Interreg North Sea

Co-funded by the European Union

ShareDiMobiHub

Upscaling Action Plan

DELIVERABLE WP.2A2

September 2025
Mirjam de Keizer (VRA)

Summary sheet

Project Name	ShareDiMobiHub
Title of the document	Upscaling Action Plan Vervoerregio Amsterdam
Deliverable	A2
Work Package	WP2
Programme	Interreg NSR
Coordinator	Province of Utrecht
Website	https://www.interregnorthsea.eu/sharedimobihub
Author	Mirjam de Keizer, Vervoerregio Amsterdam
Status	Final
Dissemination level	Public
Reviewed by	
Submission date	
Starting date	September 2022
Number of months	36

Project partners

Organisation	Abbreviation	Country
Province of Utrecht	ProvU	Netherlands
Capital Region of Denmark	CRD	Denmark
Vestfold county	VTFK	Norway
Subpartner: Statens vegvesen	SVV	Norway
Subpartner: Tønsberg kommune	TK	Norway
Promotion of Operation Links with Integrated Services	POLIS	Belgium
City of Amsterdam	AMS	Netherlands
City of Leuven	LEU	Belgium
University of Antwerp	UAntw	Belgium
Transport Authority for the Amsterdam Region	VRA	Netherlands
Mpact	Mpact	Belgium
Autodelen.net	Auto	Belgium
City of Rotterdam	ROT	Netherlands
Hamburg University of Applied Sciences	HAW	Germany
University of Applied Sciences Utrecht	HU	Netherlands

Document history

Version	Date	Organisation	Main area of changes	Comments
0.1	8 sept 2025	VRA		

Table of Contents

1. Introduction

Shared and Digital Mobility Hubs (ShareDiMobiHub) aim to improve urban multi-modal accessibility by increasing the introduction and uptake of shared mobility hubs, resulting in a modal shift and changed behaviour towards shared mobility hubs. As partner of the SDMBH project the VRA is working on an approach on regional shared mobility. The reason why we work on this approach is because shared mobility is increasingly part of our total transport system. Shared bicycles, shared scooters, shared cargo bikes and shared cars are a new option to transport ourselves through the VRA. Their use can become a component to increase accessibility and liveability. Both through the 'first and last' mile function, as well as zero-emission and reducing (private) car use. Designing space for this type of mobility is desirable. This goals are in line with the ambition of SDMH to improve urban multi-modal accessibility.

With the framework, we build on the Vervoerregio's policy framework for mobility and highlight preconditions for our contribution to the realisation of shared mobility hubs. This document contains a framework to prepare for deployment as the ambition is to execute the regional system from 2027. In this upscaling action plan we describe actions, the decision-making process and the preparation towards the system.

1.1 The Vervoerregio Amsterdam

The 14 municipalities in the region of Amsterdam Aalsmeer, Amstelveen, Amsterdam, Beemster, Diemen, EdamVolendam, Haarlemmermeer, Landsmeer, Oostzaan, OuderAmstel, Purmerend, Uithoorn, Waterland, Wormerland and Zaanstad form the Vervoerregio Amsterdam.

The VRA has about 150 professionals who on behalf of the municipalities prepare decision making, draw up regional policy, initiate and carry projects such as a regional approach on shared mobility. Decision making and consultation take place in the regional council, along with consultation between the daily administration and portfolio holders. The burgomasters and aldermen of the fifteen municipalities are represented here.

1.2 The Vervoerregio Amsterdam and shared mobility

The regional approach of the VRA on shared mobility will lead to a network of hubs within the region. Offering shared mobility in hubs ensures an easy-to-find concentration of supply, prevents clutter in public space and ensures an easier chain journey. The Transport Region is currently co-financing these hubs. Municipalities are responsible as road managers. They realise the project, with a subsidy from the Transport Region.

In the current rollout and the intended rollout in a regional system, it is hubs at metro stations to provide for the first & last mile, shared mobility linked to major traffic disruption and shared mobility in

area development. In a next phase, points of interest such as swimming pools and shopping centres would be eligible. In this way, we facilitate reliable travel to and from locations from public transport. Large work locations are also possible locations for hubs. These locations are often at a distance from the nearest stop, which makes the car more attractive than a public chain journey. In collaboration with employers, employer approaches can be concluded to ensure that employees exchange their car journey for a multimodal journey. It is likely that when realising locations at public transport stops, the Transport Region will possibly take on a large part of the financing, if public transport use is not significantly reduced. At other locations, different percentages of co-financing will be agreed. The Transport Region still has to work out this part of the deployment. However, the established national house style must be used to create a recognisable product.

2. Objectives

The main objective of the project of the VRA is to deliver ánd realize a regional approach to shared mobility. This contains a detailed elaboration of the system itself, including the legal, financial and organisational side, as well as a description of the role and responsibilities of all partners within the system.

3. Actions

In the process of developing a regional approach to shared mobility there are several actions that we have taken en will take. We give you a summary:

- Establishing principles for the approach.
- Doing research on 5 options for a regional approach.
- Weighing the contribution to the objectives.
- Filling in basic principles.
- Organizing decision-making on a further developed system.
- Completing preconditions for the approach.
- Weighing the contribution to the objectives.
- Further development of the provision, as in number of vehicles, system characteristics and locations, also zooming in on a number of specific impacts. The elaboration in 2025 takes a closer look at the shift in transport modes used, with a special focus on the decrease in car usage in the Transport Authority's different subareas. Within the changes in public transport usage, we will also work out the distinction between train and bus/tram/metro, using the same model we have used here.
- A modal shift also requires a mental shift. To this end, we supplement the outcomes of the model with insight into desired behaviour and target groups.
- Carry out the legal process, including (municipal) decision-making, in close cooperation with the fourteen regional municipalities.
- Preparing the tendering process for the regional shared bicycle contract and the regional shared moped contract, including a thorough market consultation.
- Designing a monitoring strategy by working out measurable KPIs (Key Performance Indicators). We will bring the KPI's in line with the policy goals of the VRA such as safety, health and sustainability, as well as the goals of the 14 regional municipalities. We also proposing how exactly this will be monitored. In it, we describe what information is supplied by which party and when, so that we can see trends and act on them. To this end, there will be a link with the national programme Natuurlijk!Deelmobiliteit.

- We are executing a process of tendering:
    - Brainstorm about list of requirement.
    - Check concept list of requirements with expert colleagues within the Vervoerregio Amsterdam.
    - Check concept list of requirements with expert colleagues from municipality of Amsterdam.
    - Check concept for list of requirements with market. This is done through a market consultation. We hope to increase potential for enrolment because we checked do's and don'ts on beforehand.
    - We are consulting, informing and working together with our municipalities about regional shared mobility to include their vision, worries and perceived chances into our final plan. Many factors are included into the List of Requirements. Moreover, by involving them closely during this process, they are aware of the coming actions that they need to execute to be able to be apart of the regional shared mobility system.
    - We are keeping an eye on province of Utrecht on how their tender is working and what we can learn from them.
    - Finalize List of Requirements.
    - Start administrative round with our municipalities. They need to mandate us in order for us to tender and manage this contract. We do not currently possess the jurisdiction for this.
        - The administrative round takes quite some time, seeing as each municipality has to individually provide this mandate. Every municipality is dependent on their own administrative process.
    - Simultaneously, our purchasing department will start preparing the tender. This takes much time and effort because of the size of this tender. Good coordination between our legal department and us is necessary. Europese tenders are usually more substantial to prepare.
    - After this coordination and administrative agreements, the tender for a regional shared micromobility contracts will be put onto the market.
- We are working on the implementation of the regional approach:
    - We work together with TNO on a model-based research on the potential of shared mobility. We are working out a plan of clusters of hubs with a maximum number of vehicles per hub and a maximum number of hubs in a specific area based on the expected use. The exact size and locations of the hubs will be chosen further in our approach as we, as the VRA, work together with all 14 municipalities on this. Solitary hubs can be realised, but preferably with a perspective towards further growth of a network in the area.
    - We contribute to regional and city hubs; a 'region' hub is a transition point from urban to regional transport network with a central role for parking; a 'city' hub is a point where different modalities meet at (inter)urban nodes. Depending on the potential use there will be shared bikes, shared scooters and or shared cars available at a hub. Because the potential will be different within the region, there will be hubs with all three modalities of only two or one option. We will work out a kind of a guideline for realizing hubs together with the regional municipalities.
    - Hubs may be located near points of interest such as shopping centres, squares, parks and (cultural) attractions. Examples are swimming pool 'De Waterlelie' in Aalsmeer with surrounding sports facilities, or shopping centre 'Plein 40-45'.
    - We work out a plan about layout and design.

     o   As the VRA we will financial contribute to the regional system. Shared mobility can be seen as a specialisation on the existing public transport, cycling and car. We call this Public Mobility.

4. Approach

We worked out the approach on the regional approach to shared mobility within the region of Amsterdam.

The regional approach to shared mobility consists of a combination of a regional contract and municipal licences.

1. *The regional micromobility contract (bicycle and moped sharing schemes)*
   The Transport Authority works with the municipalities and the market to implement the provision of shared bicycles and mopeds. To achieve this, the Transport Authority puts a number of contracts in place with several providers. Part of the contracts is a public financial contribution to reduce fares for users and ensure provision in unprofitable locations. The regional contracts involve a (temporary) mandate (transfer of a number of responsibilities) from the municipality to the Transport Authority. This will allow the Transport Authority to fulfil the roles of contract provider, contract administrator, and subsidy provider. The role of 'public space manager' cannot be mandated to the Transport Authority and as such, will always remain with the individual municipality. This includes public nuisance enforcement. To this point, the cooperation between municipalities and the transport authority is important too, as a contract offers opportunities to prevent the emergence of public nuisances.

   The Transport Authority for the Amsterdam Region is contract provider and contract administrator. The role of public space manager lies with the municipality.

2. *The car-sharing cooperation agreement (based on municipal licences)*
   The Transport Authority works with municipalities and commercial providers to provide more shared cars at relevant locations in the region. In certain situations, it is possible to make a

public financial contribution to achieve the presence of one or more cars in a certain area. The conditions for this to happen will be worked out in more detail in 2025. The individual municipality will continue to be responsible as part of the municipal licensing system; there will be no transfer of responsibilities. The municipality regulates the provision itself and has a direct relationship with commercial providers. The Transport Authority helps municipalities by providing capacity and knowledge to municipalities that cannot provide this in-house.

The municipality has a direct relationship with providers, the Transport Authority for the Amsterdam Region advises.

3. *The community car initiative incentive scheme*
    The Transport Authority encourages car-sharing by way of community initiatives. For this type of car-sharing – through a cooperative model – the Transport Authority offers municipalities and residents expertise to accommodate their dialogue. It also makes a financial start-up contribution available to car-sharing cooperatives. To be eligible, a cooperative must have at least thirty members, of which three are prepared to carry out 'daily' management (including cleaning, arranging MOTs, removing from charging posts, etc.). The conditions and obligations will be worked out in more detail in 2025.
    The Transport Authority for the Amsterdam Region draws up and manages the incentive scheme.

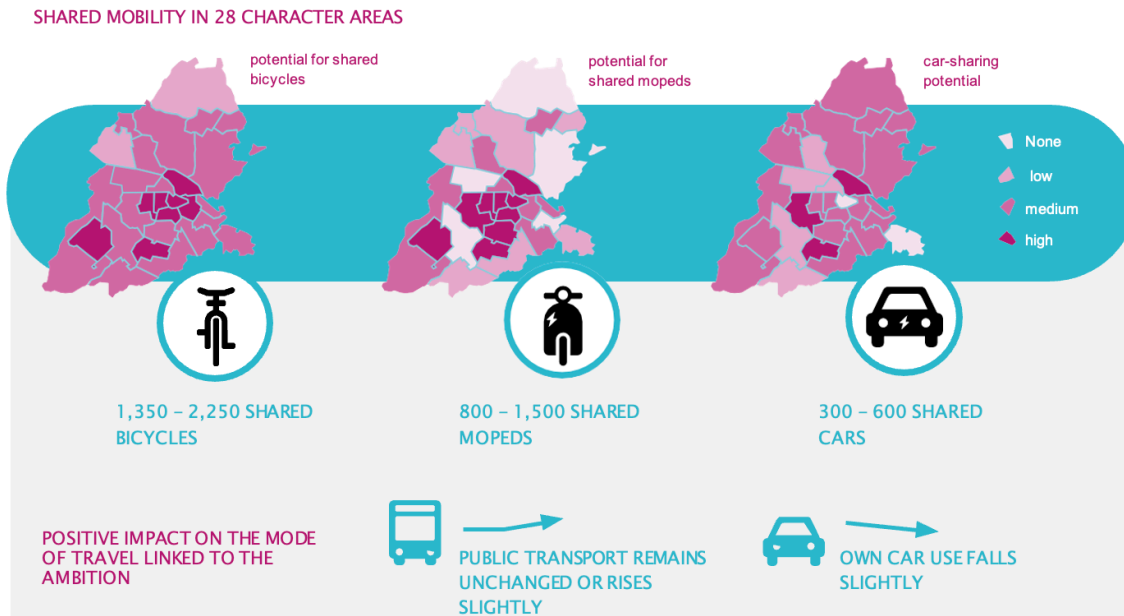We are opting for this approach for the following reasons:
-   *We are distinguishing between micromobility (two wheels) and car-sharing (four wheels).*
    This is relevant given the difference in the maturity of the markets, the providers' situations, and legal circumstances that signify different characteristics of the operation of both of these.
-   *A contract format suits the way the shared bicycle and shared moped market operates.*
    A contract format is best suited to making performance-based agreements and these align with the way the market for shared bicycles and shared mopeds operates. Also, a number of micromobility parties are asking for clear frameworks and performance agreements. A financial contribution is in line with performance agreements and is very workable as part of a contract. Finally, a contract offers the most governance for the government, something that is desirable.
-   *Car-sharing suits a licensing system.*
    This market is more mature than the micromobility market and requires less governance. What's more, in certain places there are already licence-based cooperations with municipalities that work.
-   *A regional licence for shared cars has no clear added value over a local licence.*
    With the regional approach, we are focused on more uniformity in local licences to present ourselves as an attractive region for providers. Local licences open up the possibility of a financial contribution, so that provision can be achieved even in commercially less interesting areas.
-   *In order to provide shared cars in commercially less interesting areas too, we are focusing our approach on shared community cars.*
    The shared community car has a defined association format, but can help at local level. In line with our options for community bus services, we propose a model in which we facilitate this (financially) and actively promote it in cooperation with the municipalities.

4. *Potential and location selection*

The proposed approach can achieve the following results:

What? THE PROPOSED APPROACH CAN ACHIEVE THE FOLLOWING

SHARED MOBILITY IN 28 CHARACTER AREAS

potential for shared bicycles | potential for shared mopeds | car-sharing potential

None
low
medium
high

1,350 – 2,250 SHARED BICYCLES | 800 – 1,500 SHARED MOPEDS | 300 – 600 SHARED CARS

POSITIVE IMPACT ON THE MODE OF TRAVEL LINKED TO THE AMBITION | PUBLIC TRANSPORT REMAINS UNCHANGED OR RISES SLIGHTLY | OWN CAR USE FALLS SLIGHTLY

Together with TNO we worked on a hub optimalisation study (the report is in the attachment). Part of this study is to be more aware of what we are going to achieve with the proposed regional shared mobility approach. To this end, we translated the ambition into a reference provision. We named character areas based on characteristics such as density and accessibility that determine the potential use of shared mobility.

Shared bicycle
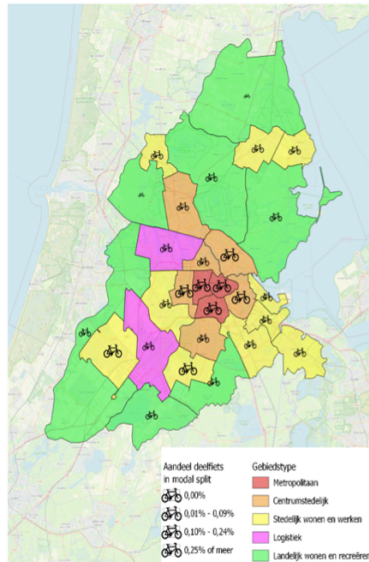
Each of the 28 character areas has potential for shared bicycles. This is greatest in the metropolitan and inner city areas, but urban areas such as Hoofddorp and Amstelveen Zuid also seem to have a lot of potential.

Shared moped
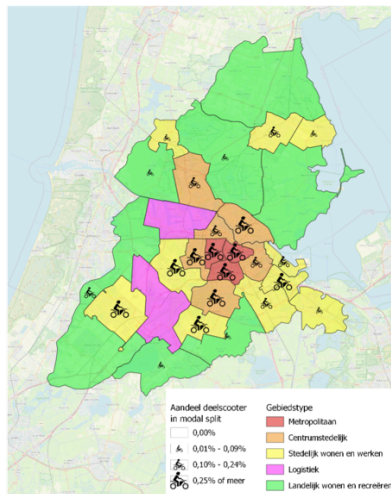
A large portion of the 28 character areas has potential for shared mopeds. The pattern is similar to the shared bicycles, but there are areas without potential. This is particularly the case in the core logistical areas and the more rural areas.

Shared car
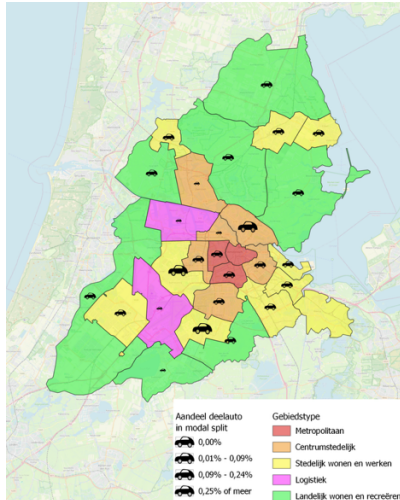
Almost all 28 character areas have potential for shared cars. This potential is greatest in the inner city and urban areas, but there is also potential for shared cars in a number of rural areas.

The regional shared mobility approach can achieve the following results:

Total number of vehicles in the region*	2.450 – 3.150
Shared bicycle	1.350 – 2.250
Shared moped	800 – 1.500
Shared car	300 - 600
Number of shared mobility trips on working days*	33.000
Shared bicycle	16.000
Shared moped	15.000
Shared car	2.000

*The numbers are based on modelling.

Shared mobility makes up a small share, about 3%, of the total mobility system compared with the other modes of transport (bicycle, public transport, and car). According to calculations by the TNO (Dutch Institute of Applied Research), shared mobility leads to unchanged or slightly increased use of public transport in total, with a share of the users also using their own private cars. Approximately 20% of the shared mobility users used their own cars, and this means the use of private cars reduces by 0.3%. This equates to around 18,000 private car trips on an average working day, and as such, contributes to the ambitions of the Transport Authority.

Impact on public transport concessions
The study shows that achieving shared mobility at regional level results in a slight rise in public transport usage overall, but there is a shift in using public transport as the only mode of travel and using public transport as part of a trip that combines both public transport and shared mobility. Further in-depth research is needed to see what the consequences are for the various public transport modes (bus, tram, metro and train). A (partial) shift from bus/tram/metro to shared mobility will have an effect on Transport Authority for the Amsterdam Region's public transport concessions, and possibly on the costs thereof. Financial impact in both a positive and negative sense are to be expected. This will be calculated in more detail in next year's elaboration.

This is why we want to achieve this
The proposed regional shared mobility approach fulfils a number of principles from the policy framework, subsequently contributing to achieving the objectives for increased accessibility and liveability in the Amsterdam region.

Principle (official VRA)	*Explanation*	*Effects of the approach*
STOMP (Stappen, Trappen, Ov, Mobiliteit-als-dienst, Privéauto - Step, Pedal, Public Transport, Mobility as a Service, Private Car) is the leading principle	We are working on an alternative for private cars.	By actively driving micromobility and working on more shared cars, we create more mobility options for travellers. Together with the existing public transport, this ensures that car ownership need not grow any further, and may eventually start to decline. Especially a 2nd or 3rd – often unused – car will become less essential.
	The more active, the better.	We encourage active mobility by implementing provisions at relevant locations and an attractive price per trip for the shared bicycle.
Thinking from the human perspective	Affordability: price per use	We can achieve a lower price per trip for micromobility through a public contribution, making this an accessible option.

		We will achieve a – proportionally – comparable price per trip for micromobility and public transport.
		We aim for affordable car-sharing costs at locations where cars add value over other modes of transport, and where this demonstrably leads to a decline in enabling the use of a private car.
	Availability: scope of the provision	The provision of transport options for travellers will be broadened. We create an extra transport option, especially in places where public transport is not as appealing.
		We achieve an enhanced shared mobility provision (more vehicles) in the region.
		We are working to better distribute the provision (in more places, outside Amsterdam too) across the region.
	Usability: making options easy	We work with municipalities and providers on creating awareness and giving information on the use of shared mobility. A micromobility contract offers space for a focus on user-friendliness (payments, registering, etc.).
Area-based working	Each area has its own context.	We have identified 28 areas that each have their own dynamic, and where we can zoom in by area on provision, usage, public transport interaction, etc.
		We create varying provisions at different locations, appropriate to the different types of areas in the region and the potential for each type of area.
		We also build provision in locations that are unprofitable to providers, which would not be served without this approach.
		A contract contributes to uniformity and clarity.
		The provision of shared transportation on roads can be properly regulated and managed to prevent nuisance.
		At the same time, a contract enables tailormade solutions that allow the provision to be adapted to the local situation.

Contractual
The regional micromobility contract (bicycle and moped sharing schemes)
For the entire region, two or at most three providers are contracted to serve the entire region. In addition to the number of providers, there is also a time limit on the operation of shared mobility. The ambition is to offer a two-year contract with the option of a two-year extension/double extension. Data-sharing for the purpose of optimising and managing the system is a condition in the contract.

Entry-level model
The regional shared mobility approach has an entry-level model, meaning there is a regional base level with room for local input. The entry-level model also means that municipalities can participate at different times, namely when they are ready. However, it is on the condition that usage from and to Amsterdam must be possible from the outset. This means that for the municipality of Amsterdam – as core city and in line with the previously established principles – participation is a prerequisite for the success of this concept.

Legal

The regional micromobility contract (bicycle and moped sharing schemes)
A regional contract for micromobility is legally possible. It involves various legal implications, including compliance with procurement law, competition law, liability, privacy rules, and municipal powers.

It is important that the contract is clear and transparent and that sufficient safeguards are in place for monitoring, enforcement and flexibility in changing circumstances.

In a regional contract, the regional municipalities are required to mandate the Transport Authority for the Amsterdam Region to carry out certain tasks, including the management of contracts and subsidies, providing advice, and progress monitoring. This requires formal mandate decisions and cooperation agreements that clearly define powers, responsibilities, and instructions. Although the Transport Authority will execute the powers, the municipality remains ultimately responsible and oversees the execution of the mandated tasks.

The car-sharing cooperation agreement based on municipal licences
A cooperation agreement between the Transport Authority for the Amsterdam Region and municipalities on car-sharing has various legal implications. It is important that clear agreements are made on the division of powers, liability, data protection, the use of public space, and procurement procedures. By drawing up watertight contracts and procedures, the Transport Authority and the municipalities can jointly ensure a well-functioning and sustainable cooperation that is in line with laws and regulations.

The community car initiative incentive scheme
The Transport Authority must take some legal steps to encourage car-sharing through community initiatives. This includes drafting a subsidy scheme, complying with rules on competition and state aid, drawing up contracts with cooperatives, and hedging risks through liability and insurance. There should also be agreements with municipalities, and rules on privacy and data protection must be observed.

Organisational details

The regional shared mobility approach is implemented by a shared mobility programme team within the Transport Authority for the Amsterdam Region. This new team works on granting and managing contracts, works with municipalities, provides (policy) advice, and monitors the results and progress of the approach. Some of the work can be carried out as part of existing roles. The contract management segment requires expansion of the current organisation by two FTE.

5. Decision-making process

To get to a working regional approach on shared mobility we manage a complex decision-making process.

All documents go through the following committees:

- Werkgroep Verkeer & Vervoer (representing the official level of the 14 municipalities in the region of Amsterdam)
- Management of the Transport Authority for the Amsterdam Region (Vervoerregio Amsterdam)
- The executive committee of the Transport Authority for the Amsterdam Region
- Councilors of the 14 municipalities in the region of Amsterdam
- Regional council of the Transport Authority for the Amsterdam Region

6. Collaboration and stakeholder management

To develop the regional approach to shared mobility we work together with a large group of stakeholders, including:

- 14 municipalities of the VRA, including the municipality of Amsterdam
  We work together on the official level on substantial documents so we can align local policy with the regional approach. Therefore we literaly come together, we consult regularly and work on concrete documents.
- Providers
  We consult multiple providers on how they see regional shared mobility and on how the operate so we can work on a regional approach that works for us as well as for them. We organized consultations.
- Metropool Regio Amsterdam
  Because the VRA is part of the MRA we consult them on a regular basis to make the connection with neigbour-municipalities and identify opportunities together.
- Provinces of Noord Holland, Flevoland and Utrecht
- Because the VRA is next to three provinces we consult them on a regular basis to make the connection and identify opportunities together.

5. The ShareDiMobiHub Consortium

The consortium of ShareDiMobiHub consists of 13 partners and 4 subpartners with multidisciplinary and complementary competencies. This includes European cities and regions, universities, network partners and transport operators.
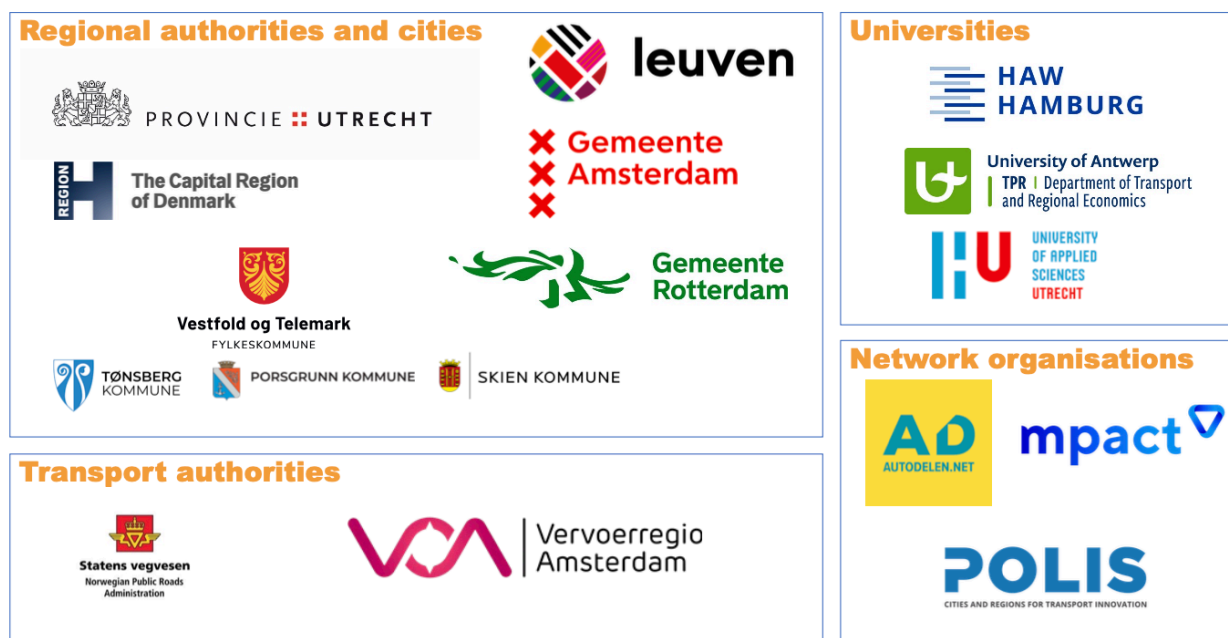
For further information please visit https://www.interregnorthsea.eu/sharedimobihub