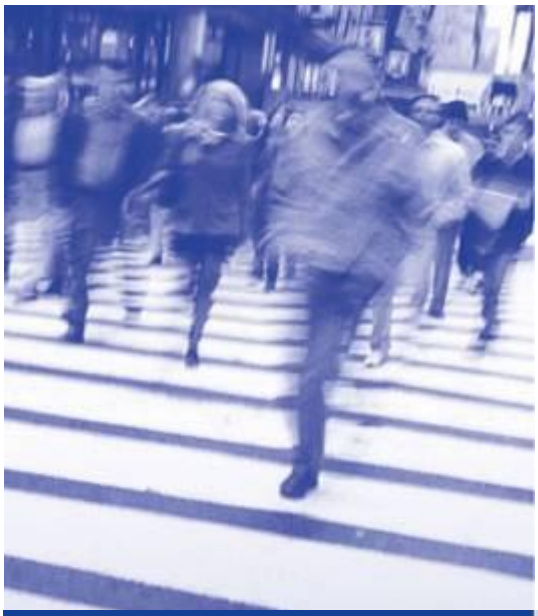


CiViTAS
Cleaner and better transport in cities

ELAN
BRNO • GENT • LJUBLJANA • PORTO • ZAGREB

Implementation status report on workshops on participatory intermodal infrastructure planning

ELAN Deliverable No. 2.8-D1

Project acronym: ELAN
Project full title: Mobilising citizens for vital cities

Grant Agreement No.: ELAN TREN/FP7TR/218954/"ELAN"

Workpackage: WP2 – Collective transport services & intermodal integration
Measure: 2.8-COM Participatory Intermodal Infrastructure Planning

Author(s): Iva Machalová (SMB)
Damijana Belak (COL)
Fabian Van De Velde (GCC)
José Pedro Tavares (FEUP)
Milena Marega (REC Slovenia)
Željka Pavlović (ZAGREB)

Final

11 December 2012

THE CIVITAS INITIATIVE
IS CO-FINANCED BY THE
EUROPEAN UNION

ELAN deliverable no.	2.8 – D1
Date / Version	12.12.2012
Dissemination level	CO
Work Package	WP2 – Collective transport services & intermodal integration
Author(s)	Iva Machalová
File Name	2.8 - D1 - Implementation status report on workshops on participatory intermodal infrastructure planning.pdf

Keywords

General

x	CIVITAS
x	ELAN Project

Work package links

	WP1 Alternative fuels & clean vehicles		WP7 Energy-efficient freight logistics
x	WP2 Collective transport & intermodal integration		WP8 Transport telematics
	WP3 Demand management		WP9 Project coordination
	WP4 Influencing travel behaviour		WP10 Project management
	WP5 Safety, security & health		WP11 Research and Technological Development
	WP6 Innovative mobility services	x	WP12 Impact and process evaluation
		x	WP13 Dissemination, citizens' engagement, training and knowledge transfer

Document history

Date	Person	Action	Status [1]	Circulation [2]
18.05.12	Iva Machalová	Preparation of draft version	Draft	SC
11.12.12	Iva Machalová	Preparation of draft version	Final	PM

[1] *Status:* Draft, Final, Approved, Submitted

[2] *Circulation*: PC = Project Coordinator; PM = Project Manager; SC = Site Coordinators; EM = Evaluation Manager; DM = Dissemination Manager; SEM = Site Evaluation Managers; SDM = Site Dissemination Managers; SCo = Scientific Coordinator, P = partners, ML = Measure Leaders

Content

Summary (abstract)

The measure “2.8-COM Participatory intermodal infrastructure planning” is one of the common measures. Common measures were created as a platform for exchange of the knowledge on given theme. All five CIVITAS ELAN cities – Brno (Czech Republic), Gent (Belgium), Ljubljana (Slovenia), Porto (Portugal) and Zagreb (Croatia) are involved in common measures.

Measure 2.8-COM is focused on the knowledge exchange in the field of participatory intermodal infrastructure planning.

Originally planned focus on intermodal infrastructure was change on focus on participatory part of the whole process.

However, because within this measure there is no implementation phase, all information on participatory culture are from intermodal infrastructure projects implemented in the ELAN cities. And they are referring to measures 2.5-ZAG, 2.1-LJU, 2.9-GEN and 2.10-OPO.

This deliverable is presenting different approaches in participatory planning which are affected by different history and culture of the ELAN cities.

Picture 01: CIVITAS ELAN Cities

1. Intermodal infrastructure projects in CIVITAS ELAN cities

1.1. City of Brno

One of the biggest transportation projects in the city of Brno and in whole South Moravia region is a re-development of the railway junction in the city of Brno, called project EUROPOINT. Project EUROPOINT can be divided in the two important parts – first is the development of the new urban area in the southern part of the centre of the city and second, transportation part is focused on reconstruction of the railway infrastructure within the city area.

In the framework of the transportation part of the project EUROPOINT will be reconstructed 11 km of the railway tracks in the city area. Also the building of the new hold yard is part of the project; the hold yard is in function from May 2010.

Picture 02: The current area in the southern part of the city of Brno centre and the future outward of the area with the new passenger's railway station.

Source: www.europointbrno.cz

From the point of view of intermodal infrastructure is the most important, that within the project EUROPOINT will be build four new intermodal interchanges. The biggest of these proposed interchanges will be the new passenger's railway station.

Passenger's railway station is designed as a crossroad and the transition point with international importance and also as the important transition point for the regional and public transport in Brno. Therefore the quality and the time necessary for the change between different modes were the most important condition during the preparation of the project. In front of the passenger's railway station will be build new interchange of the public transport. The tram lines will be brought to this area. The new

passenger's railway station is designed as the bridge structure; the place under the new station will be used for terminal for the regional buses. This solution was designed to enable intermodal change on international, regional and city level.

Within the project EUROPOINT will be built three other intermodal interchanges, they are important foremost for the public transport in the city and in the region. The new railway stations will be built on the different railway lines, which are entering the city from the east, south and north. Generally it can be said that the railway stations will be built on the fringe of the city. As a part of the new railway stations will be built the terminals for public transport too. This new intermodal terminals are located at Videňská and Bubeníčkova Street and at Černovice.

1.2. City of Gent

The largest project with a vast impact upon the sustainable mobility culture of the City will be Project Gent Sint-Pieters. In this project all different transport means – train, tram, bus, cycling, pedestrians and cars come together. We would also like to refer to measure 2.9 "Re-development of the main train station area & surroundings". This measure explains more in depth what the communication efforts are concerning the re-development.

General Overview

Gent Sint-Pieters station was built on the eve of the World Exhibition of 1913. It was the driving force behind the development of a completely new part of the city. About a century later, we are facing an operation on the same scale: adapting the station and its vicinity to the needs of the 21st century.
The Spatial Structure Plan for Flanders ('Ruimtelijk Structuurplan Vlaanderen') provides the legislative framework indicating how the various authorities must manage our limited space with an eye for quality. It defines the station vicinity as 'a mixed developmental area for living and working'. Therefore, Project Gent Sint-Pieters will be one of the most important strategic developments during the next twenty years.

The challenge at the start of this century is to provide a flowing, yet pleasant and comfortable environment. The planned adjustments will mean the various forms of public and private transport are better geared to each other.
Furthermore, swift connections must ensure that more people travel by public transport. That is clearly an advantage from an ecological point of view.
Thirdly, the station vicinity will take on a top class character. Undeveloped or underused sites will be a thing of the past. These will make way for the qualitative new development of residential, commercial, and leisure accommodation.
Finally, a number of highly skilled operations will provide a direct green axis between the Citadel Park and the Blaarmeersen, two green lungs in the city.
The planned work will inevitably cause some inconvenience. The measure management is fully aware of this. All partners involved in the project (the NMBS Holding, Infrabel, Eurostation, De Lijn, the

Flemish Region, and Ghent City Council) will therefore give absolute priority to timely and reliable communication.

Picture 03: The city of Gent
Source: City of Gent

1.3. City of Ljubljana

Also in Ljubljana (Slovenia) the key intermodal interchanges are the major train and bus stations, bus terminals and the P&R system Dolgi most. There is 9 more P&R planned in Ljubljana city and more than 20 in the Ljubljana urban region. Cycling is an important part of intermodality in Ljubljana.

Within the project CIVITAS ELAN (measure 2.5-LJU) was planned as the development of high quality mobility North-South corridor going through the city centre and towards neighbouring municipalities, integrating a variety of measures and transport modes. It would introduce the public transport lanes (Yellow lanes) through the entire length of the corridor with a Park-and-Ride (P+R) service at each end of the corridor. It begins at the northern part of the town where Dunajska road crosses the motorway ring and where nearby P&R Stožice is located. Further in southbound direction the corridor crosses the northern part of the city's inner road ring and runs along Slovenska road through the city centre towards the end of Barjanska road.

In the middle of the corridor along Slovenska road is the city centre. In this section of the corridor there are already dedicated lanes for public transport but further improvements for pedestrians and cyclist are still needed. With graduated traffic regime changes and reductions off on-street parking (within

street reconstructions) the pedestrian area is extending towards the inner road ring. Safer and more pleasant urban environment is stimulating walking and cycling as a daily transport mode.

Since the measure implementation was facing severe barriers, it was decided (in the 4th Amendment of the project) to replace the physical implementation of the corridor with a traffic model, in order to confirm the impacts of the model implementation, as the basis for the preparation of the final design and technical documentation that is needed for the implementation of the corridor.

In terms of planning a more sustainable transport in the future, in September 2012 the City Council of Ljubljana accepted Transport policy of Ljubljana. The main objective of Transport policy is to shift trips to walking, cycling and using public transport instead of the car.

Picture 04: Visualisation of the Ljubljana Passenger centre

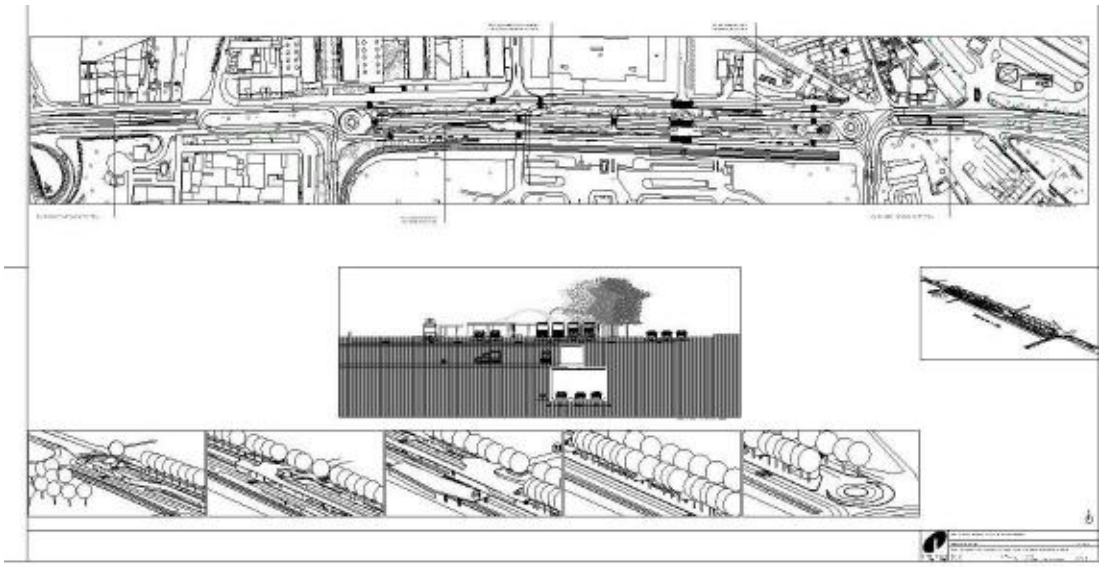
Source: City of Ljubljana

1.4. City of Porto

The city of Porto (Portugal) concentrated on building an intermodal interchange in Asprela, an area which is the medical centre of Porto and also an area with a high concentration of universities. The intermodal interchange will facilitate changing between public transport, cycling and P&R system.

The construction of Porto's future North Transport multi-modal Interchange on the highly congested area of Asprela is an essential development already recognised in the Porto General Development Plan (PDM). Within the measure 2.10 – POR "Participatory planning for new intermodal interchange" the task was to conduct a preliminary study on the future construction of a transport interchange in Asprela.

The planning and preparation works focused on researching relevant information, requirements on transport interchange design and participatory planning involving all the stakeholders. The requirements expressed by the stakeholders should have a strong emphasis on clean urban transport which is generally not being considered in these studies. These aspects concern walking accessibility, bicycle issues, park and ride schemes and logistical requirements for new fuels (e.g. space availability, filling station, etc.). The consideration of the financial perspective of the project should state the importance of the economic viability of the project, which is an aspect many times neglected in the previous Portuguese experiences in the matter.



Picture 05: Intermodal interchange in Asprela

Source: City of Porto

1.5. City of Zagreb

Intermodal terminals in Zagreb are usually situated at the end of tram or bus lines, where mode of transport can be switched from tram and bus to train, taxi, or just to car or bicycle (e.g. Glavni kolodvor, Črnomerec, Dubrava). On these terminals lack of parking places for bicycles can be noticed. Because of the fact that cycling in Zagreb has very small role in the mode share so far, efforts will be made to improve cycling conditions in future. Due to expansion of the city towards its surrounding areas, rail is becoming increasingly important within the PT system in Zagreb. However, existing intermodal interchanges are not answering passengers' needs and requirements, especially in the case of physically impaired users.

Within the measure 2.5-ZAG Intermodal high-quality mobility corridor City Office for Strategic Planning and development of the City, together with Croatian Railways and ZET have been conducted a traffic and design draft study for the new SAVA-NORTH intermodal passenger terminal / interchange. Stakeholders' consultation and public presentations are currently in progress.

Terminal will serve railway, bus, tram and taxi transport as well as P+R and B+R. Information system and access to all modes of transport will be provided in accordance with needs of people with reduced mobility. Its main objective will be:

1. To improve quality, accessibility and attractiveness of PT
2. To increase participation of Croatian Railways into PT system
3. To increase no of passengers in PT and decrease of no of cars going towards city centre (change of modal split)
4. To enable shorter duration of journeys
5. To help decrease air pollution and lower noise level by using state-of-the-art technology and clean vehicles
6. To represent a model for other intermodal stations

Picture 06: Sava -North Intermodal Passenger Terminal

Source: City of Zagreb

2. The communication strategies in process of planning Intermodal infrastructure

2.1. City of Brno

2.1.1. Citizens engagement – the situation before CIVITAS[3]

In Brno good practice regarding citizen engagement included consultation processes dealing with planning and construction of infrastructure, as well as spatial and traffic planning. Public involvement in this process was facilitated through public debates, public opinion research, working groups, etc. Citizens were generally not used to making their voices heard or to communicate with transport operators and local authorities. For historical reasons, the participatory culture was at its beginning when ELAN started. The first attempts to involve citizens into the implementation of a large project were made. These participatory events were mainly mandatory under national legislation.

2.1.2. Citizens engagement – the findings from the implementation

The city of Brno is the only ELAN city who doesn't referring in this common measure to other measures implemented in CIVITAS ELAN project.

The project EUROPOINT which was describe in this measure is one of the biggest infrastructure projects in the city and whole South Moravian Region. As mentioned above the participatory events prepared for project EUROPOINT were mainly mandatory, necessary according to the law.

Picture 07: EUROPOINT – information office

http://www.europointbrno.cz/

[3] This chapter includes information from D13.5 - Work and lessons learned related to citizen engagement

However for better communication with the citizens the information office was opened, firstly at the in 2004 at current railway station, from 2011 it was moved to the new place close to the city centre. It provides information about the project in form on leaflet, its employees are operating website and preparing lectures for students or seniors.

The Information office closely cooperates with another city's exhibition place Urban Centrum where the exhibitions and lectures take place.

Picture 09: The 3D model of the area after the realisation of the EUROPOINT project

http://www.europointbrno.cz/

Also the 3D model of the whole area where the project EUROPOINT will be build was created.

On the whole process of the informing the citizens and their engagement all stakeholders of the project EUROPOINT are involved. They are: City of Brno, South Moravian Region, Czech Ministry of Transport, The Railway Infrastructure Administration (SŽDC), The Czech Railways, Czech Ministry of Regional Development and The State Fund for Transport Infrastructure (SFDI).

2.2. City of Gent

2.2.1. Citizens engagement – the situation before CIVITAS[4]

Gent was a city with a high level of participation of citizens that had influenced decisions on several public matters. The citizens of Gent were active and responded well to invitations from the city authorities for public participation in planning matters, including those related to mobility. Public involvement in Gent has a long tradition and is now well rooted in the systems and functioning of urban institutions. In this respect, Gent stands out significantly from the other ELAN partner cities. However, even in Gent the ELAN project was an opportunity to apply further improved approaches for the involvement of citizens in the planning and implementation of mobility measures, especially through the introduction of new consultation techniques and innovative approaches in the organization of consultation processes.

2.2.2. Citizens engagement – the findings from the implementation

The detailed description of the implementation of the participatory process is include in measure 2.9-GEN "Participatory re-development of main train station area" which aimed to create new communication strategy to get public support for the project.

Some of the communication methods which were used are following:

- Participative communication policy: e.g. reduced hindrance meetings on a two weekly basis, organisation of visits to the construction works, information market aimed at stakeholders
- Permanent information point
- Digital 3D scale model

Picture 10: Information point in Gent

http://www.projectgentsintpieters.be

[4] This chapter includes information from D13.5 - Work and lessons learned related to citizen engagement

One of the tools used for the communication with the citizens is the website where the goals of the project as well as the new from the implementation of the project are published.

The other was the institution of the infopoint. The infopoint team consists of the most important partners of the redevelopment of the railway station area, namely public transport company De Lijn, CIVITAS, the NMBS-holding and the city of Ghent. In this way, they can keep each other updated on their part of Project Gent-Sint-Pieters and they also worked out actions which were e.g. not only in favour of one of the partners. Certainly the support of the city of Ghent has been crucial. They had already a lot of experience on citizens' engagement to engage the citizens in the re-development of the main train station area.

The 3D-model could make a lot easier to show the railway station area in the future and to discuss it during the several interactive activities and it could have been a perfect tool to raise the score given to the indicators of this measure. Finally, the 3D-model has been presented in September 2012.

Picture 11: The 3D model of the whole area

http://www.projectgentsintpieters.be

In years 2009-2010 and 2011-2012 the researches were conducted by students of the University of Ghent. These surveys resulted in a lot of useful information, e.g. to determine on which topics the info-point had to focus more. This research concluded with some suggestions to improve the communication strategy of the project Gent-Sint-Pieters and De Lijn as e.g. improving the websites.

The whole process of the participatory approach was evaluated in measure related template. Since the lessons learned could be generally applied, it is valuable to repeat them:

- **Accurate and clear information is crucial:** The more accurate and clear information is available, the better the citizens can be informed about changes and progress of the construction works. Therefore, it is important to work closely together with the different partners of the projects, even

during the contract negotiations, and to establish an open communication between the different partners and stakeholders. Moreover do many local residents and retailers perceive Project Gent-Sint-Pieters as a prestige project. Therefore it is important to stress 'what's in it for them'.

- **Make use of a wide range of communication tools:** For such a big project, it is important not to focus on just one communication tool, but to use a wide range of communication tools. It is necessary to make sure that there are interactive tools as well in order to give the stakeholders the chance to give their opinion, complaints and ideas about the project. While designing these communication tools, it is important to keep in mind that it is easier to reach a group of people such as a neighbourhood committee than individual people. Based on a survey conducted in 2010, citizens, commuters and shopkeepers let us know that they wanted to be informed through an interactive website. An update of the website was thus a must and was finished in 2011.

- **Interactive methods:** The soundboard group, dialogue café, infomarkets, visits to the construction works and the public events did always attract a lot of interested people. The soundboard group attracted every time around 30 to 40 people which is a good number of people to work with because a lot more people present would make it often less effective. The fact that the number of participants did not decrease proves the success of the interactive methods which were used.

Picture 11: The dialogue cafe

http://www.projectgentsintpieters.be

2.3. City of Ljubljana

2.3.1. Citizens engagement – the situation before CIVITAS[5]

In Ljubljana, good practice in citizen engagement could mostly be found in the fields of development and spatial planning and environmental protection. There was no tradition of citizen participation in issues related to transport. Ljubljana joined the ELAN project in order to improve the practice of informing and consulting with citizens and visitors on the key aspects of urban mobility. Ljubljana's aim in the ELAN project was to introduce numerous awareness rising and consultation events that would motivate citizens to become involved and would improve the mutual trust needed for effective participation.

2.3.2. Citizens engagement – the findings from the implementation

As it mentioned above the process of the engaging of the citizens is a quite new approach in Ljubljana, unlike the Gent.

The first barrier was found in city administration itself, the traffic policy acted as barrier in terms of turning the discussions into a political approach, which obstructed a straight-forward decision-making/implementation.

This challenge was overcome e.g. by organizing public events despite the contradictions/opposition of COL, i.e. co-organizing the events with various NGOs as a main organizer.

Good example could be the closure of Slovenska street (a part of CIVITAS corridor) during the EMW 2011 – this was a showcase of good practice and was well accepted by cyclists and pedestrians; cycling NGOs showed their input/support for the permanent closure of Slovenska street. The measure positively affects the attitude towards sustainable transport options and increased support for closure of city centre as a positive measure has been observed afterwards.

Also discussing the barriers in CIVITAS implementation at COL collegiums/ conferences – this lead to a better understanding of the proposed measures and greater acceptance among the city administration.

[5] This chapter includes information from D13.5 - Work and lessons learned related to citizen engagement

2.4. City of Porto

2.4.1. Citizens engagement – the situation before CIVITAS[6]

In Porto, citizen engagement was little considered within the public administration, and public participation was far from rooted. Historically, ELAN citizens had not been consulted for two reasons. Firstly, this was an unusual procedure in the city and the country, and secondly citizens were not only not used to expressing their opinions, they even rejected the idea, because they felt that their opinions or suggestions would not be taken into account anyway. The CIVITAS ELAN project was an important opportunity to involve citizens and to overcome the rather traditional indifference towards these processes. Since the start of the ELAN project the attitudes are gradually changing.

2.4.2. Citizens engagement – the findings from the implementation

Also in Porto the participatory culture is starting to be the important part of the whole process of the implementation. The measure 2.10-OPO "Participatory planning for new intermodal interchange" focused on researching relevant information, requirements on transport interchange design and participatory planning involving all the stakeholders.

The requirements expressed by the stakeholders have a strong emphasis on clean urban transport which is generally not being considered in these studies. These aspects concern walking accessibility, bicycle issues, park and ride schemes and logistical requirements for new fuels (e.g. space availability, filling station, etc.).

One of the drivers in the implementation of the measure was a good cooperation between partners. All partners are sharing the sense of urgency on construction an interchange infrastructure. Interest and the pro-activity of the main partners, namely the cooperation of various stakeholders, was helpful for the measure development. Also the new Transport Metropolitan Authority of Porto (AMTP), created in 2010, showed interest and involvement in measure development.

In Portugal people aren't used to citizen engagement activities, but in the face-to-face interviews inhabitants were interested to give their feedback what should be included in transport interchange. The contributions given by citizens confirmed the planned infrastructures considered in technical specifications by measure partners for the interface.

One of the findings in the process of the evaluation of the measure was that the involvement of technicians of transport in solution development is not enough to have the acceptance of theirs board of directors. It is important to promote actions to involve the board of directors in order to avoid in

[6] This chapter includes information from D13.5 - Work and lessons learned related to citizen engagement

working in a solution that have the acceptance of technicians but not of their directors. Politicians should be aware of the different steps and arguments in the design process and also motivate their decisions in a clear way. Technicians should inform politicians on a regular basis on the progress of their work to assure that both the technical development and the political choices keep in line. Therefore, intermediate meetings are important to avoid waste of time. This action can significantly increase the probability of having a successful acceptance by directors about project selections.

2.5. City Of Zagreb

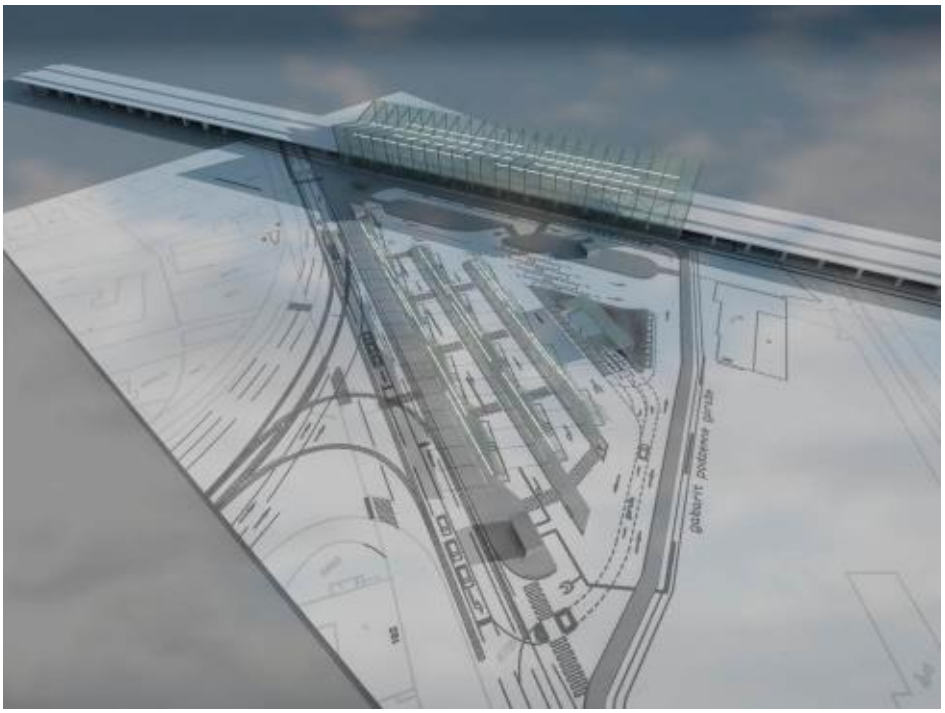
2.5.1. Citizens engagement – the situation before CIVITAS[7]

Participatory policies and regulations had been developed in the City of Zagreb, but implementation of participation lagged behind in practice, especially at the local level. Citizens could communicate their ideas to the City Council through local committees and city districts, and also in some more direct ways. With regard to mobility issues, public participation was mostly limited to experts. It was also noted that neither citizens nor civil society and business organisations had sufficient knowledge or capacity to be involved in decision-making processes. There was no recognisable venue open to citizens – a place where they could get information, attend the presentations of plans, offer their views and comments or take part in discussions on mobility issues. Thus the ELAN project was a challenge to motivate citizens to contribute actively in the search for answers to mobility problems and an opportunity to enhance participatory culture in dealing with development of the city and improving the quality of life.

2.5.2. Citizens engagement – the findings from the implementation

During the production of the study of intermodal terminal SAVA-NORTH (2.5 – ZAG “Intermodal high-quality mobility corridor”) citizens were engaged from the earliest stages of the study. During the public discussions, the dialogue between all measure stakeholders was encouraged. This enabled citizens to state their opinions and to propose solutions for the improvement of the final study. Moreover, the public interest on the topic was increased when they realized that some of their suggestions will actually be accepted. They could witness that they have real influence on the decision-making process. Their support can be crucial in the next steps of the SAVA-NORTH terminal implementation.

[7] This chapter includes information from D13.5 - Work and lessons learned related to citizen engagement



Picture 12: Sava -North Intermodal Passenger Terminal

Source: City of Zagreb

Before public discussions about the study, a 3D model of intermodal terminal SAVA-NORTH was built. This model communicated the message more efficiently and citizens were very satisfied with it because they were able to visualize the solution and make suggestions more easily.

Regular information provision has proven to be one of the basic drivers. Different communication channels were used to reach all segments of public. It is also important to continuously improve and upgrade all information, in order to reach wider public and to motivate their interest and potential engagement.

3. The process of planning Intermodal infrastructure – The Awareness survey[8]

During the implementation of the measure the sociological survey on awareness of planning Intermodal infrastructure was conducted in all ELAN cities in the years 2011 and 2012.

For this survey was developed common questionnaire which was used in all cities.

The detailed information on survey and its results can be found in 2.8-WD2 Survey (interviews of passengers in each of the five CIVITAS-ELAN partner cities).

For the purpose of this deliverable only some parts of the survey will be presented.

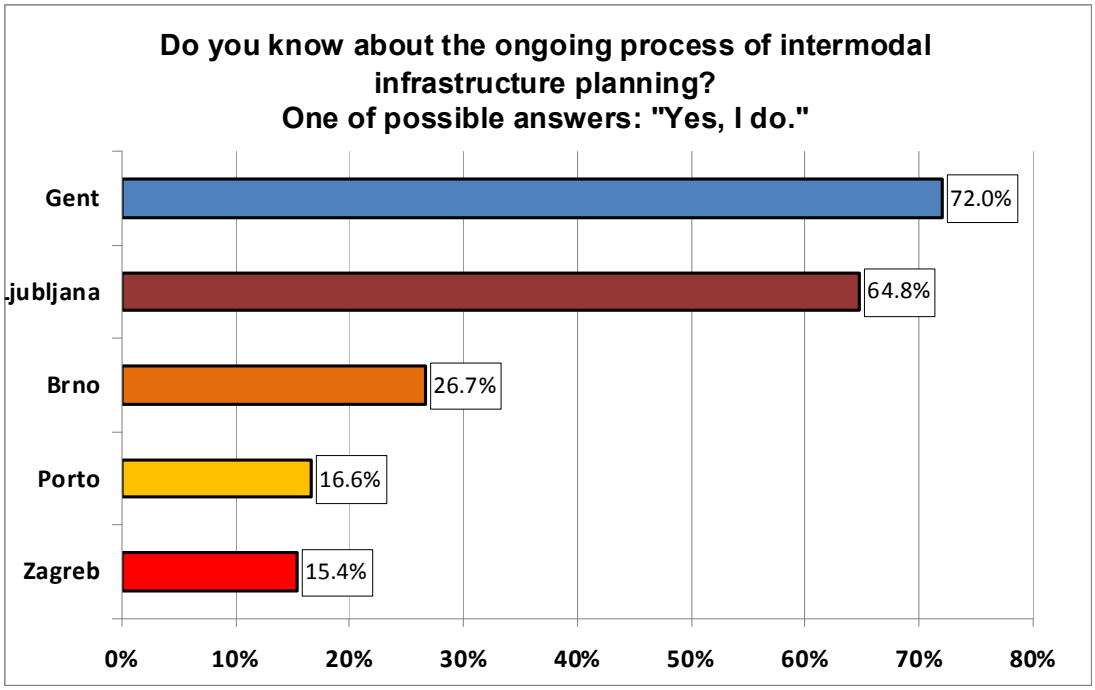


Chart 01: The level of awareness of the citizens of the monitored cities regarding the on-going process of intermodal infrastructure planning.

Source: "Public awareness and satisfaction survey concerning transport-related measures under the CIVITAS ELAN project and intermodal transport" (AUGUR Consulting s.r.o., 09/2012)

Regarding the above mentioned information it is not suprise that mainly people in Gent and Ljublajna are aware about the process of the intermodal infrastructure planning.

[8] Source: 2.8-WD2 Survey (interviews of passengers in each of the five CIVITAS-ELAN partner cities)

Regarding the source of the information in Brno, the largest proportion of respondents (26.7%) learned about the intermodal transport planning from city published newspaper, in Gent from the city website (and other resources). This was also approved in evaluation of the measure 2.9-GEN. In other cities Ljubljana, Zagreb and Porto most respondents learned about the intermodal transport planning from the so-called other sources and city published newspaper.

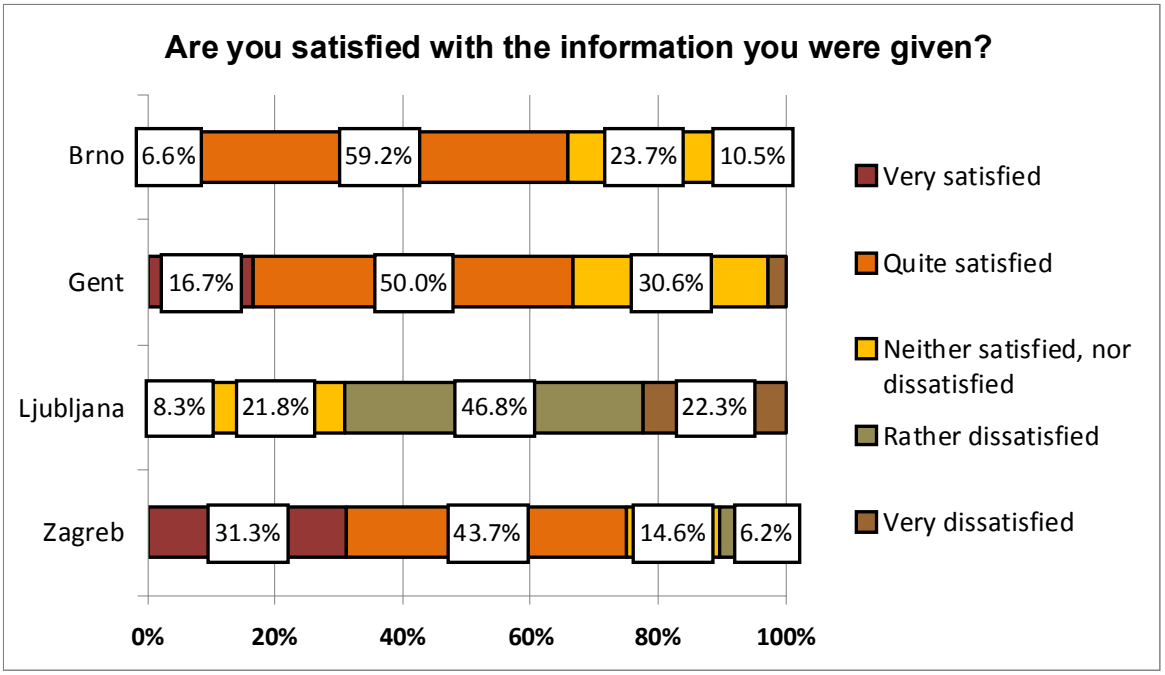


Chart 02: The level of satisfaction with the information on intermodal transport

Source: "Public awareness and satisfaction survey concerning transport-related measures under the CIVITAS ELAN project and intermodal transport" (AUGUR Consulting s.r.o., 09/2012)

On chart 02 you can find the data about the satisfaction with provided information on intermodal transport. More the 50% people are satisfied in Zagreb (75%), Gent (66.7%) and Brno (56.8%). Less satisfied are citizens in Ljubljana.

In Porto this questio was not a part of the survey.