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Green LaMiS

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Policy Recommendations for Integrated Green Social Mobility Projects

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FINAL VERSION

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A. Introduction

The Green LaMiS project (Greening the Last Mile of Public Home Services Delivery, Interreg Central Europe CE0200590) was developed to address a largely invisible but significant challenge in European cities: the environmental cost of home delivered social services — referred to in the project's technical outputs as HDSS. Across small and medium-sized cities in Central Europe, social enterprises and local authorities dispatch hundreds of care workers daily to deliver meals, medical assistance, and personal care to elderly, disabled, and otherwise vulnerable citizens — almost always in conventional, high-emission vehicles, without systematic route planning and monitoring of environmental impact.

Over the course of the project, three pilot territories — the Municipality of Bergamo (Italy), the Municipality of Szombathely (Hungary), and the Municipality of Klis (Croatia) — tested the introduction of electric vehicles and route optimisation tools in their home delivered social services operations, underpinned by a shared Carbon Footprint calculation methodology and a common set of Key Performance Indicators (KPIs).

This document draws on the experiences and evidence gathered across those three pilot regions, as well as from impact assessment interviews conducted with municipal partners, to formulate a set of policy recommendations for local authorities, regional governments, EU institutions, and social enterprise networks wishing to implement and sustain comparable initiatives.

A central finding of Green LaMiS is that the environmental and social dimensions of home delivered social services are inseparable. Greening the mobility of social services is not an environmental project with social benefits on the side: it is simultaneously a quality-of-care intervention, an urban mobility improvement, and a climate action. These recommendations are built on that integrated vision. The journeys at the heart of this work are also very few: by the Bergamo mobility councillor's own estimate, between 0.1 and 1 per cent of a city's daily trips. Their value lies less in the emissions saved than in the care they carry and the example they set, which is why they are a good place to start.

B. The Challenge: Why Home Care Mobility Needs Policy Attention

Home care services are a growing component of urban life in Central Europe. Demographic ageing, post-pandemic demand for non-institutional care, and the expansion of social protection frameworks have all increased the number of citizens receiving services at home. Yet the mobility infrastructure underpinning this care has remained largely unchanged — and largely unexamined.

The key challenges identified by Green LaMiS across its pilot territories are:

- **Social service vehicles are rarely green.** Caregivers use private or organisational cars, with no systematic shift to electric or low-emission alternatives.
- **Urban mobility planning ignores social services.** Sustainable Urban Mobility Plans (SUMPs), SECAPs (Sustainable Energy and Climate Action Plans), and Biciplan documents address commuting and goods delivery — but not the specific patterns of home care last-mile mobility.
- **Data on the environmental impact of social service delivery does not exist.** No routine monitoring of CO2 emissions or route efficiency takes place in the social care sector.

- **Governance is fragmented.** Mobility departments and social service departments operate in parallel, with no formal coordination mechanism to develop shared green solutions.
- **Funding pathways are unclear.** Social enterprises, which deliver most publicly-funded care, are too small to independently access fleet renewal or mobility investment programmes.

These are not local anomalies: they are structural features of how European cities have organised home delivered social services. Addressing them requires systemic, policy-level responses.

C. Policy Recommendations

The following eight policy areas emerge from the Green LaMiS experience. Each area includes a brief description of the issue, evidence from the pilot territories, and specific, actionable recommendations. They are intended for local authorities in the first instance, but many have implications for regional, national, and EU-level actors.

1. Integrating Social Care Mobility into Urban Mobility Planning

In all three Green LaMiS pilot cities, the key urban mobility strategy documents — SUMPs (Sustainable Urban Mobility Plans), SECAPs (Sustainable Energy and Climate Action Plans), and Biciplan documents — were drafted without any reference to the mobility patterns or emissions of home delivered social services. This is not a local oversight: it reflects a Europe-wide gap in mobility planning frameworks.

In Bergamo, the mobility plan — locally known as the PUMS (Piano Urbano della Mobilità Sostenibile) — and Biciplan focus on decarbonisation and active mobility but explicitly exclude social service delivery. In Szombathely, the SECAP includes a general 36% CO2 reduction target but provides no concrete measures for care mobility. In Klis, which has no formal SUMP, the Green Urban Renewal Strategy is being developed and has begun to incorporate Green LaMiS findings — a positive precedent for integration.

- **Recommendation 1.1** Mandate that revisions of Sustainable Urban Mobility Plans (SUMPs) and equivalent strategic documents explicitly address the mobility and emissions of home delivered social services as a distinct sector, with dedicated data and targets.
- **Recommendation 1.2** Require municipal authorities to map existing social service delivery routes and fleet composition as part of the baseline analysis for any new urban mobility strategy.
- **Recommendation 1.3** Align the revision cycles of mobility plans with the procurement cycles of social service contracts, so that greener mobility requirements can be embedded at the point when new service agreements are being designed.
- **Recommendation 1.4** Name care mobility as an action line in the climate and mobility commitments a city has already made, such as Climate City Contracts and SECAPs, and invite social service providers to sit among the stakeholders who deliver them.
- **Recommendation 1.5** Extend transit, access and parking facilitations, such as entry to limited-traffic zones and reserved bays, to the vehicles of cooperatives and associations that deliver care at home or take people to social and health services, and not only to those run by public bodies.

2. Governance: Formal Cross-Departmental Coordination

The most persistent structural barrier identified across all three pilot municipalities was the absence of formal coordination between mobility planning departments and social service departments. In Bergamo,

coordination is described as regular but informal. In Szombathely, three separate organisational units handle mobility, social services, and fleet management respectively — with no shared ownership of the intersection between them. In Klis, coordination depends on ad hoc inter-departmental communication driven by individual projects rather than standing institutional arrangements.

Without formal governance structures, even where individual officers are motivated and informed, green social mobility initiatives struggle to survive personnel changes, budget cycles, and political transitions.

- **Recommendation 2.1** Establish a formal inter-departmental coordination mechanism — for example a Joint Green Mobility Committee — with a clear mandate, regular meeting schedule, and shared responsibility for co-designing sustainable social mobility solutions.
- **Recommendation 2.2** Define and assign a named "Social Mobility Manager" role within municipal structures, responsible for the green transition of the fleets used for home delivered social services. This role may be part-time and can sit within either the mobility or social services department, but must have a mandate spanning both.
- **Recommendation 2.3** Ensure that when strategic planning documents (SUMPs, SECAPs) are revised, the person responsible for the revision has access to — and is informed about — the results of projects like Green LaMiS. This requires institutional memory management, not just document handover.

3. Green Vehicle Procurement and Fleet Decarbonisation

The introduction of electric vehicles was a central element of the Green LaMiS pilots, with two vehicles in each pilot city. In Bergamo, two electric vans were assigned to two social services, one run by a non-profit association and the other by a socio-educational centre working with an autism association. In Klis, two used electric cars entered service in September 2025, and in Szombathely two used electric vehicles followed in November 2025, both into care worker fleets. In every case the shift required not just vehicle procurement but changes to workflows, charging arrangements, and the way daily mileage is logged.

Bergamo's municipality has committed to a diesel-free fleet by 2030. Klis intends to expand its electric fleet by two to three vehicles in the medium term, subject to funding. Szombathely has a general decarbonisation target under SECAP but no operational plan for social service vehicles. The pattern across all three sites is of political ambition without operational follow-through — precisely the gap that policy must close.

- **Recommendation 3.1** Embed explicit social service fleet decarbonisation targets within municipal procurement policies, linking fleet renewal requirements to public contracts with social enterprises.
- **Recommendation 3.2** Develop co-financing frameworks that allow social enterprises — which are typically too small to access EU or national fleet renewal funds independently — to jointly procure green vehicles with their contracting municipalities.
- **Recommendation 3.3** Integrate EV charging infrastructure planning into urban development and parking policies, with specific attention to the charging needs of social enterprise fleets operating from dispersed locations. Provide for slow overnight charging at depots, using existing infrastructure such as public lighting where possible, and for access to ultra-fast charging hubs, so that the working day is not limited by charging time.
- **Recommendation 3.4** Start procurement from the service, not from the catalogue. Define journey types, equipment, accessibility and noise requirements first; expect a thin market for good used electric vehicles; allow joint purchasing or framework agreements among municipalities; and test winter range and charging speed before committing.

4. Data Collection, KPIs, and Carbon Footprint Monitoring

One of Green LaMiS's most durable contributions is a shared methodology for measuring the carbon footprint of home delivered social services. The Carbon Footprint tool developed in WP1 allows municipalities and service providers to calculate CO2 emissions from care worker journeys, establish baselines, and track improvements over time. The KPI framework developed for the pilot actions in WP2 provides a common language for comparing results across different territorial and organisational contexts.

Experience across the pilots shows that KPI monitoring is feasible at low additional cost. In Klis, care workers already log daily mileage at vehicle drop-off as a procedural step: the project simply repurposed that existing practice. In Bergamo, service providers indicated that a reduced-frequency monitoring cycle (once or twice per year) could be maintained without significant burden. The main risk is not technical capacity but perceived relevance: monitoring will persist only if service providers and managers see its value.

- **Recommendation 4.1** Standardise a minimum KPI dataset for social service delivery mobility across municipalities: at minimum, kilometres per service user per year, CO2 per trip, and vehicle type. This baseline should be collected annually and reported to the contracting local authority. Emissions should always be read alongside the volume of service delivered, so that more care is not mistaken for a worse result, and the indicators should help administrators judge whether some journeys can be avoided altogether.
- **Recommendation 4.2** Embed data reporting on green mobility indicators as a standard contractual requirement in public procurement agreements with social enterprises, alongside existing social impact reporting obligations.
- **Recommendation 4.3** Make the Green LaMiS Carbon Footprint tool freely available to all municipalities in Central Europe, with guidance on how to integrate its use into standard service contract monitoring processes.

5. Financial Sustainability and Funding Pathways

All three Green LaMiS pilot municipalities identified funding as the primary constraint on the long-term sustainability of the project's results. Municipal budgets are the current primary funding source for social service mobility. EU funds (ERDF, ESF+) and national programmes are available in principle, but require administrative capacity and political prioritisation to access. Project-based funding — including Green LaMiS itself — is by definition time-limited, and cannot be a permanent substitute for structural investment.

Szombathely notes that future EU funding is likely to align with SDG (Sustainable Development Goals) targets and climate commitments, creating an opening for green social mobility investments. Klis commits to sustaining and expanding services from its own municipal resources even in the absence of external funds. Bergamo is exploring ATB (the municipal transport company) as a co-financing partner for fleet transition.

- **Recommendation 5.1** Dedicate a targeted share of ERDF and ESF+ allocations for social innovation to explicitly include green mobility components for home delivered social services, making these eligible uses in relevant operational programmes.
- **Recommendation 5.2** Create multi-year co-financing mechanisms at regional or national level that enable municipalities and social enterprises to jointly plan and finance phased fleet electrification, avoiding the stop-start dynamic of project-based funding.
- **Recommendation 5.3** Align social service fleet renewal with national recovery and decarbonisation plans, ensuring that care delivery vehicles are explicitly included in fleet electrification subsidy schemes alongside commercial and public transport fleets.

6. Capacity Building and the Mobility Manager Role

A recurring theme across all three impact assessments is the absence of dedicated transport planning expertise within social service structures. In Szombathely, responsibilities are fragmented across three organisational units, with limited professional competence in green mobility at the executive level. Operational staff are not expected to contribute to strategic decisions — resulting in a gap between the ambitions expressed in strategic documents and the capacity to implement them. Green LaMiS identified the "mobility manager" role as a key missing link: someone whose mandate spans both care service coordination and sustainable transport planning.

The project's WP3 includes the development of a Capacity Building Toolkit (D3.1.1) and a series of training workshops in all three pilot territories. These materials are designed to be reused and adapted by other municipalities and social enterprise networks.

- **Recommendation 6.1** Fund training programmes for municipal officers and social enterprise managers on green urban mobility for social services, addressing both technical skills (carbon footprint, route optimisation) and strategic skills (integrating mobility into service design).
- **Recommendation 6.2** Formally recognise and fund the "Social Mobility Manager" role — a professional who manages the interface between social service delivery and sustainable urban transport — in both municipal structures and social enterprise governance frameworks.
- **Recommendation 6.3** Adopt and distribute the Green LaMiS Capacity Building Toolkit as a replication resource for other cities, supported by a network of peer municipalities willing to share their experience.

7. Political Endorsement and Institutional Mindset

Perhaps the most striking finding from the Green LaMiS impact assessments is the centrality of political will and institutional mindset change — above and beyond technical capacity or formal plan integration — as drivers of project sustainability.

In Szombathely, partners noted explicitly that "a shift in leadership mindset is more important than formal integration into plans." The social services team, initially sceptical about the project, became advocates once they experienced the operational and environmental benefits firsthand. In Bergamo, political actors expressed a positive attitude and willingness to support communication activities. In Klis, the municipality's commitment to sustaining services even beyond external funding reflects an ownership of the project's spirit that no document can substitute.

- **Recommendation 7.1** Secure explicit political endorsement — ideally from elected councillors responsible for both social affairs and urban mobility — at the outset of any green social mobility initiative, not as an afterthought once results are available.
- **Recommendation 7.2** Build "mindset change" activities (field visits, co-design workshops, storytelling) into the design of similar projects, recognising that transforming institutional habits is as important as delivering technical outputs.
- **Recommendation 7.3** Involve care workers and service users as voices in communication about the project: their testimony is the most powerful tool for convincing elected officials and citizens that green care mobility is both feasible and desirable.
- **Recommendation 7.4** Treat mobility for care as part of the right to care within social policy. Build green mobility criteria into the co-design and co-programming of services with third-sector providers, and take account of care workers' working conditions: travel time, fatigue and out-of-pocket costs.

8. Scalability, Replication, and Transnational Learning

Green LaMiS was designed from the outset as a replicable model. Its methodological core — the Carbon Footprint tool, the KPI framework, the Integrated Green Mobility Plan template — was developed to be context-independent enough for adoption in various small and medium-sized cities across Central Europe and beyond. The project's transnational dimension (Italy, Hungary, Croatia) was integral to testing the model across different regulatory, linguistic, and institutional environments.

The diversity of the three pilot territories is itself a proof of concept: a model that works in a mid-sized Italian city, a Hungarian regional capital, and a small Croatian municipality is genuinely transferable.

- **Recommendation 8.1** Develop and publish a replication package — comprising the Carbon Footprint tool, KPI framework, Capacity Building Toolkit, and implementation guide — that allows any municipality to launch a Green LaMiS-type initiative without starting from scratch.
- **Recommendation 8.2** Establish a European network of municipalities committed to green social mobility, building on Green LaMiS partnerships and connecting to wider urban mobility networks (EIT Urban Mobility, POLIS, Eurocities) to sustain peer learning. Associations of municipalities, such as ANCI and its regional branches, are natural channels for peer exchange and replication, above all for small municipalities with limited administrative capacity.
- **Recommendation 8.3** Integrate green social mobility as a specific action type within future Interreg Central Europe, Interreg Europe, and Urban Mission calls, recognising the demonstrated potential of transnational cooperation in this field.

D. Conclusion

Green LaMiS has demonstrated, in three very different European cities, that greening the last mile of home delivered social services is technically feasible, operationally manageable, and socially valuable. Electric vehicles reduce CO2 emissions; route optimisation reduces caregiver travel time; carbon footprint monitoring creates accountability where none existed before. None of these outcomes require breakthrough innovation. They require coordination, commitment, and the right policy environment.

The recommendations in this document are designed to create that environment. They address the structural barriers — fragmented governance, absent data, unclear funding, missing expertise — that prevent good practice from becoming standard practice. They are grounded in what the project actually found in Bergamo, Szombathely, and Klis: not aspirational models but real lessons from real implementation.

Above all, these recommendations rest on a conviction that Green LaMiS has validated through its experience: the care of people and the care of the planet are not competing priorities. They are the same priority, pursued through the same interventions, benefiting the same communities. A city that takes care of its most vulnerable citizens and takes care of its environment is a city that understands what sustainability means.

E. Glossary of Acronyms

- **ATB** — Azienda Trasporti Bergamo (Bergamo's municipal transport company)
- **CO2** — Carbon Dioxide
- **EIT** — European Institute of Innovation and Technology

- **ERDF** — European Regional Development Fund
- **ESF+** — European Social Fund Plus
- **EU** — European Union
- **EV** — Electric Vehicle
- **HDSS** — Home Delivered Social Services
- **KPI** — Key Performance Indicator
- **PUMS** — Piano Urbano della Mobilità Sostenibile (Italian for Sustainable Urban Mobility Plan; term used in Bergamo)
- **SDG** — Sustainable Development Goals
- **SECAP** — Sustainable Energy and Climate Action Plan
- **SUMP** — Sustainable Urban Mobility Plan
- **WP** — Work Package (e.g. WP1, WP2, WP3 — project structure units within Green LaMiS)

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