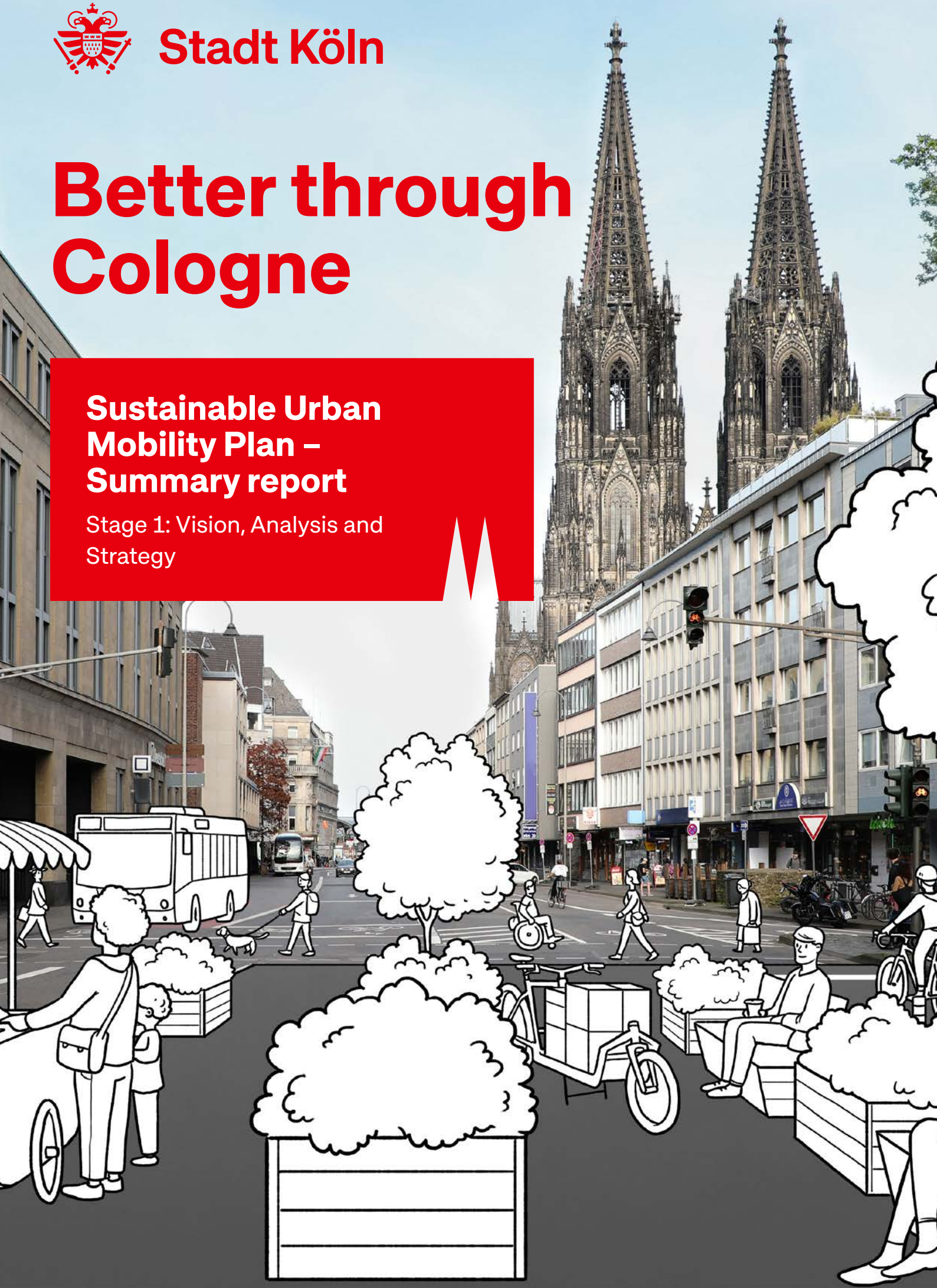
Stadt Köln

Better through Cologne

Sustainable Urban Mobility Plan – Summary report

Stage 1: Vision, Analysis and Strategy



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Acronyms

CO_2	Carbon dioxide
CO_2e	Carbon dioxide equivalents
EU	European Union
km	Kilometer
KVB	Kölner Verkehrs-Betriebe (Cologne Transport Company)
NO_2	Nitrogen dioxide
PM10	Fine dust
SULP	Sustainable Urban Logistics Plan
SUMP	Sustainable Urban Mobility Plan
TEN-T	Trans-european transport network
WP	Work package

Introduction

The development of sustainable mobility is one of the key challenges for growing cities like Cologne. This report documents the first stage of the mobility plan "Better through Cologne." The goal is to establish socially equitable, ecologically responsible, and economically viable mobility by 2035.

The previous mobility plan dates back to 1992, while the strategy "Cologne Mobile 2025" was introduced in 2014. An update is necessary to meet current demands. The new plan integrates all modes of transport, considers regional interconnections and specifies the urban development strategy "Cologne Perspectives 2030+" to achieve climate neutrality by 2035.

The plan follows the principles of a European "Sustainable Urban Mobility Plan" (SUMP) and complies with the TEN-T regulation, which requires cities like Cologne to develop a SUMP by 2027. Between autumn 2022 and the end of 2024, an analysis of the current situation was conducted, a vision with five objectives was developed and a strategy for future mobility was formulated.

A key element of the process was the comprehensive participation process, involving city administration, experts from business, science, politics and society as well as the general public. For its outstanding integration of diverse perspectives, the city of Cologne was awarded with the "Good Citizen Participation" award in 2024.

The results of the first stage serve as the foundation for the second stage in which concrete measures and an evaluation concept will be developed. Through this process, the city of Cologne is shaping a forward-thinking mobility strategy and serving as a role model for other cities.

The road to the strategy

The process of the first stage of Cologne's sustainable mobility plan was divided into four work packages (WP).

In WP 1 (Analysis of Documents), the data on the city's current mobility situation was examined.

Building on this, WP 2 (Vision and Objectives) developed the vision "Better through Cologne," along with its corresponding target concepts and indicators.

WP 3 (Analysis) included a status quo analysis to identify opportunities and deficiencies.

Based on these findings, WP 4 (Strategy) developed a target scenario that outlines the path to achieving the vision while considering the identified opportunities and challenges.

To this end, three strategic scenarios with different focal points were initially created, evaluated and compared. Ultimately, the target scenario for 2035 was selected.

Participation Process

The sustainable mobility plan „Better through Cologne“ is being developed with extensive involvement of the administration, relevant experts, and the general public. The participation process has already included various formats to integrate as many perspectives as possible.

For experts, five participation formats were established: the Mobility Advisory Board as the central consulting body, the Round Table on Mobility and Society focusing on the social aspects of mobility transition, a forum on car mobility, a Regional Forum for exchanges with neighboring municipalities, and individual consultations with specialists.

The people of Cologne were also engaged through multiple channels. In addition to online consultations on mobility strategies and goals, there were on-site participation events in public spaces, a Mobility Forum at the City Hall with thematic working groups and a special participation program for children and young people, organized with schools and youth centers. Furthermore, the sustainable mobility plan was presented and discussed at the polisMOBILITY Camp.

These diverse formats ensured that different social groups could contribute their concerns, leading to a broad consideration of mobility needs.

For its participation process in the SUMP, the city of Cologne received the "Good Citizen Participation" award from the Competence Center for Citizen Participation e.V. in October 2024. This award is presented annually in cooperation with the Berlin Institute for Participation to recognize outstanding projects as role models for effective public involvement. In 2024, four projects were selected from over 50 applications, including „Better through Cologne“.

The photo shows the two project staff members, Barbara Pauli and Friederike Christian (center), at the award ceremony.
© Photo: Tanea Sommer

Analysis of Documents (WP 1)

At the beginning, the relevant information on the current situation was compiled, evaluated and analysed. Existing directives, concepts and resolutions were examined and categorised in terms of their level of ambition.

In the first step, both European and national laws and directives as well as relevant concepts and council resolutions of the city of Cologne were analysed. Five overarching urban concepts, including 'Cologne Perspectives 2030+' and the 'Climate Neutral Cologne 2035 Strategy', served as guidelines, while six key council resolutions, including the climate emergency and the SUMP resolution, were used as guiding decisions.

The existing concepts and resolutions were evaluated on the basis of five subject areas: cycling and walking, public transport, motorised private transport, new mobility and logistics. Each topic area was categorised in terms of level of ambition, measurability and degree of implementation, based on best practice comparisons with other cities.

The results show that Cologne is pursuing ambitious goals in many areas, but often lags behind internationally. Cycling and walking are at a good level in a national comparison, but there is a lack of measurable progress indicators. The expansion of public transport shows potential, but needs more innovation and clear targets. Progress has been made in the area of motorised private transport, but further traffic flow and safety measures are required. The area of 'New Mobility' remains rather average with few innovative approaches. The logistics strategy is highly ambitious in parts, but many measures lack measurable targets.

The analysis shows that Cologne is ambitious in many areas, but needs to make improvements in terms of implementation and measurability in order to successfully realise a sustainable mobility strategy.

Vision and objectives (WP 2)

The vision describes how mobility in Cologne should develop until 2035. The aim is to make abstract plans tangible. The vision serves as a guide and is intended to ensure that various measures are aligned towards a common goal.

The vision is entitled ‘Better through Cologne’ and was unanimously adopted by the City Council on September 7, 2023. It forms the basis for further measures and concepts for mobility development.

The vision was developed in collaboration with various interest groups, including specialist stakeholders, politicians and the public. In committees such as the Mobility Advisory Board, the project group and administrative discussions, the question was discussed: ‘What should mobility in Cologne look like in 2035?’

Specific objectives crystallised in the process, which resulted in five objectives. These are:

- **I can get around the city and surrounding area easily:**
  Mobility is fast, reliable and well connected.
- **I can do many things directly in the neighbourhood:**
  Neighbourhoods enable short journey distances, invite you to linger and ensure accessibility.
- **I can participate in social life:**
  Mobility is barrier-free, affordable and opens up opportunities.
- **I feel comfortable when I am travelling:**
  Mobility is safe, clean and people look out for each other.
- **I stay active and do something for the environment and climate:**
  mobility contributes to a healthier city life and promotes climate neutrality and adaptation to climate impacts.

In order to translate the objectives into strategic measures, seven central areas of action were defined:

- Walking
- Cycling
- Public Transport
- Motorised Private Transport
- Multimodality
- Logistics
- Spatial Planning

24 target indicators have been developed that make progress towards making the objectives measurable. They are used to regularly check whether planned measures are leading to the desired goals. If deficits become apparent, corrective action can be taken at an early stage.

Analysis (WP 3)

How far is the current situation in Cologne from the objectives of the vision? What opportunities and shortcomings exist? In order to record the status quo, an analysis was carried out for the 24 target indicators of the five objectives.

A status quo value was first determined for each target indicator. If possible, a spatial differentiation was made and a distinction was made between the city centre, the inner city and the outer city. The basis for this differentiation is the 'Cologne Catalogue', a planning tool that classifies different urban areas according to their development and structure of utilisation.

The detailed results of this work package are set out in the interim report analysing the status quo, opportunities and shortcomings. The following is a compact summary of the results:

- The analysis of the objective **'I can get around the city and surrounding area easily'** revealed that the inner city has a good public transport service and a good cycling infrastructure while there are deficits in the outer city districts. In order to improve the situation, more frequent services, more capacity and the expansion of sharing services are required.
- It was observed that **many things are done directly in the neighbourhood**, especially in the city centre, where there are many short distances and more active mobility. This proportion is lower in outer neighbourhoods such as Chorweiler. There is room for improvement in terms of pavements, bicycle parking spaces and the quality of stay spent in public spaces.
- In terms of **social participation**, there are both opportunities and deficits. Most social areas are well connected to public transport, but there are gaps in some peripheral areas. Accessibility is not yet guaranteed across the board and high ticket prices are a burden for low-income groups.

- How **comfortable people feel when travelling** through the city was determined indirectly via the safety target indicators. Road safety in Cologne is inadequate, with a particularly high number of accidents involving pedestrians and cyclists when different types of traffic come together in a confined space. Traffic safety measures and safe traffic routing are urgently needed.
- CO_2 emissions in the transport sector have not been significantly reduced in the last ten years, as the analyses of the objective **'I stay active and do something for the environment'** show and underline the urgent need for action.

Based on this analysis, provisional target values were formulated for the 24 target indicators for 2035. They serve as an orientation for the future development of mobility in Cologne. The chosen approach is ambitious and includes both realisable and visionary elements.

The preliminary target goals were derived from various sources:

- Existing target values from national, regional or EU strategies were adopted.
- Best practice examples from comparable cities served as benchmarks.
- Some target indicators were defined as observation-only indicators.

The preliminary target values were discussed and validated in close consultation with the city's specialist departments and external stakeholders such as the Cologne Transport Company (KVB).

The findings served as the basis for the development of the target scenario. Once this had been developed, the target values were reviewed and finalised.

Strategy (WP 4)

The next step was to bring together the key findings from the previous analyses and findings from the participation. A strategy was developed to determine how future mobility in Cologne should develop in line with the objectives that had been drawn up. Based on the previous analyses, so-called „adjusting screws" were defined which can be understood as central levers for controlling and optimising mobility development in the seven fields of action. In addition, three overarching „adjusting screws" were identified as cross-cutting issues for all fields of action.

On this basis, three different strategy scenarios with their respective options for action were developed. They are based on the internationally recognised „avoid-shift-improve approach" and compare different priorities for achieving sustainable mobility:

- Strategy scenario 1 aims to avoid traffic by increasing the mix of uses and promoting short distances within liveable neighbourhoods (**'avoid'**).
- Strategy scenario 2 aims to shift traffic from motorised private transport to eco-mobility, in particular through the targeted promotion of public transport, cycling and walking (**'shift'**).
- Strategy scenario 3 focuses on technological innovations such as alternative fuels, digital mobility solutions and sharing services in order to increase efficiency and reduce negative environmental impacts (**'improve'**).

Each of the three strategy scenarios focuses on one of these approaches but also contains elements of the other two. All three strategies are closely interlinked and cannot be considered in isolation. The scenarios served to provide different perspectives on possible mobility strategies.

The evaluation of the three scenarios was based on various criteria, including CO_2 savings, travel times, modal split, cost efficiency, social equity and technological feasibility. The comparison of the evaluation results shows that the differences between the scenarios are rather small. This is due to the fact that each strategy scenario deliberately integrates elements of the other two scenarios in order to ensure a holistic approach. Instead of looking at the individual scenarios in isolation, the most effective elements were linked together in the target scenario and an integrated target scenario was developed.

The target scenario is the central result of the first stage of the SUMP and defines the strategic guidelines for future mobility planning in Cologne. It forms the basis for the planning of measures and implementation in the upcoming second stage in which concrete action steps are developed in order to achieve the objectives. The target scenario is therefore described in detail in the following chapter.

The core of the strategy: the target scenario

This chapter describes the development and content of the target scenario, which serves as a strategic framework for future mobility planning.

A key step in the creation of the target scenario was to translate the options for action from the strategy scenarios into strategic measures. The following aspects were taken into account:

- **Spatial differentiation:** Mobility behavior in Cologne varies spatially. Based on the "Cologne catalogue", strategic measures were developed for each of the three spatial types: city center, inner city and outer city.

- **City-wide measures:** Some strategic measures affect the entire city and are not limited to specific spatial types.

- **Cross-functional measures:** In addition to the strategic measures focused on individual fields of action, there are also measures that have an overarching effect, for example in the areas of organization, digitalization or communication.

- **Strategic standardization:** The strategic measures have been brought to a uniform strategic level. They will be worked out in detail in the second stage of the mobility plan.

Strategic measures in the city as a whole – creating together

The strategic measures for Cologne are closely interlinked and aim to create a safe, sustainable and connected city for everyone. Participation, collaboration, digitalization and forward-looking urban planning form the basis for sustainable urban development. The following measures implement the "Better through Cologne" vision with its five objectives at the level of the city as a whole.

Promote inclusion

In order to enable all people to participate in urban life, accessibility, non-consumptive recreational spaces and a safe pedestrian infrastructure must be guaranteed. This includes the barrier-free design of footpaths, the expansion of barrier-free public transport stops and compliance with the standards of the design manual "Cologne designs standards" and the parking master plan. Particular attention is being paid to implementing the "free corner" principle to ensure safe crossings at intersections.

Another focus is on the safety of school routes and school mobility management, with the city of Cologne playing a pioneering role in the area of school streets. Accident blackspots are to be defused in order to increase safety for all age groups.

In addition to the infrastructure, sharing services such as cargo bikes and station-based car sharing are to be expanded and made more accessible for families and older people. Low-income households are to be supported through discounts for sharing services and a reduced public transport ticket for Cologne Pass holders. The Cologne Pass offers reduced services for citizens who receive transfer payments.

Create networks

The development of a networked city requires the strengthening of existing networks and the establishment of new collaborations. In this context, the Mobility Advisory Board, which brings together experts from business, politics and mobility, remains an important body for city-wide mobility planning.

The regional coordination of commuter and logistics traffic should be improved, as Cologne as a business location is closely linked to the surrounding area. The dialog with the city administration is to be intensified in order to develop solutions for urban logistics, retail and trade businesses. A more detailed consideration logistics and commercial transport for the city as a whole and for specific areas will be carried out as part of the Sustainable Urban Logistics Plan (SULP), which has yet to be developed. This will further specify the strategic measures defined in the sustainable mobility plan and supplement them with additional measures.

In addition, cooperation with employers should create incentives for company mobility management, with the city of Cologne acting as a role model. In this way, companies can specifically address the mobility needs of their employees.

The active involvement of Cologne's population is essential. To this end, structures for bottom-up processes in the administration are to be strengthened and better communicated. In addition, creative and ideas workshops in the districts will be supported in order to promote local exchange and co-design.

Being digitally networked

Innovative technologies are crucial for a modern and efficient city. Digital real-time information is to be integrated across the board in public transport for greater planning reliability and in intelligent traffic management systems to optimize traffic flows. In addition, the digital recording and coordination of parking spaces should improve the use of space and reduce parking search traffic.

An urban data ecosystem with access options for various stakeholders should facilitate collaboration and enable data-based decisions. Existing urban platforms such as the city of Cologne's Open Data Portal are to be integrated into a networked system to ensure secure data exchange. In this way, real-time data can be analysed, visualized and made usable for various urban applications.

Integrate urban planning

Integrated urban planning combines the issues of mobility, living, working and the environment and focuses on polycentric structures to strengthen the neighborhoods. Mobility aspects are to be incorporated into the retail and center concepts of the city districts and commercial areas are to be better integrated.

Guidelines for neighborhood development are to be drawn up to ensure that mobility is taken into account at an early stage in new construction projects. These guidelines form the basis for neighborhood-based mobility management in new and existing neighborhoods. In addition, climate-resilient urban planning will be promoted in order to give greater consideration to ecological aspects.

The aim of redensification is to make efficient use of inner-city areas, secure open spaces and social infrastructure and enhance public spaces. To this end, green spaces, footpaths and cycle paths are being created. At the same time, the use of existing parking spaces will be optimized.

In addition, the distribution of space will be adapted so that the expansion of the charging infrastructure for electric vehicles in public spaces can be further promoted.

Strategic measures in the city center – space for encounters

The city center comprises the area at the left bank of the Rhine within the inner green belt as well as the Deutz district on the right bank of the Rhine. The city centre is characterized by retail, gastronomy, culture and sights, as well as residential areas. The radial urban structure means that there are many commuter routes. This results in a concentration of traffic towards the city center, which forms a central traffic hub.

Walking: breaking down barriers

Pedestrian traffic plays a central role, especially in the city center, where there are cramped conditions and conflicts with other road users. For this reason, footpaths should be extended and obstacles removed. E-scooters are often perceived as an obstacle and pose a problem for people with limited mobility in particular. Suitable parking facilities should therefore be created, for example through mobile stations or designated parking areas In addition, direct connections should be strengthened and better crossing options should be created to reduce detours for pedestrians. This applies both in the street space and between districts, particularly with regard to Rhine crossings.

Cycling: using space

Cycling plays a decisive role in shifting short journeys to active modes of transport. There is a great need for high-quality bicycle parking facilities, particularly in the retail and local supply area, the expansion of which increases the attractiveness of cycling. A key factor in promoting cycling is the expansion of safe cycling infrastructure that not only offers sufficient space, but is also continuous and as separated as possible from other road users. In addition, the speed of travel must be improved, for example through suitable Rhine crossings, in order to ensure safe and efficient connections.

Public transport: increasing capacities and increase operating quality

In the city centre, the focus is on optimizing the processes and service quality of public transport. The main objectives are higher frequencies, particularly at off-peak hours, and increased reliability in order to maintain the attractiveness of the service compared to private cars. Additional east-west connections are to be created to overcome the topographical barrier of the Rhine. In addition to optimizing existing lines across the Rhine bridges, alternative solutions such as water buses or cable cars should also be examined. Regarding the urban development projects “Deutzer Hafen” and “Mülheim Süd”, the north-south public transport connections on the right bank of the Rhine are also to be strengthened.

Motorised private transport: reorganize road space

The redesign of the street space in the city center aims to meet current and future requirements. A central aspect is the reduction of stationary traffic in order to create space for pedestrians and cyclists, green areas and delivery zones. This reduces conflicts of use and increases road safety. At the same time, parking space management will be optimized to improve the utilization of parking lots and minimize parking search traffic. There are also plans to set up further 30 km/h zones to reduce the number of accidents and increase road safety.

Multimodality: structuring the offer

The existing range of KVB bikes, car sharing and private e-scooter services already offers good opportunities for multimodal travel in the city center for the residents of Cologne. In addition, the network of sharing stations is to be further expanded in accordance with the mobile stations spatial plan that has already been adopted. The aim is to increase the range of options in the city center and to make it more attractive than private car ownership.

Logistics: better organization of routes

Due to the high retail density in Cologne's city center, efficient solutions for delivery traffic are required. As delivery traffic is concentrated in the city center due to the urban structure, economic zones are to be further expanded. These are reserved for businesses, care and delivery services and are to be created primarily in areas with high parking pressure. In addition, the promotion of central logistic points is being examined, including (provider-neutral) micro-hubs in the city center. At these places, goods are transferred from large delivery vehicles to smaller, more environmentally friendly means of transport and distributed.

Spatial Planning: expanding urban greenery

The urban planning field of action focuses in particular on greening the city center. The aim is to reduce heat stress and improve the quality of life. The measures include green roofs and façades as well as unsealing, which help to make the city more climate-resilient. The redesign of the streetscape creates meeting spaces with play areas, seating and restaurants. This will offer the public a more liveable space.

Strategic measures in the inner city – at home in my neighborhood

The inner City comprises the area of Cologne that lies between the inner and outer green belts and on the right bank of the Rhine within this radius. Mixed and dense districts with lively urban spaces have developed in the inner city and cultural offerings can also be found in this area. Particularly in the inner city, the districts are coming under increasing pressure due to rising traffic congestion. There is great potential for redensification, as a result of which additional control of new traffic will be necessary.

Walking: everything in reach

A central concern is the promotion of pedestrian accessibility to destinations in the neighborhood district, as attractive footpaths increase the likelihood of journeys being made on foot. Gaps in the footpath network are to be closed and accessibility is to be improved. Important measures include direct connections and optimized crossing options to save time and increase comfort. The footpaths should be wide, continuous and of a high quality to make walking pleasant and barrier-free for everyone.

Cycling: enabling a free ride

A continuous cycling network should enable safe connections within the neigborhood, to the city center and adjacent districts. In addition, efforts should be made to speed up continuous cycle routes, for example by giving priority at traffic lights. Secure bicycle parking facilities at the starting point and destination are a prerequisite for increased use of the bicycle as a means of transportation. Especially in densely populated districts, the creation of secure parking spaces in neighborhoods and at central facilities is elementary.

Public transport: strengthening the spaces in between

Public transport in the inner city is well developed, especially in the direction of the city center. In future, the focus should be on tangential connections and better Rhine crossings in order to improve connections between individual districts. Measures such as bus lanes, traffic light priority and express bus lines can help to speed up and increase the reliability of public transport in order to shorten travel times and increase its attractiveness compared to cars.

Motorised private transport: reorganize car traffic

To improve the quality of life in the neighborhoods, noise and exhaust emissions must be reduced. It is necessary to concentrate car traffic on the so called “main motorized traffic network” in order to reduce through traffic in side streets. This requires the expansion of speed-reduced sections with 40, 30 and 20 km/h speed limits as well as the introduction of 30 km/h zones and traffic-calming measures. In addition, a fairer distribution of public space is required, with more space for people to stay and for sustainable mobility, and a reduction in stationary traffic, also by means of consistent penalties for parking offences. In addition to restrictive measures, accompanying incentives are crucial to facilitate the changeover and contribute to a long-term reduction in parked vehicles, e.g. with the help of an expanded car-sharing service.

Multimodality: expanding offers

Due to the capacity limits of the sharing offer, an expansion of the mobile stations is of great urgency. The mobile stations should be established as rental stations and used as meeting places. Availability is a decisive factor in maximizing usage. As soon as a sufficient number of mobile stations have been established, additional measures such as greenery and seating can be implemented to increase the quality of stay.

Logistics: bundling delivery traffic

Reducing inefficient doorstep parcel deliveries can significantly reduce delivery traffic in the inner city. Central, provider-neutral pick-up points should be increasingly expanded in order to bundle delivery trips and discharge the burden on residential areas. In addition, central pick-up points should be set up at locations with a high frequency of pedestrians, e.g. at local supply facilities. This offers users the opportunity to combine everyday routes and avoid additional journeys. In the event that doorstep delivery is necessary, this should be emission-free in future. Electric vehicles and distribution via micro-hubs are recommended. Emission-free transportation remains a key component of sustainable logistics.

Spatial planning: strenghten neighborhoods

Short distances promote active mobility and the accessibility of urban amenities. To this end, land use must be made more efficiently, dual use must be promoted and neighborhoods must be densified in a targeted manner in order to bring living space, workplaces, facilities for daily needs and leisure activities closer together. In addition, creating a pleasant living environment and strengthening the sense of community among residents is of great importance. To this end, the creation of meeting spaces and the improvement of the quality of life in public spaces should be prioritized.

Outer city – green and well connected

The outer city comprises the areas of Cologne that lies outside the outer green belt. The urban structure is extremely heterogeneous and ranges from partly suburban residential areas to large housing estates. With the exception of large housing estates, the mix of uses and density of the neighborhoods in this area are significantly lower. Social and cultural facilities are less pronounced in this area. There are large commercial areas in the outer city.

Walking: reach everything

In the outer areas, where longer distances are often made, a car-centered design of the streetscape can be observed. In order to counteract the dominance of car traffic in the streetscape and make it attractive for other modes of transport, areas that are currently particularly car-centric should be redesigned to be pedestrian-friendly. The design of paths that make walking or cycling attractive can help to ensure that at least short distances are no longer covered by car.

Cycling: fast on the move

In order to make cycling over longer distances in the outer city more attractive, the expansion of cycle commuter routes towards the city center and between the city districts is crucial. The focus here should be on direct and continuous connections and on speeding up cycling. Targeted links with the surrounding area are also important in order to integrate commuters. In addition, a sufficient supply of safe and user-friendly bicycle parking facilities must be created at public transport transfer points, for example through covered parking spaces or the expansion of bike + ride areas at central hubs.

Public transport: making services competitive

Competitive public transport is characterized by speed, reliability and punctuality. In the outer districts in particular, a demand-based improvement is essential, both for access within the districts and for connections to the city center. In addition, the connections across the Rhine should be expanded and new solutions should be examined. Better coordination with the requirements of the surrounding area and sensible networking are crucial in order to ensure seamless mobility across all city districts and neighboring municipalities.

Motorised private transport: reorganize car traffic

A reorganization is required in order to sustainably reduce car traffic on the streets. Through traffic should be concentrated on the main motorized traffic network and 30 km/h zones and other traffic-calming measures should be expanded outside this network in order to improve both road safety and quality of life. Illegal parking should be consistently punished as public space in the outer city is often taken up by parked cars even though private parking spaces are available. Freed-up space should be used for the benefit of eco-mobility.

Multimodality: Linking commuter traffic

In order to better link multimodal travel chains for commuters, the network of sharing services is to be expanded nationwide in accordance with the adopted spatial plan for mobile stations. Ideally, this network should include both stationary sharing services as well as flexible free-floating options in the fine access. In addition, the needs-based expansion of park + ride- and bike + ride-facilities will make a significant contribution to improved connections and a seamless transition between different modes of transport.

Logistics: Bundling delivery traffic

Similar to the inner city, there is also potential here in delivery traffic to avoid or bundle delivery trips. By bundling delivery traffic at central pick-up stations, for example at public transport hubs and at central locations in neighborhoods, delivery trips can be better bundled and avoided. Commuters can benefit from such a service, especially at public transport stops.

Spatial planning: Decentralize options

The decentralization of options – that means more options in the respective districts of the outer city – creates lively neighborhoods and ensures shorter distances, which makes it easier to walk everyday on foot or by bike. There is a lack of social and cultural facilities in this type of area in particular. Targeted, demand-based densification with facilities for daily needs and leisure activities in the neighborhoods makes particular sense. This creates valuable meeting spaces. In order to ensure the accessibility of these facilities, urban development geared towards public transport should be promoted. New development areas in particular should be designed to ensure that accessibility by public transport is guaranteed even before people move in.

Target values

A regular, methodologically grounded and systematic (interim) evaluation of progress is essential for the successful implementation of the SUMP. This allows success to be measured objectively and the catalog of measures to be developed in the second stage to be adapted and further developed if necessary. In this way, the objectives of the vision can be achieved within the planned time frame.

The following target indicators and target values for 2035 were defined on the basis of the target scenario:

I get around the city and area easily

Target indicator	Status quo value	Target value
Travel time comparison *(travel time ratio of public transport to motorized private transport)*	1.73 (2018)	1.5
Access quality *(proportion of residents served by 10-minute intervals at peak hours, 15-minute intervals at off-peak hours)*	› Peak hours: 75 % › Off-peak hours: 65 % (2018 / 2023)	› Peak hours: 82 % › Off-peak hours: 68 %
Punctuality and cancellations in public transport *(punctuality / cancellations)*	› Light rail: 79 % / 6.4 % › Bus: 75 % / 3.7 % › Rail: 76 % / 5.1 % (2022)	› Light rail/bus: minimum 90 % (from 3 min) / less than 2 % › Rail: minimum 95 % (from 5 min) / less than 1 %
Congestion motorised private transport *(congested vehicle kilometers)*	2.1 % (2023)	Observation indicator
Number of mobile stations per 100,000 inhabitants	1.6 (2023)	100
Number of sharing memberships *(car, bike and e-scooter sharing)*	› At least one membership: 47 % › At least two different memberships: 23 % (2022)	Observation indicator
Expansion of cycle paths	› Yellow network: 482 km › Green network: 883 km (2023)	Creation and realization of a concept for the implementation of cycling measures

I do a lot of things directly in the neighborhood

Target indicator	Status quo value	Target value
Share of short journeys *(share of all journeys, excluding journeys to work)*	44 % (2022)	50 % and in no borough below 40 %
Perceived quality of stay (Scale 1, very satisfied, to 5, very dissatisfied)	*Will be collected in the future*	Minimum 2.5 in survey
Change in the number of parking spaces	*Will be collected in the future*	Monitoring indicator; parking space reduction results from the implementation of current and future measures, e. g. by ending illegal parking

I can participate in social life

Target indicator	Status quo value	Target value
Accessibility of public trans-port	› Light rail: 87 % › Rail: 53 % (2022)	100 %
Cost burden of public transport ticket[1]	6.5 % (2022)	5 % or less
Accessibility of public transport in social areas *(proportion of more or less developed in the peak hours and off-peak hours compared to the city as a whole*[2]*)*	› Peak hours: +6 % › Off-peak hours: +3 % (2018 / 2023)	All social areas not below the Cologne average and not be-low the district average

1 The cost burden relates to people with a low income (below the at-risk-of-poverty threshold) and owners of the Köln-Pass (The Köln-Pass is an aid for people in Cologne who, for example, have a low income or a disability.)

2 In peak hours in 10-min-intervals and in off-peak hours in 15-min-intervals.

I feel good when I'm out and about

Target indicator	Status quo value	Target value
Traffic fatalities and serious injuries	668 serious injured, 13 traffic fatalities (2022)	No traffic fatalities and serious injuries (vision zero)
Number of accident blackspots reported more than once in the last five years	29 (2019–2023)	0
Perceived safety (Scale 1, very satisfied, to 5, very dissatisfied)	› 3.31 in the vehicle › 3.12 at the stops (2022) *Security in public spaces will be surveyed in future*	Minimum 2.5 in survey
Proportion of children who walk/ come to school by bike	69 % (2022)	80 %
Perceived cleanliness (Scale 1, very satisfied, to 5, very dissatisfied)	3.23 in the vehicle (2022)	Minimum 2.5 in survey
Perceived consideration (Scale 1, very satisfied, to 5, very dissatisfied)	*Will be collected in the future*	Minimum 2.5 in survey

I stay active and do something for the environment and climate

Target indicator	Status quo value	Target value
Air pollutants (NO_2, PM10)	› NO_2: 31 µg/m^3 › PM10: 16 µg/m^3 (2022)	› NO_2: 20 µg/m^3 › PM10: 10 µg/m^3
Noise pollution *(proportion of residents affected by noise pollution >55 db(A))*	49.7 % (2022)	34.8 % (reduction of 30 %)
Greenhouse gas emissions (CO_2e)	2.5 million t CO_2 equivalents (2019)	0.33 million t CO_2 equivalents
Modal Split	› Sustainable transport: 75 % › Motorized private transport: 25 % (2022)	› Sustainable transport: 80% › Motorized private transport: 20 %

Number and sustainability of cars

Spatial type	Number of cars/ 1,000 inhabitants (2022)	Share with alternative drives [%]	Spatial type	Number of cars/ 1,000 inhabitants	Share with alternative drives [%]
City center	276	12	City center	< 250	> 50
Inner city	330	7	Inner city	< 270	
Outer city	444	7	Outer city	< 400	

Assessment

The target scenario was examined for its conformity with the vision, climate neutrality, feasibility and social compatibility. External key factors such as the legal framework, political support and financial options were also taken into account in the assessment.

Achievability of the vision: All strategic measures contribute to the target indicators and support the implementation of the vision. Each target indicator is positively influenced by at least one measure, whereby central aspects such as the modal split are addressed several times. In the case of subjective indicators such as perceived safety, only a few measures have a direct or indirect influence on changes in this area. This can be refined in the second stage.

Achievability of Cologne's climate target: The CO_2 savings were estimated based on the predicted car kilometers and the expected energy mix of the vehicles. In order to achieve the climate neutrality target by 2035, a significant reduction in car traffic and a consistent turnaround in drive systems is necessary. All measures in the target scenario must be implemented consistently, backed by political support and favorable framework conditions.

Feasibility of the strategic measures: The target scenario only includes measures that are legally and technologically feasible. Future technologies such as autonomous driving were deliberately excluded, as their development and market maturity are currently not foreseeable in a big scale. The focus is on tried and tested measures, some of which have already been implemented in Cologne but are not yet established across the whole city.

Social compatibility of the strategic measures: Each measure was examined with regard to potential disadvantages for certain population groups. The assessment by the Round Table on Mobility and Society revealed that all central criteria for socially acceptable mobility are largely fulfilled. However, according to the committee, the next planning phase must focus on targeted measures to improve reliability.

Outlook

With the first stage of the development of the SUMP, the city of Cologne has taken a significant step towards future-oriented and sustainable mobility planning.

The second stage of developing the SUMP will begin in fall 2025 and is scheduled to last 18 months. During this period, the target scenario will be enriched by concrete measures, the first cornerstones for implementation will be laid and an evaluation concept will be developed. With the completed SUMP, Cologne will show that sustainable mobility is not just a vision, but a viable option for the future.

The first step is the development and evaluation of measure packages. These packages bring together measures that contribute particularly well to achieve the target scenario due to their interactions. In addition to measures that have already been planned, new approaches are developed that contribute to achieving the target. They will be evaluated in terms of their effectiveness, costs and possible synergies in order to prioritize the implementation of particularly effective measures. In addition, an integrated target transport network will be developed that offers a clear perspective for the future traffic structure and also serves as a basis for urban planning and the acquisition of funding. To monitor success, an evaluation concept based on the target indicators will be developed to enable regular review and adjustment of the strategy.

Parallel to the SUMP, the SULP is being developed as a plan for commercial and delivery traffic that will enable sustainable and efficient urban logistics. The close integration of the two concepts will improve the mobility of people and goods and is an important step towards Cologne's sustainable development.

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