekmē transporta infrastruktūras attīstību, jo nav veikta pilnvērtīga situācijas analīze;
- Apzinātās problēmas neraksturo objektīvu situāciju Rīgas pilsētā, jo nav balstītas pilnvērtīgā situācijas izvērtēšanā un neiekļauj satiksmes drošību;
- Apzināto problēmu risināšanai pašvaldība lielā mērā nav pareizi noteikusi prioritātes, jo tās nav pietiekamas vai neatbilst pilsētas reālajām iespējām;
- Pašvaldība nav noteikusi uz problēmām balstītus risināmos uzdevumus transporta infrastruktūras jomā, jo trūkst informācijas par esošajām problēmām un satiksmes drošība nav iekļauta uzdevumos;
- Pašvaldība risinājumiem uzdevumiem lielākoties nav noteikusi izmērāmus sasniedzamos rezultātīvos rādītājus, izņemot RAP2020 vidējā termiņa mērķiem un atsevišķus rādītājus RIAS2030.

Galvenie secinājumi:

- Satiksmes bīstamība ir tikusi vāji izpētīta un spēlē pārāk mazu lomu plānos;
- Nepieciešams īpašs ieguldījums riteņbraucēju drošības uzlabošanai, lai sasniegtu satiksmes drošības un ilgtspējības mērķus;
- Trūkst monitoringa sistēmu pieejamībai, drošībai un riteņbraukšanai;
- Trūkst caurspīdīga izvērtējuma (ex ante) lielos infrastruktūras jautājumos.

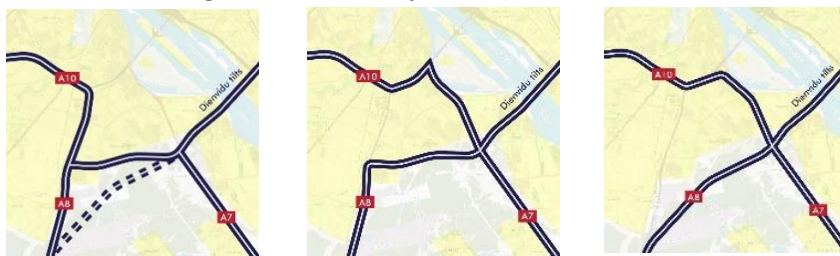
Pilns secinājumu izklāsts atrodams sadaļā 5.1., latviski – pielikumā.

Ņemot vērā Rīgas darbību un plānošanas dokumentu salīdzinājumu ar Viļņas aktivitātēm un plānošanas dokumentiem, kā arī ar Eiropas Savienības ieteiktajām SUMP vadlīnijām, sekojošās rekomendācijas ir izvirzītas:

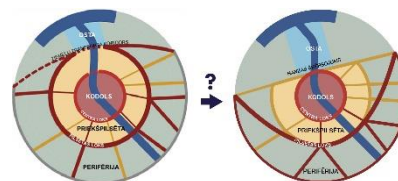
1. Atjaunot prognožu modeli un izveidot monitoringa sistēmu pieejamībai (sastrēgumiem), satiksmes drošībai un velo lietojumam;
2. Radīt īpašu programmu satiksmes drošības uzlabošanai. Koncentrēties uz melnajiem punktiem un mazaizsargātajiem ceļu satiksmes dalībniekiem. Ņemt vērā piezīmes par šo tēmu sadaļās 2.3., 3.3. un 4.3. Tā iemesls ir velo skaita palielināšanas un satiksmes drošības uzlabošanas mērķu apvienošana: pieaugot divriteņu skaitam, gaidāms smagu negadījumu skaita pieaugums, tādēļ spēcīga programma drošas riteņbraucēju infrastruktūras nodrošināšanai būtu pievienojama plāniem, lai sasniegtu abus mērķus;
3. Nākotnē plānošanas procesiem būtu jāizmanto SUMP vadlīnijas⁴⁾, tostarp darba secībai un iekļautajam kontrolsarakstam;
4. Tā vietā, lai radītu papildu programmu satiksmes drošības uzlabošanai, var veikt drīzu esošo plānu (it īpaši RIAS2030 un TRANS TmP) revīziju, šoreiz sekojot SUMP vadlīnijām (skatīt zemāk esošos ieteikumus).

Ņemot vērā augstākminēto salīdzinājumu un Eiropas Savienības ieteiktās SUMP vadlīnijas, sekojošais viedoklis ir izteikts:

- Rīgai nepieciešams realizēt vairāk projektus drošākai riteņbraukšanas un gājēju infrastruktūrai. Vispārēja pieeja satiksmes drošībai būtu ļoti svarīga.
- Nav (skaidri) veikta jautājuma par brīvu kuģošanas iespēju robežām (ap ostu) attiecībā uz kuģu augstumu pētīšana. Šādai jēgpilnai diskusijai būtu bijis jābūt veiktai.
- Rīga nav izmantojusi iespēju skaidri korigēt ielu tīklu no 2006. gada transporta plāna, izvērtējot tā atbilstību mērķiem. Šī ir zaudēta iespēja.
- Rīgas pašvaldībai ir ieteicams veidot īpašu fondu riteņbraucēju drošības pasākumu veikšanai. Naudas daudzums var tikt mainīts, balstoties uz Rīgas satiksmes drošības situācijas monitoringa rezultātiem.
- Ir ieteicama dažādu plāna daļu prioritātes noteikšana, izmantojot multikritēriju (MCA) analīzi, it īpaši šiem svarīgajiem jautājumiem:
 - o Rietumu maģistrāles novietojums;
 - o Maģistrālo ielu tīkls ap Ziepniekkalnu (A7 un A8) (trūkst iemeslu un svarīgu kritēriju svēršanas ieguvumiem/zaudējumiem);



- o Loka ceļu novietojums ap pilsētas centru: attālums no pilsētas centra un forma;



- Ir ieteicams radīt aktuālu prognožu modeli nākotnes transporta plūsmām (kravas transportam, vieglajiem auto, riteņbraucējiem, gājējiem un sabiedriskā transporta pasažieriem), jo tas ir nepieciešams, lai radītu un korigētu transporta attīstības plānus.
- Ir ieteicams radīt monitoringa sistēmu pieejamībai, drošībai un velo izmantošanai, jo tā ir nepieciešama, lai radītu un korigētu transporta attīstības plānus.
- Auditoru izmantošana ceļu ģeometrijas dizaina pārbaudei varētu radīt pievienoto vērtību;
- Rīgas loka ceļu rādiuss maģistrālo ielu tīklā ir visai mazs šāda izmēra pilsētai.
-

Attiecībā uz laika plānošanu un darbībām īstermiņā, šādi ieteikumi ir izteikti:

Ņemot vērā, ka:

- Ap 2005. gadu radītie plāni, lielākoties, tikuši tikai daļēji realizēti;
- Jaunie plāni nav balstīti aktuālā satiksmes plūsmu modelī;
- Nepastāv monitoringa sistēmas tādiem mērķiem kā drošība, pieejamība un velo izmantošana, un tās nav izmantotas plānojuma radīšanā;
- Pieaugoša velo izmantošana negatīvi ietekmē drošību, taču velo izmantošanas stimulēšana ir jāturpina;

- Esošie plāni nav efektīvi mērķu sasniegšanai un problēmu risināšanā Rīgā,

Tādēļ tiek ieteikts veikt sekojošās aktivitātes kā īstermiņa pieeju efektīvai problēmu risināšanai Rīgas transporta infrastruktūras jomā:

- Sākt darbu pie prognozes modeļa atjaunināšanas;
- Izveidot trīs trūkstošās monitoringa sistēmas;
- Īstermiņa projektu realizācijā:
 - o Noteikt prioritāti esošajiem riteņbraucēju un gājēju (drošības) projektiem, kā arī autobraukšanas drošības projektiem;
 - o Apturēt tādu projektu realizāciju, kas neiederētos visās transporta attīstības vīzijās un scenārijos;
 - o Noteikt prioritāti projektiem, kuros valda vienprātība;
- Izmantot caurspīdīgu izvērtējumu (MCA?) būtiskos infrastruktūras jautājumos;
- Tad atjaunot stratēģiju un transporta plānu, balstoties prognozes modelī, monitoringa sistēmā un būtisko jautājumu izvērtējuma rezultātos.

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1 Introduction

1.1 Occasion

The municipality of Riga has drawn up plans for tailoring the infrastructure to future needs and wishes.

The Latvijas Republikas Valsts kontrole, after this mentioned as: The Client, has the duty to screen governmental plans and investments for being effective.

The municipality of Riga has drawn up lately three reports on their policy, namely:

- Riga Sustainable Development Strategy until 2030 ¹⁾
- Riga Development Programme 2014–2020 ²⁾
- Transporta attīstības tematiskais plānojums ³⁾

The client wants the parts on transportation in these two documents to be audited on effectiveness of the plans and investments.

The client wants these plans with their effectiveness to be compared to a similar, city in the Baltics.

Furthermore, such governmental plans should be developed according to the EU guidelines for Sustainable Urban Mobility Plans (SUMP) ⁴⁾

1.2 Goal

The goal of this audit report is to deliver an analysis to the client of the transportation parts of the Riga Development Strategy and the Riga Development Program on effectiveness of the plans and investments, and explain the analysis to the client, ultimately on September 17th, 2018.

1.3 Research approach

In this chapter the research (sub-)questions, the audit criteria, as well as the research methods are presented.

1.3.1 research questions

The research questions are formulated by the client.

The research questions are:

- Q1: Is the planning of construction, reconstruction and maintenance of Riga urban transport infrastructure (including parking) effective and are the measures that are included in the municipal development planning documents based on a detailed and objective assessment of the current situation in the field of transport infrastructure?
- Q2: Are the measures included in the Riga city municipal development planning documents focused on solving Riga city transport infrastructure problems?

The research questions can be gathered into four phases conform the SUMP guidelines ⁴⁾:

- | | |
|---|----------------------|
| Phase 1: Preparing well; | [Q1] |
| Phase 2: Rational and transparent goal setting; | [Q1] |
| Phase 3: Elaborating the plan; | [Q2] |
| Phase 4: Implementing the plan. | [not in this report] |

The research questions are evolved in the Chapters 2, 3 and 4. The phases 1 and 2 cover Q1, where phase 3 covers Q2. Phase 4 covers the organizational part of a SUMP, and is not included in this present analysis.

1.3.2 Research methods

The research methods are based on the methods for gathering proof for the audit. Proof can be obtained by a favorable outcome of analysis and of the opinion of an expert. Analyses are done in accordance with the SUMP guidelines⁴⁾. The experts' opinion is made up by Mr. M. Smalheer⁴⁾, lecturer on Breda University of Applied Sciences who has extensive experiences in the subjects of this audit. That opinion is based on the analyses as well as on the comparison with the plans of the city of Vilnius.

The audited Riga reports are:

- | | | |
|--|------|------------------|
| - Rīgas Ilgtspējīgas attīstības Stratēģija līdz 2030 gadam | 2014 | (RIAS2030) |
| - Rīgas attīstības programma 2014-2020 gadam | 2014 | (RAP2020) |
| - Rīgas pilsētas velosatiksmes attīstības koncepcija 2015-2030.gadam | 2015 | (Velokoncepcija) |
| - Transporta attīstības tematiskais plānojums | 2017 | (TRANS-TmP) |

Furthermore, information is used from:

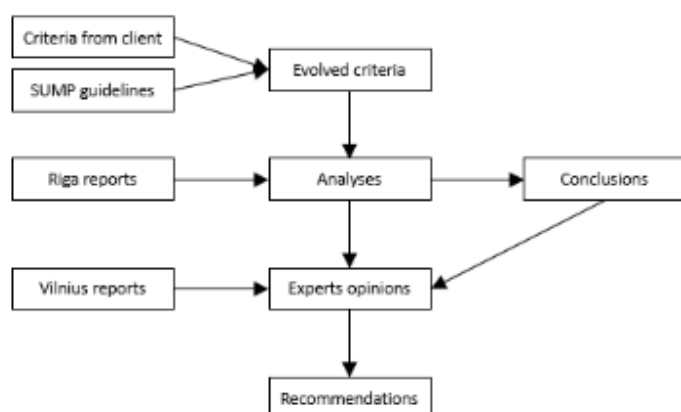
- | | | |
|---|------|-------------|
| - Transporta infrastruktūras esošās situācijas raksturojums | 2005 | (TIESR2005) |
| - Perspektīvā transporta shēma | 2005 | (PTS) |
| - Rīgas teritorijas plānojums 2006-2018.gadam | 2005 | (RTP2006) |

<https://lvceli.lv/informacija-un-dati/#satiksmes-intensitate>

<http://pilsetacilvekiem.lv/lv/asinaina-riga-otra-dala/>

<http://pilsetacilvekiem.lv/lv/bistamakas-gajeju-parejas-riga/>

1.3.3 Research model



This research model is executed for the phases 1, 2, and 3 of the SUMP guidelines⁴⁾, and are discussed in chapters 2, 3, and 4. The Recommendations are mentioned at the end, in chapter 5.

The three audited phases are mentioned in the scheme below from the SUMP guidelines ⁴⁾.

Added to this scheme are the research questions Q1 and Q2, as well as the chapters where the research questions and the phases have been addressed.

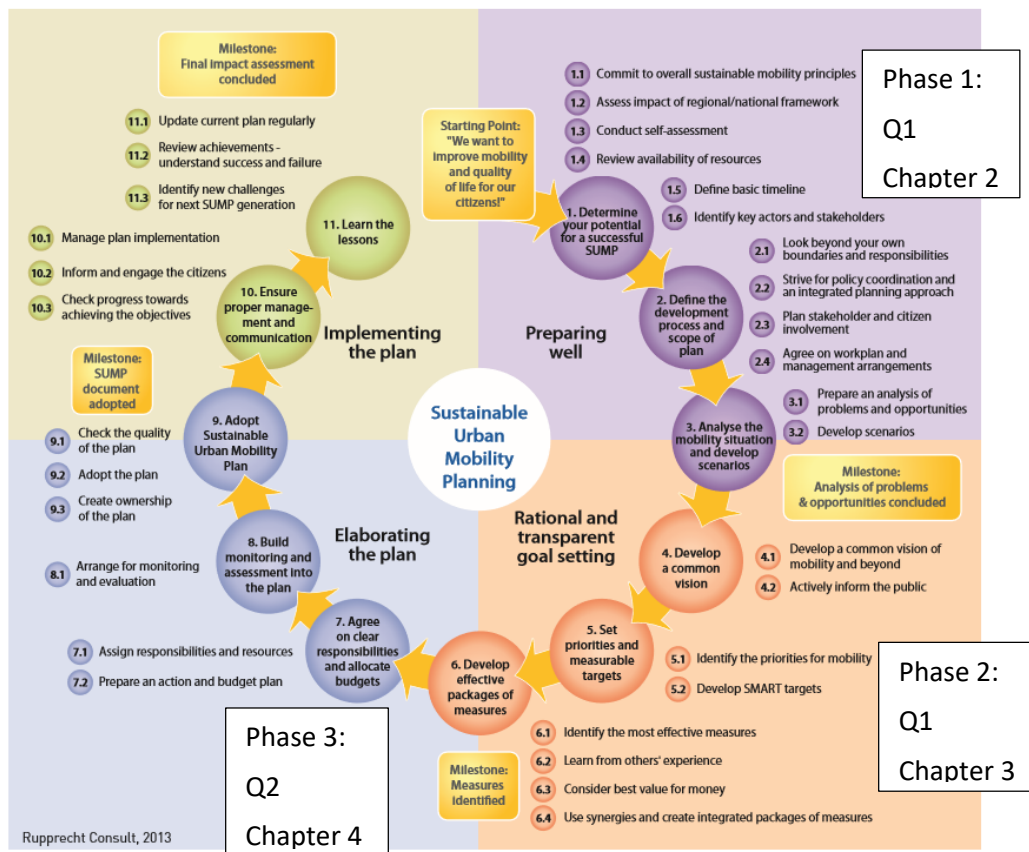


Image 1: Planning cycle for a sustainable urban mobility plan (source: SUMP guidelines ⁴⁾)

1.4 Reader’s guide

Chapter 2 describes the analyses and experts’ opinions for Phase 1. [discussing Q1]

Chapter 3 describes the same for Phase 2. [discussing Q1]

Chapter 4 describes the same for Phase 3. [discussing Q2]

Finally, in chapter 5 the conclusions and the recommendations are presented. [discussing Q1 + Q2]

2 Preparing well

In this chapter phase 1 in the SUMP guidelines⁴⁾ is dealt with. In order to obtain good plans, the start must be good. That's why in this chapter the preparation activities and results of these activities are audited.

2.1 Evolving criteria

For auditing the preparation phase the client formulated the following research question (Q1):

“Are the solutions that are included in municipal planning documents based on comprehensive and objective evaluation of the current situation in the field of transport infrastructure?”

The client also defined three sub questions. These sub questions are:

SQ1.1: Has (or has not) the municipality examined and evaluated all of the existing problems that influence transport infrastructure development?

SQ1.2: Are the problems that are examined characteristic (or not characteristic) for the objective situation in Riga?

SQ1.3: Has (or has not) the municipality defined correct priorities for solving the examined problems?

In phase 1 of the SUMP guidelines⁴⁾ only the first and second sub questions (SQ1.1 and SQ1.2) is at stake. The other sub question (SQ1.3) is dealt with in Chapter 3.

In the SUMP guidelines⁴⁾ for phase 1 (Preparing well) the following topics are mentioned together with the activities to be audited:

Step 1: Determine your potential for a successful SUMP

Activity 1.1: Commit to overall sustainable mobility principles

Activity 1.2: Assess impact of regional/national framework

Activity 1.3: Conduct self-assessment

Activity 1.4: Review availability of resources (deals with organizational aspects; this is part of sub question 3, so is no part of this audit report; see par. 1.3.1)

Activity 1.5: Define basic timeline

Activity 1.6: Identify key actors and stakeholders

Step 2: Define the development process and scope of plan

Activity 2.1: Look beyond your own boundaries and responsibilities

Activity 2.2: Strive for policy coordination and an integrated planning approach

Activity 2.3: Plan stakeholder and citizen involvement

Activity 2.4: Agree on work plan and management arrangements

Step 3: Analyze the mobility situation and develop scenario

Activity 3.1: Prepare an analysis of problems and opportunities

Activity 3.2.: Develop scenarios

In the analyses below these 3 steps with their 12 activities are discussed in order to check SQ1.1 and SQ1.2.

2.2 Analyses of the executed activities and of the reports for a good preparation

Step 1: Determining the potential for a successful plans

The evaluation on executed plans was done only superficially, which was reported as 'gradually realized'. That is also the case with black spots (traffic unsafety).

The development of transportation infrastructure must be based on three mobility pillars, principles, namely:

- 1 Accessibility
- 2 Safety
- 3 Livability

The commitment to these principals is expressed in all the documents (e.g. in the image concerning Riga's long term development goals, and in the long term goals IM1, IM2, IM3 and IM4), including the goals for Safety. Safety feeling in general is expressed indeed, but the development of a clear vision on Traffic Safety is poor or completely missing in the analyzed documents:

- RIAS2030 IM3 has no mention of safety in the text, nor in monitoring;
- RIAS2030 transport infrastructure chapter has no mention of safety;
- TRANS TMP has no mention of safety – only regarding the implementation of cycle tracks and speed reduction in residential areas.

The regional and national frameworks are assessed in all the documents, from mission to program. In practice Riga has to deal with a lot of different interests of the different adjacent municipalities within the Riga agglomeration.

The conduct on self-assessment or self-reflection by means of e.g. a SWOT analysis is well visualized in chapter 5 of the Strategy report. For that part the same remark can be made as before, on the principle of Safety, concerning Traffic Safety.

The timeline in which research is done and in which plans are developed is explained in the Introduction of report RIAS2030 (the Introduction on the Strategy) and report RAP2020. The coherence between the different research reports and the plans as shown report RAP2020 are ordered in a way in which the SUMP guidelines⁴⁾ can be executed. Nevertheless, the strategy is not based on proper analyses (see also later on).

These guidelines advise to make the implementation plans for a period of 3 to 10 years, which should be updated/reviewed every 2 years (at least once every 5 years). RAP2020 is made for a period of 7 years. It is not clear when it will be updated.

The description of the procedure for monitoring the strategy as described in chapter 11 of RIAS2030 shows a good way of reviewing plans.

Key actors and stakeholders have used the opportunity to reflect their vision and plans at the end of 2016 and the beginning of 2017. The municipality claims that the plans are developed in cooperation with the stakeholders.

Step 2: Defining the development process and scope of plans

The way in which the cooperation takes place and the attitude of the people involved determines whether there is room for looking beyond your own boundaries and responsibilities. The best way to determine that after the process took place is waiting for the comment on the plans during the public participation. Legal procedures are not subject of this audit. But when (legal) procedures are changed the suggestions mentioned in the SUMP guidelines ⁴⁾ could be of help.

An integrated planning approach is guaranteed in the timeline for developing the plans. The policy coordination was executed by the Municipality organization. Yet it is possible that during the elaboration of plans changes take place in previously determined spatial plans.

For example, the 'Rīgas brīvostas teritorija' starts at the Vansu Tilts. The consequence of that is the choice for tunnels or movable bridges for the two Daugava crossings north of the Vansu Tilts. But if 'Rīgas brīvostas teritorija' starts 1 – 3 km more north a (cheaper) fixed bridge is also possible. Such a matter must be discussed in an integrated way. Not only shipping and mobility is involved, but also finance, livability in city center, spatial planning, economy (areas for industry or else), appearance of Riga (tall ships in the very center of the town).

As already concluded key actors and stakeholders have had the opportunity to reflect their vision and plans. Looking at the variety of reflectants, reflections and reactions on that, it can be concluded that the possibility of reflection took place in openness and well planned.

Looking at the planning process as well as the sequence of reports and the numerous reflectants, reflections and reactions it can be assumed that the planning process is open and secured enough.

Step 3: Analyze the mobility situation and develop scenarios

The preparation of the analysis of problems was only partly done. The already mentioned traffic accidents as well as a proper analysis of the modal split are missed. Also a plan how to close that information gap is missing.

The prognosis model for the Riga area was not updated and was not used for the development of the reports RIAS2030, RAP2020 and TRANS-TmP.

2.3 Conclusions on a good preparation (SQ1.1 and SQ1.2)

The research question Q1 is: "Are the solutions that are included in municipal planning documents based on comprehensive and objective evaluation of the current situation in the field of transport infrastructure?"

The in this chapter analysed sub questions are:

SQ1.1: Has (or has not) the municipality examined and evaluated all of the existing problems that influence transport infrastructure development?

SQ1.2: Are the problems that are examined characteristic (or not characteristic) for the objective situation in Riga?

The answers to these questions are as follows.

The methods followed are good except for some big items, namely:

1. Proper analyses for a good preparation (evaluation of realized plans, analysis on traffic unsafety, modal split analyses) were not done in advance.
2. Traffic (un)safety data is poorly investigated and played a too little role in the preparation phase for the development of the plans, although measurable goals were set in report RIAS2030. Therefore, a good analysis of the current traffic (un)safety situation is not possible. Also no plan is drawn up for closing this information gap in the (near) future.
3. Not clear is what scenarios are developed in order to solve certain problems. For the bigger picture these missing scenarios are:
 - a. The previously mentioned example of the 'Rīgas brīvostas teritorija';
 - b. *The road network TEN-T; where the city of Kaunas (oriented in a similar place in the network, made a new network for TEN-T outside city borders, Riga chooses to keep the transportation network from the 2006 city development plan (Report TRANS-TmP, page 8-9); that includes through traffic driving on busy city roads within city borders. Furthermore, the evaluation of the goals from the 2006 Transportation plan (Report TRANS-TmP, table 3) do not justify the sticking to the network of the 2006 city development plan.*

2.4 Experts opinions on the preparation phase

Comparing the preparation phase for the municipalities of Riga and Vilnius gives the following conclusions.

- The document planning of Riga and Vilnius has many similarities.
- The SUMP guidelines are more (explicitly) the way Vilnius develops her Mobility plans.
- Vilnius invests more money in making bike facilities safe.

Where the two cities (Riga and Vilnius) are not comparable about is (see also the pieces of text in italic writing):

- The big harbor with its free passage heights and the consequences of it;
- The place in the TEN-T road network (Vilnius is located at a 'dead end', where Riga (as well as Kaunas) is located at a junction);
- Railway (Vilnius has freight bypass);
- Public Transport (Vilnius does not have trams);
- Urban Fabric (Vilnius is more spread with large greenspaces between districts).

Considering the comparison above and the advised SUMP guidelines of the EU the following opinion is stated:

- Riga's plans in RTP2006 were too ambitious and lacked measurable goals;
- Riga neglected the evaluations and analyses for a good preparation. Evaluating the effects of the realized plans of RTP2006 as well as analyses of traffic unsafety and modal split are essential.
- Riga could invest more in projects for safer bike and pedestrian facilities. A more general approach of traffic safety can be of great importance;

- TRANS-TmP made only minor changes in comparison to RTP2006 instead of making transparent evaluations (ex ante) on big issues;
- Questioning the boundaries of the area with free passage heights (around the harbor) was not (explicitly) executed;

A transparent evaluation (ex ante) is valuable for big issues like:

- The boundaries of 'Rīgas brīvostas teritorija';
- The tracing of the TEN-T road network.

3 Rational and transparent goal setting

In this chapter phase 2 in the SUMP guidelines ⁴⁾ is dealt with. In order to obtain good plans, the goals to be achieved must be good: developed rationally and in a transparent way. That's why in this chapter the goal setting activities and results of these activities are audited.

3.1 Evolving criteria for rational and transparent goal setting

For auditing the goal setting phase the client formulated the following research question (Q1):

“Are the solutions that are included in municipal planning documents based on comprehensive and objective evaluation of the current situation in the field of transport infrastructure?”

The client also defined three sub questions. These sub questions are:

- SQ1.1: Has (or has not) the municipality examined and evaluated all of the existing problems that influence transport infrastructure development?
- SQ1.2: Are the problems that are examined characteristic (or not characteristic) for the objective situation in Riga?
- SQ1.3: Has (or has not) the municipality defined correct priorities for solving the examined problems?**

In phase 2 of the SUMP guidelines ⁴⁾ the third sub question (SQ1.3) is at stake. The first and second sub questions (SQ1.1 and SQ1.2) are dealt with in Chapter 2.

In the SUMP guidelines ⁴⁾ for phase 2 (Rational and transparent goal setting) the following topics are mentioned together with the activities to be audited:

Step 4: Develop a common vision and engage citizen

Activity 4.1: Develop a common vision of mobility and beyond

Activity 4.2: Actively inform the public

Step 5: Set priorities and measurable target

Activity 5.1: Identify the priorities for mobility

Activity 5.2: Develop SMART targets

Step 6: Develop effective packages of measures

Activity 6.1: Identify the most effective measures

Activity 6.2: Learn from others' experience

Activity 6.3: Consider best value for money

Activity 6.4: Use synergies and create integrated packages of measures

In the analyses below these 3 steps with their 8 activities are discussed in order to check SQ1.3.

3.2 Analyses of the executed activities and of the reports for a good goal setting

Step 4: Develop a common vision and engage citizen

The development is done well, although the attractiveness of the vision/strategy could be improved, especially concerning safety: in RIAS2030 safety is not at all discussed and in TRANS-TmP only slightly.

Public is informed in a proper way.

A vision on national level to start with and used as input for further, regional and local development plans, is implemented into the strategy.

Strategy RIAS2030 as well as TRANS-TmP are based on an old mobility model. Little quantitative and qualitative mobility data are analyzed.

The TRANS-TmP is connected to the strategy (RIAS2030).

The developed scenarios in RIAS2030 are not followed up with a vision and a choice for one scenario. The before mentioned example of the 'Rīgas brīvostas teritorija' can be mentioned here again. But also variants for a changed main infrastructure in the area around Ziepniekkalns (A7 and A8) as well as variants for the tracing of western highway as access to the port area are not developed (just the chosen changes are presented).

Step 5: Set priorities and measurable target

The mobility principles (priority for pedestrians, bikers and public transport) are made clear in the Strategy (strategic point nr 121 in report "Transporta attīstības tematiskais plānojums").

Measurable goals concerning the number of (severe) road accidents are mentioned in RAP2020. Difficult to understand is the goal of 5% decrease of the number of accidents with injuries, where the goals for the number of fatal accidents as well as the total number of accidents are both 20% decrease. Long term goals are missed.

Measurable goals for the usage of bikes are missed in RIAS2030 as well as in TRANS-TmP.

In TRANS-TmP the long term goals should also be mentioned.

Like the vision the way the goals are communicated with stakeholders is sufficient.

TRANS-TmP: The plans for cars, bikes and pedestrians are not prioritized, although these plans are for a medium term and long period of time.

TRANS-TmP mentions traffic safety only slightly: only resulting in cycle tracks and speed reduction areas and noting for other safety aspects and car safety.

Step 6: Develop effective packages of measures

The long term development goal of giving priority to bikers has consequences for the safety (traffic safety). More biking results in more severe accidents per kilometer of travelling. Since Riga (and Latvia, and the EU) has the policy of a higher safety at the same time, it means that Riga needs to build extra biking facilities for safety. In Denmark and The Netherlands a lot of experience and knowledge is available (e.g. from SWOV). In RAP2020 this phenomena is missing.

When biking appears to be dangerous, people will decide not to take the bike; it will then be difficult to reach the mobility goals.

A special/dedicated program for the safety of bikers is not part of the plans of Riga.

A method for determining the priority or effectiveness for different parts of the plan (e.g. Multi-Criteria-Analysis) is not executed.

The accessibility of planned P+R facilities are insufficient in a few cases.

The area of reduced speed limit of 30 km/h is small for a city as big as Riga.

The package of measures in report Velokonceptija is good except for the next four remarks:

1. Profile nr 6 (page 31) must only be used in locations where no other solution is possible (because of its unsafety impact);
2. The situation where bicycles, as well as pedestrians, cross two lanes for motorized vehicles in the same direction, must be signalized with traffic lights.
3. Bike facilities are missing or skipped in existing plans.
4. The coherence of the cycle network itself as well as of the connection to the public transport is not always good, especially for communities on a distance of 5 km or more from the city center (e.g. in Vecmilgrāvis).

3.3 Conclusions on a good goal setting (SQ1.3)

The research question Q1 is: "Are the solutions that are included in municipal planning documents based on comprehensive and objective evaluation of the current situation in the field of transport infrastructure?"

The in this chapter analysed sub question is:

SQ1.3: Has (or has not) the municipality defined correct priorities for solving the examined problems?

The answers to these questions are as follows.

A knowingly exclusive extra building program for the safety of bikers is necessary for reaching the goals of safety as well as of sustainable mobility is missing. This means that the safety goals as well as the sustainable mobility goals are at stake.

Bike facilities are missing or are skipped in existing plans (e.g. on Salu Tilts).

Locations of a few planned P+R facilities are not good accessible.

The area of reduced speed limit of 30 km/h is small for a city as big as Riga.

Specific knowledge for safety for bikers is available.

A method for determining the best variant or the highest priority is not used

The plans for cars, bikes and pedestrians are not prioritized (phased), although these plans are for a medium term and long period of time.

A vision on national level to start with and used as input for further, regional and local development plans, is missed in report TRANS-TmP. If that vision would have been made and taken into consideration, probably the outcome would have been a larger width of the circular roads of Riga's main road network. In that perspective a comparison with the Helsinki road network could be made: skipping the link of circular roads between the city center and the sea could then also be taken into consideration to skip it.

Measurable goals concerning the number of (severe) road accidents are mentioned in RAP2020. Difficult to understand is the goal of 5% decrease of the number of accidents with injuries, where the goals for the number of fatal accidents as well as the total number of accidents are both 20% decrease. Long term goals are missed.

3.4 Experts opinions on the goal setting phase

It is advised to the municipality of Riga to organize an exclusive fund for bike safety measures. The amount of money can be changed depending on the outcome of monitoring the safety situation of the Riga traffic.

Prioritizing the different parts/projects (for cars, bikes and pedestrians) of the plan by using an MCA analysis is advised. Then, in combination with a proper monitoring system, it is also possible to reprioritize the different plans during the (long) execution of the plans.

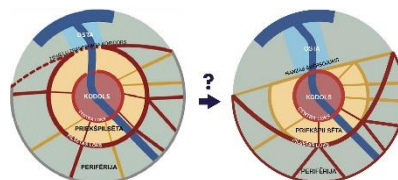
The focus in the existing plans should be more on expanding bike facilities, and on making bike facilities safer.

A transparent evaluation (ex ante) is missed, but is definitely valuable for the big issues like:

- The tracing of the western highway;
- The network for the main car infrastructure around the area of Ziepniekkalns (A7 and A8) (missed are the reasons as well as the weighing of the important criteria for costs and benefits/effects);



- The tracing of the circular roads around the city center: distance from city center, as well as shape.



The vision on the national road network should play a bigger role in the plans of Report TRANS-TmP.

4 Elaborating the plans

In this chapter phase 3 in the SUMP guidelines ⁴⁾ is dealt with. In order to obtain good plans, the elaboration of the plans must be good: developed rationally and in a transparent way. That's why in this chapter the elaboration activities for the plans and results of these activities are audited.

4.1 Evolving criteria for the elaboration of the plans

For auditing the goal setting phase the client formulated the following research question (Q2):

“Are the measures included in the Riga city municipal development planning documents focused on solving Riga city transport infrastructure problems?”

The client defined two sub questions. These sub questions are:

SQ2.1: Has the municipality determined problem-oriented tasks in the field of transport infrastructure?

SQ2.2: Has the municipality established measurable goal indicators for the task?

In the SUMP guidelines ⁴⁾ for phase 3 (Elaborating the plan) the following topics are mentioned together with the activities to be audited:

Step 7: Agree on clear responsibilities and allocate funding

Activity 7.1: Assign responsibilities and resources

Activity 7.2: Prepare an action and budget plan

This is an organizational step, and therefore no part of this audit.

Step 8: Build monitoring and assessment into the plan

Activity 8.1: Arrange for monitoring and evaluation

Step 9: Adopt Sustainable Urban Mobility Plan

Activity 9.1: Check the quality of the plan

Activity 9.2: Adopt the plan

Activity 9.3: Create ownership of the plan (this is an organizational activity, and therefore no part of this audit)

The activities of step 9 are organizational activities and therefore no part of this audit. In fact, the check on solving the problems for Riga city transport infrastructure is also audited in step 6 of the SUMP guidelines. This step 6 is discussed in paragraph 3.2, 3.3 and 3.4.

In the analyses below the remaining step 8 with just 1 activity are discussed in order to check SQ2.1 and SQ2.2.

4.2 Analyses of the executed activities and of the reports for a good elaboration of the plans

The monitoring is organized in accordance with international standards (report RAP2020-page 107). But the monitoring of the traffic accidents is not organized accurately.

The Monitoring systems that are mentioned in the plans are only monitoring the execution of the plans.

Monitoring systems for monitoring the locations and seriousness of congestion (accessibility), for the number, seriousness and locations of traffic accidents (safety), as well as for bike usage, are missing.

Auditing is done for the plans all together and not for every project separately. There is no provision for auditing geometric designs.

4.3 Conclusions on a good elaboration of the plans (SQ2.1 and SQ2.2)

The research question Q2 is: "Are the measures included in the Riga city municipal development planning documents focused on solving Riga city transport infrastructure problems?"

The in this chapter analysed sub questions are:

SQ2.1: Has the municipality determined problem-oriented tasks in the field of transport infrastructure?

SQ2.2: Has the municipality established measurable goal indicators for the task?

The answers to these questions are as follows.

The three missing monitoring systems (for accessibility, for safety, and for bike usage) are necessary for adjusting the plans in the near future. Therefore, these monitoring systems should be active in order to be able to adjust the plans.

Audits on roadway designs are not part of the plans. Organizing audits by external specialists is a proper way of checking the quality. Using auditors for every geometric design could have an added value, especially when safety is at stake.

4.4 Experts opinions on the elaboration phase

Besides an accurate prognosis model, monitoring systems for effects of executed projects (for accessibility, safety, and bike usage) are necessary for making plans and adjusting these plans, and are therefore advised.

Using auditors for checking geometrical designs will have added value.

5 Conclusions and Recommendations

5.1 Conclusions

Comparing the activities and reports of the municipality of Riga with the SUMP guidelines of the EU gives the following conclusions.

Q1: Is the planning of construction, reconstruction and maintenance of Riga urban transport infrastructure (including parking) effective and are the measures that are included in the municipal development planning documents based on a detailed and objective assessment of the current situation in the field of transport infrastructure?

Answers:

The methods followed are good except for some big items, namely:

1. Proper analyses for a good preparation (evaluation of realized plans, analysis on traffic unsafety, modal split analyses) were not done in advance.
2. Traffic (un)safety data is poorly investigated and played a too little role in the preparation phase for the development of the plans, although measurable goals were set in report RIAS2030. Therefore, a good analysis of the current traffic (un)safety situation is not possible. Also no plan is drawn up for closing this information gap in the (near) future.
3. Not clear is what scenarios are developed in order to solve certain problems. For the bigger picture these missing scenarios are:
 - a. The previously mentioned example of the 'Rīgas brīvostas teritorija';
 - b. *The road network TEN-T; where the city of Kaunas (oriented in a similar place in the network, made a new network for TEN-T outside city borders, Riga chooses to keep the transportation network from the 2006 city development plan (Report TRANS-TmP, page 8-9); that includes through traffic driving on busy city roads within city borders. Furthermore, the evaluation of the goals from the 2006 Transportation plan (Report TRANS-TmP, table 3) do not justify the sticking to the network of the 2006 city development plan.*

A knowingly exclusive extra building program for the safety of bikers is necessary for reaching the goals of safety as well as of sustainable mobility is missing. This means that the safety goals as well as the sustainable mobility goals are at stake.

Bike facilities are missing or are skipped in existing plans (e.g. on Salu Tilts).

Locations of a few planned P+R facilities are not good accessible.

The area of reduced speed limit of 30 km/h is small for a city as big as Riga.

Specific knowledge for safety for bikers is available.

A method for determining the best variant or the highest priority (e.g. MCA) is not used.

The plans for cars, bikes and pedestrians are not prioritized (phased), although these plans are for a medium term and long period of time.

A vision on national level to start with and used as input for further, regional and local development plans, is missed in report TRANS-TmP. If that vision would have been made and taken into consideration, probably the outcome would have been a larger width of the circular roads of Rīgas

main road network. In that perspective a comparison with the Helsinki road network could be made: skipping the link of circular roads between the city center and the sea could then also be taken into consideration to skip it.

The following verdict has been given:

- The municipality has not examined and evaluated all of the existing problems that influence transport infrastructure development, because a thorough analysis has not been done;
- The problems that are examined are not characteristic of the objective situation in Riga, because they are not based on a thorough analysis and do not include traffic safety;
- The municipality has largely not defined correct priorities for solving the examined problems, because they are not sufficient or do not reflect the real abilities of Rīga;

Q2: Are the measures included in the Riga city municipal development planning documents focused on solving Riga city transport infrastructure problems?

Answers:

Long term goals are missed. RIAS2030 contains only some measurable long term goals. Measurable goals for safety and the usage of bikes are missed in RIAS2030 as well as in TRANS-TmP. In TRANS-TmP the long term goals should also be mentioned.

RAP2020 contains measurable mid-term goals. Measurable goals concerning the number of (severe) road accidents are mentioned. Difficult to understand is the goal of 5% decrease of the number of accidents with injuries, where the goals for the number of fatal accidents as well as the total number of accidents are both 20% decrease.

The three missing monitoring systems (for accessibility, for safety, and for bike usage) are necessary for adjusting the plans in the near future. Therefore, these monitoring systems should be active in order to be able to adjust the plans.

Audits on roadway designs are not part of the plans. Organizing audits by external specialists is a proper way of checking the quality. Using auditors for every geometric design could have an added value, especially when safety is at stake.

The following verdict has been given:

- The municipality has not determined problem-oriented tasks in the field of transport infrastructure, because there is a lack of information about existing problems and traffic safety is not included in the tasks;
- The municipality has largely not established measurable goal indicators for the tasks, except RAP2020 mid-term goal and select indicators in RIAS2030 strategy.

5.2 Recommendations

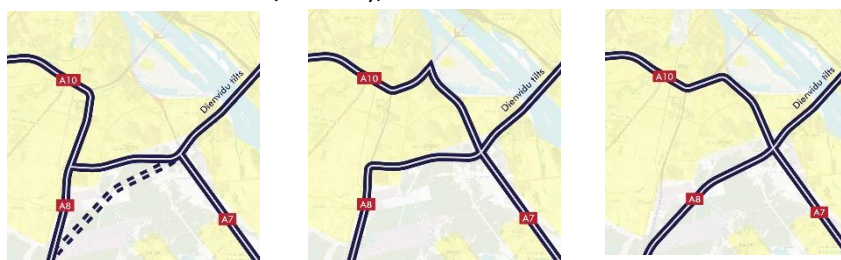
Considering the comparison of the Riga activities and reports with the Vilnius activities and reports as well as with the advised SUMP guidelines of the EU, the following recommendations are stated:

- 1 Update the prognosis model and set up monitoring systems for accessibility (congestion), for traffic unsafety, as well as for bike usage/

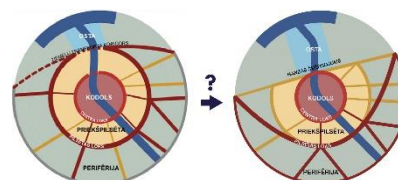
- 2 Add a program for reducing the traffic unsafety. Focus in that additional program on black spots and on vulnerable modalities, especially on bicycles. Take into account the remarks in the paragraphs 2.3, 3.3, and 4.3 on this topic. Reason for this are the combination of the goals of increasing use of bikes and of less severe accidents. A rise of severe accidents is being expected when bike use rises. Therefore, a strong program of safe bike provisions should be added to the plans in order to fulfil both goals.
- 3 In future planning processes use the SUMP guidelines ⁴⁾, with the working order (planning cycle) and the checklists included in these guidelines.
- 4 Instead of an added program for reducing traffic safety (see above: 1) a soon review of the plans (especially of reports RIAS2030 and TRANS-TmP) could be done with the application of the complete SUMP guidelines (see final advice below).

Considering the comparison above and the advised SUMP guidelines of the EU the following opinion is stated:

- Riga should realize more projects for safer bike and pedestrian facilities. A more general approach of traffic safety will be of big importance.
- Questioning the boundaries of the area with free passage heights (around the harbor) was not (explicitly) executed. This meaningful questioning should explicitly be made.
- Riga did not take the opportunity to explicitly update the road network from the 2006 transportation plan with respect to evaluation of the goals. This is a missed opportunity.
- It is advised to the municipality of Riga to organize an exclusive fund for bike safety measures. The amount of money can be changed depending on the outcome of monitoring the safety situation of the Riga traffic.
- Prioritizing the different parts of the plan by using an MCA analysis is advised, especially for the following big issues:
 - o The tracing of the western highway;
 - o The network for the main car infrastructure around the area of Ziepniekkalns (A7 and A8) (missed are the reasons as well as the weighing of the important criteria for costs and benefits/effects);



- o The tracing of the circular roads around the city center: distance from city center, as well as shape.



- An updates prognosis model for future transport volumes (trucks, cars, bikes, pedestrians, PT-passengers) is necessary for making plans and for adjusting these plans, and are therefore advised.
- Monitoring systems for accessibility, safety, and bike usage are necessary for making plans and for adjusting these plans, and therefore they are advised.

- Using auditors for checking geometrical designs could have added value.
- The radius of the circular roads in the road network of Riga are pretty small for a city of this size.

Concerning time planning for the short term the following advice is stated.

Considering:

- The programs of around 2005 were for the most parts just gradually realized;
- The recent plans are not based on a recently updated prognosis model;
- Monitoring systems on goals like safety, accessibility and bike usage are not active, and are not used for developing the plans;
- The effect of increasing bike use affect safety negatively, while stimulating bike usage must be continued;
- The actual plans do not effectively support the goals and solve the problems of the city of Riga;

, therefore the following order of activities for a short term approach of effectively solving problems of Riga city transport infrastructure is advised:

- Start working on updating the prognosis model;
- Set up the three missing monitoring systems;
- For the short term realization of projects:
 - o Prioritize already existing bike and pedestrian (safety) projects as well as car safety projects;
 - o Stop the realization of projects that do not fit in all visions and scenarios;
 - o Prioritize projects with consensus;
- Make transparent evaluations (MCA?) on the big infrastructure issues;
- Then update strategy and transportation plan, based on the prognosis model as well as the outcome of the monitoring systems and the outcome of the evaluations on the big issues.

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- 4) Guidelines developing and implementing a Sustainable Urban Mobility Plan
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Appendices:

- 1 Curriculum Vitae M. Smalheer
- 2 Client's audit listed
- 3 Secinājumi
- 4 Ieteikumi

Appendix 1



Rien Smalheer

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OBJECTIVE

To contribute to a transport infrastructure that is acceptably accurate, safe and livable, with acceptable costs of money and space. To be achieved by teaching and executing assignments in the working field.

EDUCATION

1975 – 1979 HTS-civiele techniek (BSc Civil Engineering)
 1979 – 1983 PBNA-road engineering
 1983 – 1987 PBNA-traffic management
 1979 – now various courses on sewerage, safety analysis, project management, road design software, etc.

WORK EXPERIENCE

1979 – 1980 Military Officer, in the Corps of Military Engineers
 1980 – 1983 Advisor of sewage plans, at Rijkswaterstaat-RIZA (Specialist organization for waste water)
 1983 – 1986 Road designer, at Rijkswaterstaat-Zuiderzeewerken (Dutch national road administration)
 1986 – 1993 Coordinator Traffic, at Rijkswaterstaat-Flevoland (Dutch national road administration)
 1991 – 1993 Deputy secretary, at ROVF (regional platform for road safety)
 1993 – 1998 Project manager of road projects, at Provincie Noord-Brabant (regional government)
 1998 – now Lecturer, at Breda University of Applied Sciences
 2018 – now owner, of company Smalheer Support an Advies

QUALIFICATIONS

Designing and reporting: making policy reports, designing road networks and intersections, and designing sewage networks
 Educating: making series of courses over 4 educational years, for project management as well as road-/network design
 Leading (leadership): executing project management in infrastructure projects; leading military groups on a mission; coaching students

Appendix 2

Clients audit listed

Nr. p.k.	Aktivitāte	Veicamās darbības / jautājumi, par kuriem eksperts sniedz viedokli
1.	<p>Sniegt eksperta atzinumu vai Rīgas pilsētas transporta infrastruktūras, tajā skaitā autostāvvietu, izbūves, rekonstrukcijas un uzturēšanas plānošana ir efektīva un pašvaldības attīstības plānošanas dokumentos iekļautie risinājumi ir balstīti uz vispusīgu un objektīvu esošās situācijas izvērtējumu transporta infrastruktūras jomā.</p>	<p>Veikt Rīgas pilsētas pašvaldības attīstības plānošanas dokumentu saturisko un kvalitātes izvērtējumu un sniegt eksperta viedokli:</p> <ol style="list-style-type: none"> 1) vai pašvaldība ir (vai nav) apzinājusi un izvērtējusi visas pastāvošās problēmas, kas ietekmē transporta infrastruktūras attīstību; 2) vai apzinātās problēmas raksturo (vai neraksturo) objektīvo situāciju Rīgas pilsētā. 3) vai apzināto problēmu risināšanai pašvaldība ir (vai nav) pareizi noteikusi prioritātes.
2.	<p>Sniegt eksperta atzinumu vai Rīgas pilsētas pašvaldības attīstības plānošanas dokumentos iekļautie risinājumi ir vērsti uz Rīgas pilsētas transporta infrastruktūras problēmu novēršanu.</p>	<p>Veikt Rīgas pilsētas pašvaldības attīstības plānošanas dokumentu izvērtējumu un sniegt eksperta viedokli:</p> <ol style="list-style-type: none"> 1) vai pašvaldība ir noteikusi uz problēmām balstītus risināmos uzdevumus transporta infrastruktūras jomā. 2) vai pašvaldība risinājumiem ir noteikusi izmērāmus sasniedzamos rezultātīvos rādītājus.

Appendix 3

Secinājumi

Salīdzinot Rīgas pilsētas aktivitātes un plānošanas dokumentus ar Eiropas Savienības ieteiktajām SUMP vadlīnijām, rodas šādi secinājumi:

Q1: Vai Rīgas pilsētas transporta infrastruktūras, tajā skaitā autostāvvietu, izbūves, rekonstrukcijas un uzturēšanas plānošana ir efektīva un pašvaldības attīstības plānošanas dokumentos iekļautie risinājumi ir balstīti uz vispusīgu un objektīvu esošās situācijas izvērtējumu transporta infrastruktūras jomā?

Atbildes:

Izmantotās metodes ir labas, izņemot atsevišķas, svarīgas lietas. Konkrētāk:

1. Priekšlaikus nav veikta pilnvērtīga situācijas analīze (realizēto plānu izvērtējums, satiksmes drošības analīze, modālā dalījuma analīze) labai sagatavošanās stadijai;
2. Satiksmes (ne)drošības dati ir vāji pētīti un spēlē pārāk mazu lomu plānu sagatavošanas stadijā, lai arī ilgtermiņa mērķi transportam iekļauti jau RIAS2030 (pirms veiktās analīzes). Tādēļ nav bijusi izdevība veikt labu esošās satiksmes drošības situācijas analīzi. Nepastāv arī plāni, kā aizpildīt šo informācijas caurumu (tuvā) nākotnē;
3. Nav skaidrs, kādi scenāriji ir pētīti dažādu problēmu risināšanā. Lielā mērogā trūkst sekojošo scenāriju:
 - a. Iepriekšminētā situācija ar Rīgas Brīvostas teritoriju un ziemeļu tiltiem;
 - b. TEN-T ceļu tīkls. Kur Kauņa (novietota līdzīgā vietā tīklā) radījusi TEN-T ceļu tīklu ārpus pilsētas robežām, Rīga izvēlas turpināt izmantot transporta tīklu no 2006. gada attīstības plāna (TRANS TmP, 8.–9. lpp.), kas iekļauj tranzītsatiksmes virzīšanu pa pilsētas ielām ar intensīvu satiksmi pašas pilsētas robežās. Turklāt 2006. gada transporta plāna mērķu (TRANS TmP, 3. tabula) izvērtējums nepamato šī plāna turpmāku izmantošanu.

Trūkst īpašas, atsevišķas papildu būvniecības programmas riteņbraucēju drošības uzlabošanai, kas ir nepieciešama, lai nodrošinātu drošības un ilgtspējības mērķu sasniegšanu. Tas nozīmē, ka patlaban tiek apdraudēta drošības un ilgtspējības mērķu sasniegšana.

Esošajos plānos trūkst velo risinājumu vai arī tiek netiek ņemti vērā. Piemēram, uz Salu tilta netiek veidoti veloceļi, lai arī šobrīd tiek veikta pilna šī tilta rekonstrukcija un tas jau RTP2006 atzīmēts velo infrastruktūras attīstības 12 gadu (2006–2018) plānā.

Atsevišķas plānoto stāvparku atrašanās vietas nav labi pieejamas.

Plānotā samazinātā braukšanas ātruma zona ir pārāk maza Rīgas izmēriem.

Ir pieejamas konkrētas zināšanas velo drošībai (Velokonceptija).

Netiek izmantotas īpašas metodes (piemēram, multikritēriju analīze) labākā varianta vai augstākās prioritātes noteikšanai.

Izņemot kravas transporta maršrutus, vērienīgajos infrastruktūras attīstības plānos nav noteikta to ieviešanas prioritāte, lai arī šie plāni ir paredzēti ilgam laika posmam.

TRANS TmP nav iekļauta nacionālā mēroga vīzija kā sākumpunkts tālākiem, reģionāla un vietējā mēroga plāniem. Ja šāda vīzija tiktu radīta un ņemta vērā, iespējams, ka rezultātā tiktu radīts lielāks

maģistrālo loka ielu rādiuss. Šajā perspektīvā var arī veikt salīdzinājumu ar Helsinkiem: iespējams, ka varētu apsvērt iespēju likvidēt plānotās maģistrāles starp pilsētas centru un jūru.

Secinājumu rezultātā atzīts, ka:

- Pašvaldība nav apzinājusi un izvērtējusi visas pastāvošās problēmas, kas ietekmē transporta infrastruktūras attīstību, jo nav veikta pilnvērtīga situācijas analīze;
- Apzinātās problēmas neraksturo objektīvo situāciju Rīgas pilsētā, jo nav balstītas pilnvērtīgā situācijas izvērtēšanā un neiekļauj satiksmes drošību;
- Apzināto problēmu risināšanai pašvaldība lielā mērā nav pareizi noteikusi prioritātes, jo tās nav pietiekamas vai neatbilst pilsētas reālajām iespējām;

Q2: Vai Rīgas pilsētas pašvaldības attīstības plānošanas dokumentos iekļautie risinājumi ir vērsti uz Rīgas pilsētas transporta infrastruktūras problēmu novēršanu?

Atbildes:

Trūkst ilgtermiņa mērķu. RIAS2030 satur tikai atsevišķus izmērāmus ilgtermiņa sasniedzamos rezultātos rādītājus. Gan RIAS2030, gan TRANS TmP trūkst izmērāmu mērķu drošībai un velo lietošanai. Un TRANS TmP arī vajadzētu minēt ilgtermiņa mērķus.

RAP2020 satur izmērāmus vidējā termiņa mērķus. Tiek minēti arī izmērāmi mērķi attiecībā uz (nopietnu) ceļu satiksmes negadījumu skaitu. Taču grūti saprast mērķi par 5% samazināt negadījumu skaitu ar ievainojumiem, ja gan kopējam negadījumu skaitam, gan nāvējošu negadījumu skaitam mērķis ir 20%.

Trīs trūkstošās monitoringa sistēmas (pieejamībai, drošībai un velo lietojumam) ir nepieciešamas plānu koriģēšanai tuvā nākotnē. Tādēļ šādām sistēmām būtu jābūt aktīvām, lai būtu iespējams koriģēt plānus.

Plāni neiekļauj ceļu dizaina revīziju. Korekts kvalitātes pārbaudes veids būtu veikt revīziju ar neatkarīgiem speciālistiem. Revidentu lietošana katram ģeometriskajam dizainam varētu nest papildu pievienoto vērtību, it īpaši, ja tas skar satiksmes drošību.

Secinājumu rezultātā atzīts, ka:

- Pašvaldība nav noteikusi uz problēmām balstītus risināmos uzdevumus transporta infrastruktūras jomā, jo trūkst informācijas par esošajām problēmām un satiksmes drošība nav iekļauta uzdevumos;
- Pašvaldība risinājumiem uzdevumiem lielākoties nav noteikusi izmērāmus sasniedzamos rezultātos rādītājus, izņemot RAP2020 vidējā termiņa mērķiem un atsevišķus rādītājus RIAS2030.

Appendix 4

Ieteikumi

Ņemot vērā Rīgas darbību un plānošanas dokumentu salīdzinājumu ar Viļņas aktivitātēm un plānošanas dokumentiem, kā arī ar Eiropas Savienības ieteiktajām SUMP vadlīnijām, sekojošās rekomendācijas ir izvirzītas:

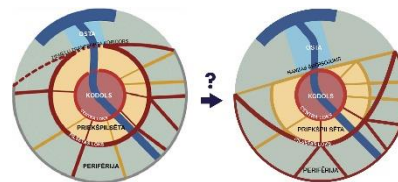
1. Atjaunot prognožu modeli un izveidot monitoringa sistēmu pieejamībai (sastrēgumiem), satiksmes drošībai un velo lietojumam;
2. Radīt īpašu programmu satiksmes drošības uzlabošanai. Koncentrēties uz melnajiem punktiem un mazaizsargātajiem ceļu satiksmes dalībniekiem. Ņemt vērā piezīmes par šo tēmu sadaļās 2.3., 3.3. un 4.3. Tā iemesls ir velo skaita palielināšanas un satiksmes drošības uzlabošanas mērķu apvienošana: pieaugot divriteņu skaitam, gaidāms smagu negadījumu skaita pieaugums, tādēļ spēcīga programma drošas riteņbraucēju infrastruktūras nodrošināšanai būtu pievienojama plāniem, lai sasniegtu abus mērķus;
3. Nākotnē plānošanas procesiem būtu jāizmanto SUMP vadlīnijas⁴⁾, tostarp darba secībai un iekļautajam kontrolsarakstam;
4. Tā vietā, lai radītu papildu programmu satiksmes drošības uzlabošanai, var veikt drīzu esošo plānu (it īpaši RIAS2030 un TRANS TmP) revīziju, šoreiz sekojot SUMP vadlīnijām (skatīt zemāk esošos ieteikumus).

Ņemot vērā augstākminēto salīdzinājumu un Eiropas Savienības ieteiktās SUMP vadlīnijas, sekojošais viedoklis ir izteikts:

- Rīgai nepieciešams realizēt vairāk projektus drošākai riteņbraukšanas un gājēju infrastruktūrai. Vispārēja pieeja satiksmes drošībai būtu ļoti svarīga.
- Nav (skaidri) veikta jautājuma par brīvu kuģošanas iespēju robežām (ap ostu) attiecībā uz kuģu augstumu pētīšana. Šādai jēgpilnai diskusijai būtu bijis jābūt veiktai.
- Rīga nav izmantojusi iespēju skaidri korigēt ielu tīklu no 2006. gada transporta plāna, izvērtējot tā atbilstību mērķiem. Šī ir zaudēta iespēja.
- Rīgas pašvaldībai ir ieteicams veidot īpašu fondu riteņbraucēju drošības pasākumu veikšanai. Naudas daudzums var tikt mainīts, balstoties uz Rīgas satiksmes drošības situācijas monitoringa rezultātiem.
- Ir ieteicama dažādu plāna daļu prioritātes noteikšana, izmantojot multikritēriju (MCA) analīzi, it īpaši šiem svarīgajiem jautājumiem:
 - o Rietumu maģistrāles novietojums;
 - o Maģistrālo ielu tīkls ap Ziepniekkalnu (A7 un A8) (trūkst iemeslu un svarīgu kritēriju svēršanas ieguvumiem/zaudējumiem);



- Loka ceļu novietojums ap pilsētas centru: attālums no pilsētas centra un forma;



- Ir ieteicams radīt aktuālu prognožu modeli nākotnes transporta plūsmām (kravas transportam, vieglajiem auto, riteņbraucējiem, gājējiem un sabiedriskā transporta pasažieriem), jo tas ir nepieciešams, lai radītu un koriģētu transporta attīstības plānus.
- Ir ieteicams radīt monitoringa sistēmu pieejamībai, drošībai un velo izmantošanai, jo tā ir nepieciešama, lai radītu un koriģētu transporta attīstības plānus.
- Auditoru izmantošana ceļu ģeometrijas dizaina pārbaudei varētu radīt pievienoto vērtību;
- Rīgas loka ceļu rādīuss maģistrālo ielu tīklā ir visai mazs šāda izmēra pilsētai.
-

Attiecībā uz laika plānošanu un darbībām īstermiņā, šādi ieteikumi ir izteikti:

Ņemot vērā, ka:

- Ap 2005. gadu radītie plāni, lielākoties, tikuši tikai daļēji realizēti;
- Jaunie plāni nav balstīti aktuālā satiksmes plūsmu modelī;
- Nepastāv monitoringa sistēmas tādiem mērķiem kā drošība, pieejamība un velo izmantošana, un tās nav izmantotas plānojuma radīšanā;
- Pieaugoša velo izmantošana negatīvi ietekmē drošību, taču velo izmantošanas stimulēšana ir jāturpina;
- Esošie plāni nav efektīvi mērķu sasniegšanai un problēmu risināšanā Rīgā,

Tādēļ tiek ieteikts veikt sekojošās aktivitātes kā īstermiņa pieeju efektīvai problēmu risināšanai Rīgas transporta infrastruktūras jomā:

- Sākt darbu pie prognozes modeļa atjaunināšanas;
- Izveidot trīs trūkstošās monitoringa sistēmas;
- Īstermiņa projektu realizācijā:
 - Noteikt prioritāti esošajiem riteņbraucēju un gājēju (drošības) projektiem, kā arī autobraukšanas drošības projektiem;
 - Apturēt tādu projektu realizāciju, kas neiederētos visās transporta attīstības vīzijās un scenārijos;
 - Noteikt prioritāti projektiem, kuros valda vienprātība;
- Izmantot caurspīdīgu izvērtējumu (MCA?) būtiskos infrastruktūras jautājumos;
- Tad atjaunot stratēģiju un transporta plānu, balstoties prognozes modelī, monitoringa sistēmā un būtisko jautājumu izvērtējuma rezultātos.