



CiViTAS

Cleaner and better transport in cities

M O B I L I S

**CIVITAS MOBILIS
Awareness Raising
and Citizens'
Participation Report**



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I. Foreword

The CIVITAS MOBILIS Awareness Raising and Citizens' Participation was prepared as a joint effort of dissemination managers from five CIVITAS MOBILIS cities and of the project dissemination manager. The document presents the specific approaches, principles, tools and channels used for awareness raising and citizens' participation in CIVITAS MOBILIS cities, and the recommendations for follower cities on how to involve citizens' in mobility measures planning and implementation. Within the presentation of cases from partner cities the Report also presents the effects and the impact resulting from citizens' participation and their contribution to better decisions and to more effective implementation of mobility measures in the CIVITAS MOBILIS project.

The aims of the Report were:

- To assess the importance of citizens' participation in mobility planning in selected CIVITAS MOBILIS measures
- To present the principles, tools and channels used for citizens involvement in selected CIVITAS MOBILIS measures
- To present the effects resulting from citizens participation and their contribution to better decisions
- To share lessons learned and recommendations for effective citizens engagement in mobility planning and implementation of measures among CIVITAS partners.

The Report consists of three main parts: in the introduction part the CIVITAS MOBILIS approach to awareness raising and citizens' participation in sustainable mobility is presented, the second part describes the experience and best practice from partner cities Debrecen, Ljubljana, Odense, Toulouse and Venice, while the third part summarises the recommendations of CIVITAS MOBILIS cities for awareness raising and citizen participation.

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II. CIVITAS MOBILIS approach to awareness raising and citizens' participation in sustainable mobility

Introduction

People's mobility is becoming an increasingly important basic need in the modern world. Therefore, an increased interest of people to participate in the planning of urban mobility policies and measures as well as in the implementation of concrete measures is understandable. Besides, citizens of the EU countries are increasingly aware that involvement and co-decision making are also enabled by EU policies and legislation, although legislation provisions are implemented very differently in different Member States – from deliberative to centralized and closed approaches. As far as good practice is concerned, it has been on the rapid increase and is expanding in EU cities and states. Namely, public participation incorporates needs, values, interests and knowledge of the traffic participants into decision-making processes, which improves the quality of the decisions.

CIVITAS MOBILIS approach

The partners of the CIVITAS MOBILIS project were aware of the importance of informing and citizens' engagement, therefore many activities within the measures were aimed at this goal. Although the approach was left to individual partners and no common strategy of public participation was defined on the project level, we found out during the preparation of this report that many examples of good practice in the area of informing and public involvement were developed in all of the cities. Approaches of individual partners to public involvement differed according to the principles, standards and the level of participatory democracy established in the individual partner city or country. The most important factor in determining the intensity of public involvement, however, was the nature of an individual measure and the relevance of informing and public involvement for the success and effectiveness of an individual measure.

Different levels of participation

As regards the intensity of communication and decision-making impact, we distinguish between several participation levels:

- (i) informing / educating / raising awareness – lowest level of participation, one-way, top down;
- (ii) consulting / gathering information / discussing – one step up from informing, citizens are consulted, their views are taken into account, but not necessarily considered and acted upon;

- (iii) deciding together / engaging – those affected by an issue are invited to learn about the issue, discuss and become part of the final decision-making process (clear boundaries are set on the level of influence to avoid unrealistic expectations);
- (iv) acting together / partnership – shared decision-making process and shared responsibility for implementing decisions.

In individual measures of the CIVITAS MOBILIS project, the levels of citizens' involvement were different – from informing and awareness raising to two-way communication – consultations with citizens and in some cases even joint decision making. Some measures were distinctly technical, »laboratory«-type and in such cases informing was perhaps only related to public promotion of the results or the results even remained undisclosed in expert documents. In many other measures, however, informing and public involvement were used as a tool in the planning process and/or in the implementation of technical solutions. Namely, every technical solution in mobility indirectly or directly affects the users, communication and public involvement is therefore a logical component of their planning and implementation.

Almost all measures included at least some aspect of informing or public awareness. Users were informed about efficient use of new transport solutions, e.g. a new parking system, the use of uniform tickets, new biking infrastructure, etc. In approximately one third of all measures, though, communication with citizens surpassed the informing level and the users were – through various forms of consultation – asked about their opinion. In many cases, planners of measures asked the citizens about their opinion or data already in the planning phase through interviews, surveys and workshops, thus including their needs in the planning of policies and measures. The users were often involved in the assessment of acceptability or usefulness and efficiency of mobility-related solutions, they were asked to point out eventual weaknesses and to suggest potential improvements. In many cases, this kind of communication became regular (such as communication with the disabled regarding public transport accessibility).

In total, 39 measures were implemented within the entire project.

In **Toulouse**, roughly a half of the measures included only awareness raising and informing while a half also included consultation and taking citizens' opinions into account. Several measures (i.e. Galileo) were distinctly technical and public involvement was irrelevant.

In **Venice**, all 11 measures (except one which was of distinctly technical character) included informing and awareness-raising activities. Two of these measures also included consultation and engagement of stakeholders.

In **Odense**, the rate of citizens' participation was higher – 4 measures out of 6 included consultation with stakeholders. Furthermore, the methods used enabled citizens to be actually able to actively participate in the planning process as well as in the implementation of measures.

In **Debrecen**, 3 out of 8 measures were distinctly technical without informing or public involvement, while in other 5 measures awareness raising and informing was an important aspect. Citizens were actively involved in two of these measures.

In **Ljubljana**, 3 measures were implemented and all of them included informing activities. One of them was directly aimed at the development of a public involvement model.

Although we could say that awareness raising and public involvement were unrelated approaches of the partners, a lot of effort and professional work was dedicated to individual measures which resulted in numerous positive experiences and recognitions that could be summarized in common recommendations. The aim of this report is to present our recommendations and good practice examples from MOBILIS partner cities, giving everyone an opportunity to further improve their approaches to involving the public in the planning and the implementation of sustainable mobility.



III. Selected cases presentations

1. Debrecen

1.1 Debrecen – Citizens’ engagement in measure: Promotion of carpooling service for students



1.1.1 Summary of measure objectives indicating the specific objectives of citizens’ engagement

Most students travel to and from the university by public transport. The student discount has recently been reduced significantly while at the same time the quality of the public transport has decreased. Because of higher price and lower quality many students dream of the day when they can buy their own car and some actually do buy one. And the picture is the same all over Hungary – the standard of living is rising, more and more people can afford to buy a car which leads to the decreased use of public transport.

In that context the City of Debrecen wanted to carry out a simple low-cost pilot project in which they introduced the concept of sharing private cars to a limited target group (the students) and show them there are alternatives to travelling alone by car or by an expensive crowded train.

The purpose of the project is therefore very simple: to gather Hungarian experiences with carpooling!

The development evidently cannot be successful without the involvement of the students as the system is targeted directly at them. While developing the communication strategy, the main objective was reaching the students of the University of Debrecen and involving them in the finalization of the project itself. The aim (and envisaged impact) was to involve them in the new carpooling system, counting on that they would also

inform their classmates and families about this opportunity. In that way, more and more citizens will eventually trust the carpooling system as an absolutely new way of travelling in Hungary.

1.1.2 Method / tools used for citizens’ engagement

Before the system was launched, the City of Debrecen made a research on how to market the carpooling service. Based on the study the service was marketed through the local TV and newspaper (find a copy of a short article below), radio, handouts and through the university intranet NEPTUN. Through NEPTUN it was possible to market the service directly to every student through a popup message the first time the students logged on in the marketing phase of the service. This was a very effective marketing channel since all the students have to use the intranet regularly to receive relevant information about their classes, etc.

Involving student organizations from the University of Debrecen was also a way of making effective communication – common workshops led to set up a service that really fits the needs of university students.



“A common destination – by one car”

1.1.3 Impact of citizens' engagement

In order to develop the actual carpooling system a professional carpooling contractor was hired. However, to make sure that the system matched the needs and wishes of the target group, the student organization at the University of Debrecen was also involved in the development of the system.

The system is now called "Útitárs program", in English "Fellow traveller programme". The students – and everybody else for that matter – can access the carpooling system via the municipal webpage. At the web site the students register and receive an e-mail if the registration was successful. The students can then log into the system with a user name and a password and place ads seeking or offering rides for specific journeys on a kind of electronic bulletin board. The information which can be placed is date and time of the journey plus contact information (e-mail or phone number). If an agreement is made, the add can be blocked so that only "active" adds are shown.

Involving students in developing the project led to a better understanding of the needs of the target group; this contributed to better quality of measure results.

Through different communication channels the information about carpooling reached:

- about minimum 10 000 students via NEPTUN system;
- as shown by a survey, the Debrecen Hetilap (that published an article about the carpooling project) is read by approximately 130 000 people/week regularly.

When the project period ended in March 2008, 100 users had registered and posted 204 ads. From the view that carpooling is completely unknown and innovative, these numbers are considered to be a success; not a great one, but the numbers are higher than expected.

1.1.4 Lessons learned

The success of the project is primarily due to the fact that the students were involved in the development of the system and that the University of Debrecen supported the initiative and allowed the service to be marketed through the university intranet. Since the student discount for public transport has recently been lowered, carpooling has become more attractive to the students.

If carpooling for students is to have a future in Hungary, one of the lessons learned in the pilot project is that it is all about promotion, promotion and promotion. When the promotion stops, the number of new users signing in goes down rapidly. Secondly, if the service should be implemented on a big scale in Hungary, it should involve all universities at the same time so that it is offered to all students. The service should be promoted through the universities' intranet since that is an easy, low cost and a very direct marketing channel.

1.1.5 Recommendations for successful citizens' engagement

- A relevant participation of the project's target group proved to be beneficial.
- When targeting university students, using the university intranet is a very easy, low cost and useful direct marketing channel.
- A project should reflect the existing problem; if the problem (student discount has recently been reduced significantly) affects the citizens' welfare, they get involved more easily.

1.2. Debrecen – Citizens' engagement in measure: Promotion of sustainable City-traffic Development Plan



1.2.1 Summary of measure objectives indicating the specific objectives of citizens' engagement

Before the MOBILIS project the City of Debrecen did not have a transport plan and sustainability was not taken into consideration when decisions regarding transport were made. The planning was ad hoc and there was no political tradition of involving or hearing stakeholders, experts or public during the decision-making process. But the politicians realized that it was important to draw up a strategic, long term sustainable transport plan and to involve different actors in the process in order to be able to address the future challenges regarding transportation in Debrecen.

All different transportation stakeholders agreed that it was important to engage in continuous dialogue and have a forum where they could discuss the common challenges.

Therefore the objectives related to communication were to set up a forum, where citizens can share their ideas about sustainable city-traffic, and to reach all the inhabitants of Debrecen while communicating the City-traffic Development Plan.

1.2.2 Method / tools used for citizens' engagement



An important tool for public participation was the involvement of specific citizens groups into the work of the mobility workgroup.

The Cyclists Civil Society was directly involved in the process of the elaboration of the sustainable City-traffic Development Plan in order to clarify the needs of cyclists.

Other citizens groups were also involved in the process, primarily through meetings which are regularly held in the local districts, where local politicians discuss important issues with the local citizens. As the elected members of the local general assembly represent the citizens' needs and opinion, public participation was ensured during the process of elaboration. There were also some articles published and radio interviews conducted on the process as well as on its outcomes.

The tool for raising awareness was the direct information campaign through meetings which are held in the local districts each month, where local politicians usually discuss important issues with the local citizens. The meetings were suitable to inform all the citizens groups about the content of the sustainable plan in general and provided option to the participants to get informed about specific issues in their fields of interest.

After the elaboration of the sustainable City-traffic Development Plan, the document became downloadable from the

city's webpage, enabling all the citizens to get familiar with its contents.

1.2.3 Impact of citizens' engagement

The plan was finished in 2007 and it consists of three elements – an analysis of the current situation, visions and goals and an action plan for the prioritized goals. The mobility group was part of the entire process and all the different stakeholders, experts and other role players supported the final plan. The city council has since adopted the plan and it is now being implemented according to the action plan.

The only one-way communication methods (informing citizens about the process and the results of the project) helped people understand the use of timers in the city centre and at the tram-stops. This could be considered in the whole project and in the sustainable City-traffic Development Plan itself.

The involvement of Cyclists Civil Society increased the awareness of those who prefer using bicycles as a transportation means, their needs could have been satisfied at a higher level.

1.2.4 Lessons learned

The measure can be considered a success, taking into consideration that the mobility workgroup is still active and is now used by the politicians as an expert adviser group.

Even though this kind of planning was completely new to all the participants, it was developed on time and supported by all the different stakeholders and other role players.

The politicians realized that it was necessary to draw up a sustainable urban transport plan and that they need experts' and citizens' help to do it. To make that kind of statement and try out a completely different approach in an important challenge like city transportation it took political courage, but also paved the way for change. Secondly, the transport operators were willing to take up the challenge and work together and compromise in the name of the common good.



It is important that publicizing strongly all the results of a project can make citizens interested in the future plans and start searching for forums where they can express their ideas and feelings about new project proposals – even if it starts with online civil forums, citizens have their ideas (sometimes as good as a decision-makers brainstorm) that have to be considered.

Obstacle:

The citizens' engagement in the project could have been even stronger. But considering that this type of a process is completely new in Hungarian politics, this is a minor issue.

1.2.5 Recommendations for successful citizens' engagement

- Speaking about "traffic", all citizens have their own opinions that should be collected in order to be able to prepare a sustainable traffic development plan that fits the citizens' needs.
- Browsing and setting up online forums in different topics that interest citizens can contribute to better understanding the needs and subsequently lead to a higher level of citizens' engagement.
- Forums and meetings held with local government representatives are also a useful communication strategy.

2. Ljubljana

2.1 Ljubljana – Citizens' engagement in measure: Participatory planning and promotion of sustainable mobility



2.1.1 Summary of measure objectives indicating the specific objective of citizens' engagement

Within the CIVITAS MOBILIS project, co-funded by the European Commission, the City of Ljubljana (CoL) planned to demonstrate what model for public participation could be suitable for mobility planning in Ljubljana. Locations for installation of covered bicycles shelters were planned to be the key issue of the demonstration and model testing. This measure (11.7.L) was titled "Participatory planning and promotion of sustainable mobility in Ljubljana with the emphasis on safe and increased bicycle use".

It was also planned to identify key public stakeholders within Ljubljana districts and to carry out consultations within district councils on sustainable mobility in Ljubljana with the emphasis on safe cycling. From its conception, this endeavour aimed to:

- promote cycling;
- enable active participation of civil society in mobility planning and implementation, using and testing innovative engagement methodologies;
- improve cycling infrastructure in the sense of making it safer; the citizens will be additionally motivated and stimulated to use bicycles also in bad weather conditions; and
- change citizens' behaviour towards alternative modes of mobility.

The administrators consider active engagement and participation of civil society in mobility planning and implementation to be crucial. The measure was thus focusing on the development of a public participation model to enhance shared responsibility

for the future mobility development in the city with the emphasis on improved cycling infrastructure during an initial phase.

Development of the public participation model was based on the analytical decision-making process scheme, identified in the CoL administration. It is based on the experience from the spatial planning procedures. Spatial planning processes on local level are already open to the public in some aspects, enabling various stakeholders and general public through a variety of tools to give their comments and have their say about the proposed solutions.

A common approach had to be defined and the tools chosen to achieve the objective. In the beginning a small working group proposed to conduct workshops with the key stakeholders, where the issues of safe cycling focused on covered cycling shelters would be discussed with the goal of identifying priority locations for them in the city.



2.1.2 Method / tools used for citizens' engagement

The process - demanding exercise

Involving the public concerned and various other stakeholders did not only affect the measure as such, but also changed the expected results. Previously planned improvement of cycling infrastructure achieved with the instalment of additional covered bicycle shelters through the use of the provided consultation model changed after the first consultation was organized.

However, an appropriate management structure was established and a responsible person nominated (measure leader). Representatives of the CoL made up the core group to prepare the public participation model. External consultancy was also employed and a short overview of the existing experiences in the city and in the country was made.

A decision-making process analysis in the CoL was prepared in a way enabling its adaptation to the participation requirements. Schemes provided from the analysis have shown that the most proper way to involve public in the decision-making process after the initial "project description" is done – meaning as early

as possible in the process. However, the model did not address the issue of opening up the very beginning of the process to the public: on the policy and the programme level, when more options about the future directions are still available.

Several methods such as questionnaire survey, facilitated workshop and feedback survey, were used. Public involvement was crucial for the success of this measure. However, some barriers appeared in the implementation phase. Participating stakeholders have pointed out that the chosen issue is completely out of their concern or even interest: the basic problem for cycling in CoL is a safety issue in all its modes (availability of cycling lanes, theft, parked cars on cycling paths, etc.).

This barrier for testing the model was used to reconsider the whole measure. The core team adapted to the situation. Some additional research was done to provide new empirical data to the team; all that was done in order to make better informed decisions. It also meant having to adopt a model more at the involvement/engagement level, overcoming the previously planned "consultation" approach.

Information

Basic information activities were conducted in the implementation of this measure. Measure leaders invited the identified target groups (district councillors, cycling stakeholders) to attend the first workshop by e-mail letters with attached workshop programme. The workshop process plan was prepared internally (and not distributed).

Involvement

Enabling representatives of the district councils and the cyclists civil society pointed out not only several other urgent priorities in the Ljubljana cycling situation, their contribution clearly showed that consultation only is not enough. More involvement and engagement possibilities were requested.

The first workshop was developed "by the book" and was based on the previous, although small, experience:

- Issue was defined (need for safe bicycle parking lots).
- The workshop process plan was prepared, where:
 - roles were distributed among the organizers and possible participants;
 - workshop objectives were identified (to set the criteria for sheltered bicycle racks and create a list of potential locations);
 - tools, used by the workshop chairing person, were chosen.
- Stakeholders were identified and invited.

Representative stakeholders took part in the initial phase of the workshop where not everything was going according to the plan. The main reason for that was the dispute about the basic workshop objective: is the issue of the sheltered bicycle racks the real priority? District councillors and the cyclist's

representative were opposed to the objective, stating that the real priorities are well known: the city should provide the basic safety conditions for cyclists, starting with the enforcement of traffic regulations in the city.

2.1.3 Impact / results of citizens' engagement

At the first workshop (February 2006) participants identified several main obstacles for the development of cycling in the city of Ljubljana, all of them connected with the safety issue:

- Insufficient safety for cyclists.
- No cycling coordinator on the city level.
- Shortage of city constable officers.
- No regular police and constable control and penalties to traffic violators.
- Lack of bicycle racks in two out of 14 locations in the city centre.
- Week access restrictions to the inner city.
- No real marketing and awareness-raising campaigns on safe cycling.
- Insufficient communication channels between the city administration and the city districts.

To support the outcomes of the first consultations, additional activities for gathering data on cycling safety were organized as the follow-up. In May 2006, during the Campaign for Cleaner Ljubljana, city constables and police identified and recorded more than 1800 illegally parked cars in the city, mostly on cycling and pedestrian lanes, in one month (with more than 1300 penalties and almost 500 warnings issued).

After hard and sometimes even sharp discussion the following main result was achieved:

- The main issue is cyclist safety in the city (free cycling paths and lanes, protection from cars, safe parking, anti-theft, etc.).
- The following participation process has to focus on the issues identified by involving all stakeholders and ensure support from the political level to the city administration.
- Identification of who are the key stakeholders in the city on safety and enforcement:
 - o City administration
 - o Cyclists Networks and clubs
 - o City constabulary
 - o Police
 - o Traffic Safety and Prevention Board
 - o Public schools
 - o University

Of course, such outcomes were not expected by the preparatory team that was focused on the sheltered bicycle racks location. However, the arguments provided by the stakeholders called for reconsidering the team's basic approach.

Adapting the process to the stakeholders demands

Although the preparatory team had a strong sense of frustration, the question how to proceed was raised. The team consulted the definition of the engagement, saying that "engagement is the process of identifying and incorporating stakeholder concerns, needs and values in the [transport] decision-making process. It is a two-way communication process that provides a mechanism for exchanging information and promoting stakeholder interaction with the [transport] project team." Consulted literature and case studies supported the issue, which "the overall goal of engagement is to achieve a [transparent] decision-making process with greater input from stakeholders and their support of the decisions that are taken."

Thus, after the internal discussion, the team responded to the results by:

- Reassessment of the priority issue.
- Ensuring participation of the stakeholders by addressing their concerns and taking into account their priorities.
- Identifying one priority issue (free parking lanes).
- Informing stakeholders about the outcomes.

Two additional issues were also addressed:

- The need for further development of the internal decision-making processes in the City administration.
- Clarifying legal framework for engagement.



The second workshop was again prepared "by the book", using consultation with a group process facilitator. The following points were taken into account:

- Participation of the key stakeholders (NGO, City Administrators, Inspectorate, Police, etc.)
- Use of a professional facilitator
- Ensuring all views and positions were noted
- Providing feedback to the participants
- Preparation and use of the evaluation questionnaire
- Fulfilling the objectives of the workshop
- Future steps were identified by the group

The second workshop outcomes were very precise and rich in content meaning of the word. The outcomes can be summarized in the following points:

- The city shall reassess the existing institutional framework and its suitability to address the cycling safety issues.
- The city shall prepare and adopt legal acts on public engagement and involvement in city planning and decision-making processes.
- Training for public officials on facilitation of the group processes is needed to create an atmosphere of cooperation and preparedness to contribute to the solutions.
- Guidance on public engagement and involvement in preparation of plans and programmes in the local community shall be prepared for city officials consultations.
- Assessment of the stakeholders needs to get engaged in the decision-making processes (proactive approach, information provided in an accessible way) is needed to better understand their capacities and capabilities.
- Further strengthening of stakeholders for participation and involvement to ensure quality shall be the city policy.
- Creation of supporting measures for involvement of hard-to-reach-and-engage stakeholders (social, gender, cultural).

In all events, an evaluation questionnaire was provided to the participants to check the performance of the workshop.

One of the main (intermediate) results is that the city cycling coordinator was appointed as one of the priorities of the City of Ljubljana in its Environmental Protection Programme (from 2007).

2.1.4 Lessons learned

Engagement of the key stakeholders, inclusive organized cyclists, provided further proof that the city administration cannot plan only from their “armchairs”, but has to consult and engage the stakeholders to get not only better solutions but mainly to set the right mobility issue or at least prioritise properly.

Of course, employment of the discussion on bicycle racks in the city by using consultation tools created an opportunity for the city cyclists to express their concerns and criticisms of the city approach to cycling issues. This approach clearly indicated that in the past consultations with the public on mobility issues were not structured properly since, the decisions were only rarely implemented.

However, due to involvement of the senior city management, several lessons were learned from the process:

- Ensuring participation of key stakeholders and/or decision makers is crucial.
- Participants shall identify the scope or content of the criteria used in formulation of solutions.
- Open and well facilitated discussion with clear objectives, set by the team and adopted by the participants, ensures achievement of some level of consensus.

- Providing an opportunity to the stakeholders to be heard and provide them feedback after the event about the steps taken is giving a possibility to strengthen readiness for cooperation and provide the basis for trust building processes.

In the case of Ljubljana, there were also two crucial conclusions, or better to say, insights provided by the participants:

- There are many players, many partially involved bodies, organs, institutions, of various levels of involvement (local, national) etc. but NO clear management.
- Therefore, the city mobility agency as a coordinating body was proposed (for education, awareness, and etc. issues).

2.1.5 Recommendations for successful citizens' engagement

City administrators were learning by doing. The use of participatory and engagement tools in the development of city activities does not have a long history in Ljubljana and some sectors (i.e. traffic) have only started using them. There were many lessons learned in this case. However, several recommendations to other professionals in the field of mobility planning can be identified:

- Check your views about the priority with those who are anyhow affected by the current situation – it will enable you to adapt your actions and provide more accurate contents: use interviews with the key stakeholders, focus group technique, and surveys.
- Use the results of the preliminary research in the planning phase; consider consultation with professional facilitators of group processes on techniques to be used to achieve the objectives of the event.
- Try to ensure involvement of all parts of the city administration that has to deal with the issue; their participation will provide an opportunity to meet other stakeholders and their views, interests and needs/demands. It will strengthen your position and create a community of the interested.
- Engage various information tools to reach the stakeholders; careful planning is needed to identify proper tools or channels to reach different stakeholders, especially weaker ones (i.e. low income households). Even more demanding is to identify the way to ensure their involvement in the process you are planning.

3. Odense

3.1 Odense – Citizens' engagement in measure: Implementation of environmental zones



3.1.1 Summary of measure objectives indicating the specific objectives of citizens' engagement

The City of Odense has recently made a strategy for environmental zones in Odense municipality – a strategy how to implement 30 km/h speed limit in housing areas. With Mobilis it became possible to make a demonstration project in 2 housing areas, Bolbro and Korup.

The demonstration project foresaw:

- Exemption from the Department of Justice
- Involvement of residents
- Implementation of physical measures, street humps, signs, road closures etc.
- Local campaign
- Opening event
- Evaluation
- Recommendations

The objectives of the environmental zones were to increase the quality of life of residents. In order to achieve that, it was necessary to reduce the impact of motor vehicles on residential environments and increase traffic safety and feeling of security. That would also increase the use of public road space for social interaction and bring back the streets to children living in the areas. To fulfil the objectives it was also necessary to execute campaigns and initiate a dialogue with involved stakeholders.

3.1.2 Method / tools used for citizens' engagement

To involve the citizens in the process, the following communication elements were chosen:

- Implementation of a website www.levendeveje.dk
- Questionnaire surveys, conducted before and after the project
- Counting traffic, measuring speed, analyses of through-going traffic, etc.
- Flyers, briefly presenting the project, handed out to households
- Posters in the areas
- Information boards in the areas for posting news
- Establishment of a working group in each area
- Ongoing information to the local press
- Presentation of the suggested solutions in the local areas for those interested
- Local campaigns and events

The questionnaire survey was interactive. In both areas, approximately 150 citizens responded to questionnaire surveys, submitted both before and after the project. This corresponds to a response of 15-17 %. This is a lower response than if we handed out a traditional questionnaire survey in paper.

A survey on the Internet requires fewer resources in time and is a great tool to point out unsafe places on a map. At the same time, the risk of typing errors minimizes.

It has been a huge success to involve the citizens through working groups. The citizens take the project to heart more easily and this gives the municipality the opportunity to get a local angle on the project.



To ensure a successful project we wanted to involve the local residents from the beginning of the project. The local residents know the areas better than the municipality administration because they live there and see the everyday problems. The residents could also be local safety ambassadors setting the standard.

Overall, 40 persons volunteered; we chose six people for one area and seven for the other. We held five meetings in Korup and seven in Bolbro. At the meetings, the physical project was discussed as well as the local campaign and the opening event.

3.1.3 Impact of citizens' engagement

The working groups were very successful. The local knowledge led to at least one change in the original project. In addition, the working groups were highly involved in arranging the opening event. Both events were visited by many people having a great time while celebrating the changes in their neighbourhood.

The working groups were also a great help when it came to the interactive survey. In a questionnaire survey many problems can be clarified. After it the working group can qualify the project draft, etc. by being active throughout the process. However, it is a time-consuming aspect in the overall project, especially for the project leader.

The impact of citizens has been important for this project. Changes were made in the project after the local residents had been involved. The working group and the project leader had to reconsider some of the proposed solutions, which benefited the residents.

3.1.4 Recommendations for successful citizens' engagement



- Our recommendations:
- Web-site – an easy way to get information out to all areas on the same website.
 - Questionnaires submitted to all residents – make sure that everyone has been asked and heard.
 - Questionnaire on the Internet – if possible.
 - Further examination is required to increase the number of participants.
 - Working group with residents – local knowledge is important.
 - Influence on physical measures.
 - Opening event – local residents can help. It also creates ownership in connection to the project.
 - Process consultant in a working group – it is suggested that a colleague will replace the process consultant.
 - Information board – a good source for information if the residents do not use the Internet.



4. Toulouse

4.1 Citizens' engagement in measure: Definition and implementation of a new Parking Management Policy in Toulouse



4.1.1 Summary of the measure objectives indicating the specific objectives of citizens' engagement

The main objectives of this measure are to:

- optimise the way to use the parking "lever" within the global mobility policy in order to balance the role of each transport mode and to preserve the economic activity;
- maintain accessibility to local shops and improve the quality of life of the inhabitants (parking facilities for residential inhabitants);
- define and implement a local Car Parks Action Plan in order to restrict the access of private cars to the city centre.

The Local Parking Plan was implemented in Toulouse on the 25th March 2005. On 3rd October 2005, "resident" parking was introduced in four trial districts: Péri, Belfort, Taur and St Sernin. In October and November 2006, "resident" pricing was extended to several new streets and two new sectors: Capitole and Wilson in the central business district. In February and March 2007, several new streets and three new sectors were included: La Grave, Teinturiers and St Aubin. In September and October 2007, following the opening of the second subway line that enabled more inhabitants to reach the city centre by public transport, it was decided to include five new sectors (Carmes, Ozanne, Dupuy, Balance and Concorde) in the "resident" parking scheme.

Finally, in December 2007, it was the turn of the Bazacle, Leclerc, Sébastopol and Compans to adopt the "resident" parking provisions.

The specific objectives of citizens' involvement are to:

- highlight interest for final users (mainly residential inhabitants), arising from the implementation of this kind of policy;
- inform the public of the political and technical choices made;
- propose a public awareness campaign.

Envisaged impact:

- better knowledge of the new Local Parking Plan by the Toulouse inhabitants;
- wide acceptance of the new Local Parking Plan among the citizens / residents / shopkeepers.

4.1.2 Method / tools used for citizens' engagement

The definition and implementation of a new Policy Management Policy in Toulouse was directly carried out by the City of Toulouse. Since the beginning of the project, many actions have been set up to inform and consult the Toulouse citizens about the changes.

Three types of tools have been mainly used:

- Informing citizens,
- Consultation with citizens, and
- involvement of citizens in decision making.

Informing citizens:

Dissemination material:

- Leaflets and guides have been produced and distributed to the residents of individual districts or sectors affected by the Local Parking Plan, as well as for specific professional groups who – due to the nature of work – have to be aware of this kind of information (e.g. emergency services, repair services, home workers, etc.)

In total, 10 informative leaflets have been updated and produced. In Depending on the sector, between 5000 and 40 000 copies have been released. They were distributed by mail (with the invitation letter to the public meetings), available in the Parking Department of the City, in the "Allô Mairie" (City Information Department) and at the Reception Desk of the City Hall.

- A dedicated webpage of the City website has been designed on this topic.



Public Meetings:

- Between July 2005 and November 2007, the City held 16 meetings in total (20 sectors were directly affected by this Local Parking Plan and some meetings were organised for several districts at the same time) with residents, including shopkeepers, to explain the principle and the aim of the system, as well as the expected benefits for the inhabitants of the affected areas. These public meeting were organised for each new resident district. During the settlement of the preferential rate for emergency professionals, a presentation of the system was also made.

Each resident was informed by an invitation letter signed by the “Sector Mayor” (Maire de Quartier) and the corresponding sector leaflet (door-to-door distribution) of the organisation of a public meeting in their sector. An invitation letter is considered to be the best communication channel at the sector level. It has been estimated that 70 % of the residents contacted were present at the public meetings.

The information was also available through the City website.

- Workshops were organised at the internal level to present and explain the impacts of the new PMP to the internal services (mainly for the local Police, the City Information Department employees “Allô Mairie” and the employees who received subscription forms for the resident status) affected by the new policy.

Consultation with citizens:

Two main satisfaction surveys have been carried out by the City of Toulouse

- 1 The first satisfaction survey was carried out in January 2006, 3 months after the implementation of resident park-

ing in the first four sectors. 203 residents were consulted, answers were received by 144 residents. This survey targets were mainly the subscribers to the scheme while they were purchasing their monthly passes. The aim was to get their opinions on the scheme while it was still new and before it was extended.

A restitution meeting of the results was also organised mainly for the residents. All residents/subscribers received the results of the satisfaction survey by mail.

- 2 The second satisfaction survey was carried out in 2007 with the aim of recovering the residents'-subscribers' opinion in order to better understand their wishes related to resident parking. Questionnaires were distributed from March to June to 1418 residents-subscribers of the sectors of Belfort, Capitole, Péri, Raymond IV, Saint Sernin, Taur, Valade and Wilson (8 sectors questioned / 11 sectors where the Local Parking Plan is implemented). 535 answers were received (37.8 %). The results were then sent to residents-subscribers.

Involvement of citizens in decision making:

After local elections, the “Mobility Meetings” were launched between May and June 2008. A dedicated website, on which all debates are available, was also created on this occasion. Dealing with 4 main themes, those meetings were the occasion to give the floor to the inhabitants of Toulouse to discuss mobility issues since the aim of the City of Toulouse was to collect opinions and advice on urban mobility. The City's further commitment regarding those meetings is to integrate the citizens' comments in the incoming mobility projects and concrete actions.

The theme raised during the “Mobility Meeting” of the 18th of June was the place of the car in the city. Following the presentation of the state of the art of this specific theme, made by the City of Toulouse, many participants took the floor on the topic of the Local Parking Plan.

No major problem was identified.

4.1.3 Impact of citizens' engagement

Public meetings were a good opportunity to present and experience in reality what could be the degree of the residents' acceptance of such actions.

However, some complementary work was required notably when the implementation was effective and the residents-subscribers concretely used these new parking facilities for assessing and analysing a new system.

All comments received from the residents were gathered and analysed. The answers to the satisfaction surveys were a good

basis for the technicians to develop new guidelines and to propose adaptations/ modifications to the current system. The Local Parking Plan is a permanent process and the advice, remarks from the residents-subscribers have been very useful for the City, notably regarding the softening of the access control conditions and fares.

Feedback from the citizens was taken seriously into account and resulted in minor adaptations of the implemented scheme (e.g. re-opening of some parking spots to reach the right level of parking pressure).

4.1.4 Lessons learned

The implementation of a new parking policy is in general difficult and politically sensitive. Nevertheless, the implementation of the measure with the help of public meetings is considered as an innovative tool.

In that sense, the presentation meetings, led by the technicians and politicians of Toulouse before each settlement of a resident parking area, were good support, as they allowed residents and shopkeepers to understand the benefits they were supposed to obtain due to this regulation.

4.1.5 Recommendations for successful citizens' engagement

Parking is a sensitive field and the displayed proposals need to be explained and understood to be accepted. In the frame of the implementation of a new parking policy the dialogue step should not be neglected.

The actors of the settlement, technicians and elected representatives, should be attentive to the parking users, in particular to the subscribers who pay for a service.

It is important to involve the citizens from the beginning of the process in order to improve the degree of citizens' acceptance.

In that line and depending on the perimeter of the projects, 2 types of meetings might be organised:

- in case of a global urban project, a pre-informative meeting is needed where citizens/residents must be informed of the guidelines foreseen by the City. This first step would be the occasion to collect their comments and then to integrate them, when possible, in the project definition;
- afterwards, in a second step, a presentation meeting where the City can inform the inhabitants about the coming developments and actions.



5. Venice

5. Citizens' engagement in measure: Promotion of safe and increased bicycle use in Venice – Getting primary school children on their bikes ... It's as easy as the ABiCi!



5.1.1 Summary of measure objectives indicating the specific objectives of citizens' engagement

Objectives of the measure

This measure promotes the use of bicycle among residents, commuters and students through the implementation of an integrated package of projects and infrastructure. The main objective is to increase significantly the use of bicycles in daily urban trips in Venice that were about 7 % of the total urban trips in 2004, by specifically targeting residents for urban trips, shoppers and students.

The measure specifically foresaw:

- The identification of convenient areas for bicycle racks, the purchase and installation of 50 outdoor secure bike racks in the Mestre City. Central areas of particular interests, both urban and commercial, in strategic parts of the city such as the railway station, the public library, the Ferretto Square and the main shopping centre were analysed following the criteria of convenience, attractiveness and proximity to bicycle lanes.
- The "Bike safely to school" Project that involves the implementation of road and environmental education in schools and the identification, communication and signposting of safe home-school bicycle routes with 3 local elementary schools.
- The setting up of an Officer Scheme that foresees the accompanying of groups of elementary school children by local pensioners or volunteers on the safe routes defined.

- The design and implementation of a communication campaign targeting bicycle users, specifically developed for elementary school students.
- Demonstration of the increase in the use of bicycles as a result of the projects and the communication campaign in all elementary, middle and high schools.

Objectives related to communication with citizens

The specific objectives of the ABiCi communication campaign targeting elementary school children were to raise awareness and educate children on sustainable mobility in general, on the use of the bicycle (how to use it, how to maintain it, safety issues, etc.) and to inform them about safe routes connecting their schools with residential areas.

Envisaged impact

Through the communication campaign called ABiCi (which is a play on words as "bici" means bike in Italian), which consists of lessons with elementary school children, the impact sought was an increase in knowledge on the part of the children directly involved on sustainable mobility options available to them and an increase in knowledge on how to safely use a bicycle. When educating children, particularly with regards to subjects such as mobility options, there is often a knock on effect in terms of knowledge gained by the children's families, the teachers and potentially on the school as a whole.

As a result of this campaign, although not directly measurable, the sought for impacts are also an increased use of bicycle for home school trips, and a decrease in accidents involving children on bicycles as a result of knowledge acquired on cycling in safety.

5.1.2 Method / tools used for citizens' engagement

The ABiCi project was directly promoted by the City of Venice Deputy Mayor for Sustainable Mobility. A letter was sent from the Deputy Mayor to 63 elementary schools at the beginning of the school year explaining the project and inviting teachers to sign up their classes by filling in a form and sending it to the City of Venice. The teachers who signed up made the course a formal part of their annual education programme. At first 80 classes were taken on and then in April 2008 all classes which applied (another 22 making a total of 102) were given the course. A total of 2080 children attended the course.

The City of Venice has a consolidated relationship with the local branch of the national «Friends of the Bicycle» association (FIAB) which has long standing experience in sustainable mobility projects with children. FIAB was given a contract by

the city to design the course, course material and to provide the teachers.

FIAB firstly trained the teachers for the ABiCi course and designed and printed an interactive course workbook.

The course was designed in modules for two different levels of students; older students and younger students.

The younger students' module dealt with:

- the bicycle from a technical point of view;
- advantages and disadvantages of the bicycle compared to other mobility options;
- road safety and pollution;
- pedestrian and cyclist good practice;
- how to prepare a bicycle trip.

The older students dealt with all of the above as well as the following:

- simple bicycle repairs with a mechanic;
- activities relating to two of the following topics:
 - brief statistical survey of urban mobility
 - map making
 - planning safer home school routes
 - planning a bicycle trip in their area
 - learning about cycle routes in their area and city



The methods used were:

- classroom lessons with illustrated material and an interactive course book;
- making posters;
- group games on air pollution and on the European Charter on Pedestrian Rights;
- observing streets;
- practical repairing and maintenance of bicycles with a mechanic in the classroom;
- video presentation of bicycle bus projects and on road safety;
- end of course quiz filled in by each student and corrected in class; presentation of bicycle «licenses» to all students as a reward for the work done and encouragement to cycle.

The ABiCi project aims at raising awareness and educating primary school students on sustainable mobility in general and on the safe use of bicycle.

At the beginning of the project the city was taken by surprise by the number of classes asking to participate in the ABiCi project. Though financial resources were available, there was uncertainty as to whether the group of teachers trained to teach the course would have enough time throughout the school year to satisfy demands from 109 schools (7 of which then dropped out for their own reasons). The city and the FIAB were able to review this and confirm lessons in the last 22 schools in April 2008.

During the year, it also emerged that teachers and students would appreciate having a bicycle trip organised at the end of the course. Due to financial and human resource constraints it was not possible for the FIAB and the City of Venice to include this in the course though wherever possible classes were encouraged to organise such an outing at the end of the course independently.

5.1.3. Impact of citizens' engagement

The ABiCi communication campaign is just one of the initiatives which make up the measure on bicycles in Venice. It specifically involved a large target group, 2080 elementary school students.

The impact sought is for elementary school children to have an increased awareness of sustainable mobility options, increased knowledge of and confidence in using the bicycle safely.

Considering the overall objective of the measure, which is an increase in modal share of the bicycle for urban trips, it is likely that the communication campaign will contribute positively to achieving this. It is likely that a part of the children which have participated in the project will use their bicycles for home school trips and may also encourage their families to use bicycles more often for urban trips as well as for leisure.

5.1.4. Lessons learned

ABiCi highlights the importance of:

- Using appropriate teaching and learning strategies: a fun interactive course book, games and activities for children to work alone, in pairs and in groups were employed during the course. These ensure capturing children's attention.
- Accommodating for different student learning styles: the course programme for younger and older students differ based on their age.
- Checking students' understanding: a brief quiz was used for this and accompanied by the presentation of bicycle licenses for the children who participated in the project.
- Learning from the experience: the questionnaire on satisfaction filled in by all the teachers showed that the course contents were very much appreciated by all. However,

teachers would like the course to include an outing by bicycle. The City of Venice is currently examining the possibility of funding the course next year and is thus also looking into financial and practical (insurance, what to do if not all children have the necessary equipment, etc.) aspects of including such an outing in the course.

5.1.5 Recommendations for successful citizens' engagement

- When targeting children, activities should be entertaining and a variety of different activities aimed at capturing attention is recommended.
- Distribute gadgets, particularly to children, they love them!
- Have practical exercises, such as that used for bicycle maintenance, or a bicycle trip, and discuss activities in relation to their local context, children will remember facts much more.
- Get teachers on board so that after the course is finished work can continue.



IV. Summary of recommendations for effective awareness-raising and citizens' engagement in sustainable mobility planning and implementation

The following are the recommendations for awareness raising and citizens' engagement that were summarised from the CIVITAS MOBILIS cities experiences:

1. Engagement of citizens' in mobility planning and implementation contributes to a higher quality of urban mobility

Citizens' engagement brings the knowledge on the problems and needs in the planning phase, it raises awareness on behavioural modes, it enables the users' feedback on acceptability and usefulness of implemented mobility measures, it increases community cohesion in and ownership of the action.

2. Different types of mobility measures require different levels and different timing of citizens' involvement

The degree of citizen participation depends on the character of the mobility measure and its objectives, it can vary from informing citizens, consultation with them, involvement of citizens in decisions-making process, or even acting together with citizens in implementation of measures;

For the success of engagement it is crucial to involve citizens in the early stage and throughout the whole process in order to build the trust for future actions.

3. Identifying the key citizen target groups, and understanding their interests and needs is basic for planning of citizens' engagement

Identification of key stakeholders that are relevant for a specific mobility measure is the first step in an engagement process, and it should be accompanied by the analysis of their needs and interests. Knowing well the targeted stakeholders and understanding their mobility life styles can help in selecting appropriate engagement approaches, and can increase the efficiency of the communication with and engagement of citizens (especially when we target young people).

4. Informing citizens' is two-fold: technical information and information on the consultation process

Various information campaigns and tools can be used to reach the citizens, careful planning is needed to identify proper tool or channels to reach specific interest groups, especially young people and marginalised stakeholders.

When our aim is citizens' engagement, besides the technical information - related to the mobility measure, also information on the process should be available - related to the whole engagement process, including the objectives, calendar of consultation events, deadlines and milestones, help for citizens, ways on how comments will be considered,... The best way to inform citizens well the is to prepare a well structured Citizens' Engagement Plan.

5. The consultation process should be inclusive, transparent, interactive and on-going

Open and well-facilitated discussions, based on clear objectives, and using appropriate consultation forums and techniques (tailored for specific target groups) will enable effective consultation process with citizens.

7. Taking due account of citizens' comments and proposals when making decisions raises the commitment and trust

Taking due account of the comments of participants of the engagement process is crucial. If these comments and proposals are ignored and without the feedback on their impact on decisions taken, it raises the feeling of manipulation and causes mistrust and conflicts.

The European Commission committed itself in the *Green Paper: Toward a New Culture for Urban Mobility* to set up a new culture of urban mobility. This task however, can not be implemented without proper engagement of citizens as key actors in mobility.

VII. Links and resources

- GUIDEMAPS, Successful transport decision-making – A project management and stakeholder engagement handbook
<http://www.isb.rwth-aachen.de/guidemaps/>
- Transport strategies – A decision-making guidebook, Konsult – Knowledgebase on sustainable urban land use and transport
<http://www.konsult.leeds.ac.uk/>
- Clean Urban Transport, DGEV, European Commission
http://ec.europa.eu/transport/urban/index_en.htm
- Sustainable Urban Transport Plans, DGEV, European Commission
http://ec.europa.eu/environment/urban/pdf/transport/2007_sutp_prepdoc.pdf
- CIVITAS Initiative
<http://www.civitas-initiative.org/>
- CIVITAS MOBILIS
<http://www.civitas-mobilis.org/>