



INVOLVING STAKEHOLDERS: TOOLKIT ON ORGANISING SUCCESSFUL CONSULTATIONS



THE CIVITAS INITIATIVE
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About CIVITAS

The CIVITAS Initiative (“City-Vitality-Sustainability”, or “Cleaner and Better Transport in Cities”) was launched in 2002. Its fundamental aim is to support cities to introduce ambitious transport measures and policies towards sustainable urban mobility. The goal of CIVITAS is to achieve a significant shift in the modal split towards sustainable transport, an objective reached through encouraging both innovative technology and policy-based strategies.

In the first phase of the project (2002 to 2006), 19 cities participated in four research and demonstration projects; and in CIVITAS II (2005 to 2009), 17 cities participated across a further four projects. The initiative is currently in its third phase, CIVITAS Plus (2008 to 2013), and 25 cities are now working together on five collaborative projects. In total, almost 60 European cities have been co-funded by the European Commission to implement innovative measures in clean urban transport, an investment volume of well over EUR 300 million.

But CIVITAS does not stop there. The so-called demonstration cities are part of the larger CIVITAS Forum network, which comprises almost 200 cities committed to implementing and integrating sustainable urban mobility measures. This, in turn, represents 68 million citizens in 31 countries. By signing a non-binding voluntary agreement known as the CIVITAS Declaration, cities and their citizens benefit from the accumulated know-how, experience and lessons learned of every participant. The CIVITAS Forum Conference brings together politicians and technical experts once a year in one of the network’s cities.

If your city is interested in joining the CIVITAS Initiative, or if you have questions, please contact the CIVITAS Secretariat:

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Introduction

ABOUT THE TOOLKIT

Stakeholder engagement improves the quality of urban mobility measures, and is becoming increasingly recognised as an important part of any decision-making process. According to the 2009 study *Aiming for Sustainable Urban Mobility: A Survey of European Cities' Interests towards CIVITAS, Training Programmes and Information Resources*¹, the topic is recognised by local mobility departments (transport practitioners) and decision makers as a critical factor in the successful implementation of mobility measures.

The European Commission's CIVITAS Initiative ultimately seeks to help cities throughout Europe to develop a new mobility culture. For this to become a reality, those who are involved in or can affect the decision-making process (the stakeholders) should be involved. This toolkit has therefore been designed for use by transport practitioners, to help you involve stakeholders in the planning process. Elements of the toolkit will enable you to plan, deliver and evaluate the stakeholder involvement activities surrounding your mobility measures.

This toolkit has been written primarily for those working in local mobility departments within the CIVITAS network, but can be useful to anyone interested in achieving sustainable urban mobility. It is aimed at those who are involved in planning and implementing transport measures and explains how stakeholder engagement can be achieved and how it can help them in their work.

Sections 2 to 4 contain an overview of relevant theory as well as definitions of the "what" and "how" of citizen engagement, while Section 5 applies this theory to the eight CIVITAS themes. The theoretical parts are illustrated with case studies from CIVITAS cities.

This document has been elaborated by a number of partners within the CIVITAS VANGUARD consortium, with the kind assistance of CIVITAS city representatives who provided case studies that reflect the theory. The content includes material from existing literature, particularly from the GUIDEMAPS project (GUIDEMAPS 2004a, 2004b) and from the *Participatory Methods Toolkit* (Elliot et al. 2005).

This publication and other complementary materials can be downloaded from <www.civitas.eu>.

SUMMARY AND KEY RECOMMENDATIONS

This stakeholder consultation toolkit provides guidelines, tips and checklists to help you with the planning and execution of a range of consultation activities.

Besides the fact that stakeholder consultation is increasingly becoming a legal requirement (see, for example, the Aarhus Convention fact sheet in the Annex), there are many ways in which decision makers and practitioners can benefit from it. Stakeholder consultation:

- improves the quality of decision making, since those with a vested interest contribute from the initial stages;
- identifies controversial issues and difficulties before a decision is made;
- brings together different stakeholders with different opinions, enabling an agreement to be reached together and preventing opposition at a later stage, which can slow down the decision-making process;

(1) www.civitas.eu/docs1/Needs_Assessment_Report0.pdf



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INTRODUCTION

- eliminates delays and reduces costs in the implementation phase;
- gives stakeholders a better understanding of the objectives of decisions and the issues surrounding them;
- creates a sense of ownership of decisions and measures, thus improving their acceptance;
- renders the decision-making process more democratic, giving citizens and local communities the power to influence decisions and, as a result, a greater sense of responsibility;
- builds local capacity;
- enhances public confidence in decision makers; and
- creates opportunities for stakeholders and decision makers to learn from each other by exchanging information and experiences.

Summarised below are the “best of” tips and key recommendations that will help you to carry out a successful stakeholder consultation and improve your decision-making processes.

RECOMMENDATION ONE: FOLLOW THE SIX-STEP STRATEGY

The six-step strategy summarises the main points to bear in mind when preparing stakeholder consultations:

1. Specify the issue(s) to be addressed.
2. Identify which stakeholders to involve.
3. Analyse the potential contribution of various stakeholders.
4. Set up an involvement strategy.
5. Consult your stakeholders.
6. Evaluate and follow up.

The present document is structured according to these six steps. The theory behind the approach is covered in Chapters 2 to 4, while the application of the approach to the eight CIVITAS thematic areas is described in Chapter 5.

RECOMMENDATION TWO: BUILD EFFECTIVE PARTNERSHIPS

Within the six-step strategy, the building of effective partnerships is covered by steps one to three. You will need to consider which stakeholders to involve, and why. Think about the stakeholders' potential roles before beginning the consultation, and think about how best to interact with them throughout the consultation. Ensure that you:

- identify and communicate with stakeholders;
- analyse their objectives and resources;
- enable the well-structured involvement of all stakeholders;
- identify and schedule suitable decision-making stages and methods for involving all the different stakeholder groups;
- develop an overall cooperation strategy and principles for stakeholder involvement;
- create a planning culture based on regular communication, mutual consultation and cooperative decision making; and
- prepare and follow up with stakeholders for all events.

These key steps in handling stakeholder engagement are discussed in further detail in Chapter 2: Building Effective Partnerships.



RECOMMENDATION THREE: DEVELOP A STRATEGY

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Step four of the six-step strategy is about planning involvement. Managing stakeholder consultations means developing a strategy defining the steps for each stage of a project. This strategy specifies who will be engaged in the decision-making process, how the participants will be identified, and the method of engagement. The strategy should clearly outline the type of engagement activities (methods, tools and techniques) that are to be implemented. When developing your engagement strategy, you should:

- plan your timeframe and budget;
- ensure the appropriate identification of all relevant stakeholders and involve them in all stages of the process;
- take into account the different interests, resources and capacities of stakeholders;
- provide sufficient transparent information to enable informed stakeholder involvement and to prevent negative perceptions (such as secrecy or corporatism);
- implement a follow-up mechanism to ensure that stakeholders' requirements are taken on board, and plan for the outcomes of each participation procedure to be fed back into the decision-making process; and
- consider different involvement tools and techniques and select the most suitable for your local context.

These key steps in handling stakeholder engagement are discussed in further detail in Chapter 3: Developing a Strategy.

RECOMMENDATION FOUR: INVOLVEMENT ACTIVITIES

A dedicated engagement strategy uses different formats and techniques (e.g. surveys, interviews and discussion groups) at different levels of use. There is no "one size fits all" approach to involving your stakeholders: this is dependent on your goals and objectives, the stakeholders you engage, and the resources you have. To ensure successful involvement activities:

- consider your aims;
- consider the context of the issue to be discussed (level of general knowledge, complexity of the issue etc.);
- choose the level of stakeholder involvement (transmission of information is a one-way process; consultation is a two-way process — What degree of involvement do you expect from stakeholders?);
- take into account the different interests and activities of the different stakeholders;
- consider involving stakeholders at each project stage;
- use a combination of methods;
- satisfy any legal requirements;
- use local resources; and
- always follow up.

Involvement activities are further discussed in Chapter 4: Involvement Activities and Follow-Up.

RECOMMENDATION FIVE: EVALUATE AND FOLLOW UP

Evaluation and follow-up should be given particular attention throughout the process. To make your evaluation activities effective:

- try to act as much as possible on the results of the stakeholder consultation;
- keep all stakeholders informed of how their input is used;
- evaluate both the process and the outcomes of the consultation; and
- ensure that you define the indicators for your evaluation before the start of the consultation process, allowing you to collect the necessary information along the way.

Evaluation is discussed in detail in Chapter 4: Involvement Activities and Follow-Up.



1 | Stakeholder Consultation and Citizen Engagement

Stakeholder involvement is becoming an increasingly important stage in project development. Under certain circumstances public participation may even be obligatory. This chapter examines the definition of stakeholders and explores the meaning and importance of stakeholder involvement.

Stakeholder consultation means involving various stakeholders in decision-making processes. One key stakeholder group in the context of decision-making processes is the general public, and opportunities for public participation are formalised within various levels of legislation. On an international scale, the Convention on Access to Information, Public Participation in Decision Making and Access to Justice in Environmental Matters (the Aarhus Convention) formalises the opportunity for public participation in environmental decision-making processes (including transportation and urban planning) and in decisions that concern proposed legislation, projects (including permits and licences), programmes, policies and plans. (See fact sheet in the Annex) At the European level, the Aarhus Convention has been reinforced and implemented through EU legislation²; and further legislation can also be found at national level.

Despite the many laws that formalise the opportunity for public participation and stakeholder consultation, the topic is still met with scepticism. A Belgian public support questionnaire (Bachus and Wallenborn 2005), for example, revealed that only 26 out of 71 respondents (public officials, politicians, journalists, academics etc.) were in favour of public participation for sustainable development. Of these, 22 expressed opinions such as "participation can be useful but is extremely difficult to organise"; "a participatory process should start from the everyday situation of citizens"; and "participation should be seen as a learning process".

Politicians tend to have an ambivalent attitude towards participatory approaches. On the one hand, there is growing awareness of the benefits of public participation in terms of narrowing the gap between politicians and citizens, and ensuring that decisions and policies are appreciated and supported by the public. On the other hand, there are still fears concerning elements conceived as being unknown and uncontrollable: some politicians are afraid that stakeholder (particularly public) involvement may lead to unworkable proposals and a situation in which politicians are unable to make any decisions on their own without involving stakeholders. Although there are clear benefits of stakeholder consultation, stakeholders do not need to be involved in every decision-making process or in every phase of the process. Some areas are particularly suited to a participatory approach, including "themes that involve a choice between fundamental values and principles" (for instance discussion of themes that involve a choice between car use and other modes, since many people have the idea that the car offers freedom, road safety, quality of life etc.) and "policy issues that call for a combination of public awareness, learning, a search for solutions and emotional or moral acceptance of the eventual decision" (Elliot et al. 2005, 12).

In spite of the existing concerns, public participation and general stakeholder involvement are of growing importance, being included in more and more national laws and European directives. Out of democratic and pragmatic concerns, more and more parties within society are calling for participatory decision making, not least citizens themselves. In modern decision making, the involvement of stakeholders and citizens has become a fundamental duty and right.

In the context of a dedicated and well-considered strategy, it is certain that the participation of stakeholders and citizens will improve the overall quality, effectiveness, (cost) efficiency, transparency, acceptance and legitimacy of your transport projects.

⁽²⁾ Directive on Public Participation in Environmental Procedures (2003/35/EC); Directive on Environmental Impact Assessment (1997/11/EC); and Directive on Assessment of the Effects of Certain Plans and Programmes on the Environment (2001/42/EC).



1 | 1 DEFINITIONS

STAKEHOLDERS

A stakeholder is any individual, group or organisation affected by, or able to affect, a proposed project and its implementation (GUIDEMAPS 2004a). This includes the general public, as well as businesses, public authorities, experts and special interest groups. A comprehensive list of potential stakeholders can be found in the table below.

Government/Authorities	Businesses/Operators	Communities/ Local Neighbourhoods	Others
European Union	National business associations	National environmental NGOs	Research institutions
Ministry of Transport	Major employers	Motorist associations	Universities
Other national ministries	Private financiers	Trade unions	Training institutions
Regional government	International/national businesses	Media	Experts from other cities
Local authorities	Regional/local businesses	Local authority forums	Foundations
Neighbouring cities	Local business associations	Local community organisations	
Local transport authority	Small businesses	Local interest groups	
Traffic police	Retailers	Cycle/walking groups	
Other local transport bodies	Utility services (e.g. electricity, telecommunications)	Public transport user groups	
Other local authority bodies	Engineers/contractors	Transport users	
Politicians	Transport operators/providers	Citizens	
Other decision makers	Transport consultants	Visitors	
Partnership bodies	Car-sharing companies	Citizens in neighbouring cities	
Project managers	Bicycle rental operators	Disabled people	
Professional staff	Other mobility providers	Landowners	
Emergency services		Transport staff	
Health & safety executives		Parents/children	
		Older people	

List of typical stakeholder groups, broken down into four categories: Government, business, community and other (GUIDEMAPS 2004a)

Three broad groups of stakeholders include (Buhmann et al. 2009)³:

- primary stakeholders — those who are (positively or negatively) affected by the issue;
- key actors — those who have power or expertise; and
- intermediaries — those who have an influence on the implementation of decisions, or have a stake in the issue (such as transport operators, NGOs, the media etc.).

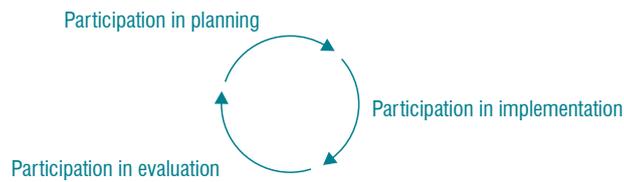
(3) A similar categorisation is given in GUIDEMAPS (2004a).



STAKEHOLDER CONSULTATION

Stakeholder consultation — also known as a participatory approach — is the integration of the opinions and concerns of relevant stakeholders in the decision-making process. The aim is to make the decision-making process more transparent; to gather more input on which to base decisions; and to create support for the decisions that are made. Generally initiated by the decision makers or project team, stakeholder consultation can also be solicited by the stakeholders themselves.

The involvement of stakeholders should be regarded as a permanent and long-term activity. It can be implemented at all stages of the policy-making process: planning, implementation and/or evaluation.



Participatory approaches to be used in some or all of the three-step cycle of transport planning (Elliot et al. 2005, 9)

Which stakeholders to involve, when, and to what extent are questions that should be addressed separately for each decision-making process. The present toolkit provides guidance to help you answer these questions.

CITIZEN ENGAGEMENT

As part of stakeholder consultation, citizen engagement provides a means to enable local people to get involved in the planning and delivery of solutions to local problems in a way that reflects their needs. Citizens are often also the (end) users of transport services.

Although decisions made by policy makers will ultimately affect the lives of citizens, it is only recently that the importance of the active involvement of citizens in decision-making processes has been recognised.



1 | 2 WHY IS STAKEHOLDER CONSULTATION IMPORTANT?

Although stakeholder involvement is not always an easy process, it improves the quality of decisions, enhances public support for those decisions, and makes the policy-making process more democratic. It contributes to better-quality urban mobility and is the best way to develop a common understanding of objectives, problems to be tackled and possible strategies for implementing solutions. In the past, the value of stakeholder involvement was underestimated. A lot of work has been done to raise awareness of the positive outcomes of stakeholder consultation processes, and to develop the necessary know-how. However, when confronted with limited budgets and resources, authorities do not always give high priority to stakeholder consultation. Many believe that professionals are best placed to make transport decisions, and that local politicians can adequately represent stakeholder interests.

BENEFITS OF STAKEHOLDER INVOLVEMENT

- Greater stakeholder input improves the quality of decisions.
- Controversial issues and difficulties can be identified before making a decision.
- By bringing together different stakeholders with different opinions, an agreement can be reached together. This prevents opposition emerging later, which can slow down the decision-making process.
- Stakeholder involvement prevents delays and reduces costs in the implementation phase.
- Stakeholders gain a better understanding of the objectives of decisions and the issues surrounding them.
- Stakeholder consultation creates a sense of ownership of decisions and measures, and improves their acceptance.
- The decision-making process becomes more democratic, giving citizens and local communities the power to influence decisions, and thus a greater sense of responsibility.
- Stakeholder consultation can help build local capacity.
- Public confidence in decision makers is enhanced.
- Stakeholders and decision makers learn from each other by exchanging information and experiences.

SPOTLIGHT ON:

THE IMPORTANCE OF CONSULTATION

The Mobility Forum in Krakow (Poland)

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STAKEHOLDER CONSULTATION AND CITIZEN ENGAGEMENT

City
Krakow, Poland
Local dissemination manager
Bogumil Kucza
Project dissemination manager
Manfred Wacker (CIVITAS CARAVEL)

About the mobility measure

In 2006, within the framework of the CIVITAS CARAVEL project, Krakow established its first official public participation platform for sustainable mobility policies and strategies. The Mobility Forum is an open body to which all interested stakeholders are invited by the city to discuss, exchange opinions and propose solutions concerning the local transport system. The forum meets every two or three months and attracts between 50 and 100 people. It may meet more often in relation to particular topics, and may be organised during European Mobility Week.

Which stakeholders were involved and why

The Mobility Forum aims to involve a wide range of stakeholders in order to ensure a good representation of all sectors and user groups (for example cycling associations, retailers and public transport users). Citizens are the main stakeholders, although the Mobility Forum also includes experts from local NGOs and the Technical University of Krakow, city officials and representatives of the public transport company.

Involvement strategy

Under the lead of the mayor of Krakow, the Mobility Forum has been operating since 2006. Meetings are organised together with the Polish Association of Transportation Engineers and Technicians. In order to engage with citizens, the city also works with local newspapers as well as local NGOs (e.g. the cycling association) to promote the forum and invite citizens to participate. The meetings are announced in the Public Information Bulletin; on the city's official website (www.krakow.pl) and the websites of other stakeholders; in social forums; and on the local Internet portal "Social Dialogue". The city also notifies citizens about forum meetings via posters in public areas and information screens on buses and trams.

Involvement activities

Each project or discussion requires a different approach. One of the best examples of the work of the Mobility Forum is the review of the cycle path network. After several meetings, stakeholders came up with a list of inconvenient and problematic spots in the network, which were then analysed and addressed by the city. The group also suggested new locations for public bike terminals. In early 2011, the group discussed a recently implemented rule to allow contraflow bicycle traffic on one-way streets.

Other Mobility Forum meetings have focused on the development of night bus routes for the city and urban freight distribution. On one occasion, the forum was organised exclusively for citizens living in Zlocien, a large residential area in the suburbs of Krakow that suffered from a poor road network and lack of public transport services, in spite of the opportunity to connect it to an existing rail network. As a result of the Mobility Forum, Krakow's public transport authority made changes to its bus and tram routes to enable residents from Zlocien to get to the city centre more conveniently and rapidly. The rail connection is now being developed with the support of the EU project Via Regia Plus.

Follow-up and evaluation

After the establishment of the Mobility Forum, public transport users' satisfaction grew from 75 percent in 2006 to 88 percent in 2009. The forum has become a regular platform for citizen engagement. Public awareness of the Mobility Forum is growing each year, indicating that citizens are eager to get involved in decisions affecting urban mobility. The meetings give people a stronger sense of responsibility for city management, and citizens now provide social supervision of the measures that the city implements on their behalf.



2 | Building Effective Partnerships

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Effective partnerships are key to effective involvement. Building effective partnerships is about opening communication channels that will bring the greatest benefits to you and to those you are involving in making decisions about urban mobility. Effective partnerships are those with the right stakeholders, an appropriate level of interaction, good communication and mutual understanding. You will need to think carefully about which stakeholders you would like to involve and why. Consider stakeholders' potential roles before beginning the participatory process, and continue to think about how and when it is best to involve them in the process. In order to select the right stakeholders at the right time, it is important to determine which goals you want to achieve by engaging them, and which issues you want to consult them on.

2 | 1 KNOW WHY YOU ARE BUILDING PARTNERSHIPS

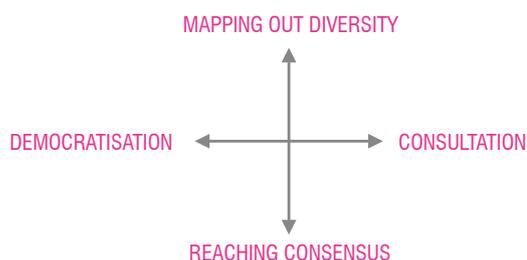
A clear definition of the issues to be addressed and the goals to be reached will guide you in the identification of relevant stakeholders and through the planning, implementation and evaluation of the stakeholder engagement process. It will prevent you from having unrealistic expectations of the process and, if you communicate the goals and topics very clearly from the beginning, the same will be true for the stakeholders you will consult.

DETERMINE YOUR GOALS

Stakeholder consultation is not a goal in itself, although legal requirements may cause decision makers or project managers to treat it as such. Stakeholder engagement can fulfil different or even multiple goals, depending on the choices made by the organiser.

In the context of evaluation, the goals you have chosen will determine the kind of indicators you require in order to measure the efficacy of your strategy. If your goal is to collect feedback in order to adjust a plan, the number of reactions received can be counted. If your goal is awareness raising, the evaluation will also require measurement of the level of knowledge gained. In order to carry out a proper evaluation, your objectives should be as "SMART" as possible — specific, measurable, attainable and ambitious, relevant and timely.

Objectives can be classified along two axes: the reasons for engaging stakeholders; and the outcomes you want to achieve (Van Asselt et al. 2001). The reasons can include democratisation (enabling stakeholders to have a significant, possibly even binding, impact on the decision-making process) or consultation (collecting stakeholders' ideas and opinions as an input to the decision-making process). The desired output can either be a wide range of options and information (mapping out diversity), or a consensus from all stakeholders as to the best decision(s) (reaching consensus). When choosing the best option for the reconstruction of a street in a residential area, for example, city officials (possibly together with a planning company) can put forward different suggestions, invite citizens to vote for the best solutions, and finally organise one or more stakeholder meetings to decide on the course of action (democratisation and reaching consensus). When establishing a new mobility plan, it is wise to map out all bottlenecks and possible solutions by asking the people who experience them daily: you can do this by a survey, focus group, interviews or even a web-based discussion forum. This will provide you with a wide range of options and information with which to work when designing your policy decisions (consultation and mapping out diversity).



The reasons for and expected outcomes of stakeholder consultations can be categorised along two axes (Elliot et al. 2005)



CONSIDER YOUR TOPIC(S)

Setting the objectives of the engagement process goes hand in hand with determining the topic(s) or subject matter to be addressed. Will you be discussing the accessibility of the city as a whole? Will you focus on one or more blackspots in the pedestrian infrastructure? Will you focus on certain target groups (such as the elderly)? Or will you focus on the accessibility of public transport? The extent to which stakeholder consultation is necessary or possible will depend on the topic(s) you select. You will need to consider four questions (Elliot et al. 2005):

- Is there a knowledge of the topic among the public? In the case of many stakeholder groups, stakeholder consultation has to start with a focus on information giving and awareness raising. Many people, sometimes even important stakeholder groups, have little awareness of the barriers to basic mobility faced by disabled and elderly passengers, or people travelling with small children, resulting from the poor accessibility of public transport.
- How new is the topic? Are there experts in your country or city with knowledge and experience related to the topic? Is there any existing legislation? If not, the possibilities for stakeholder consultation will be limited.
- How complex is the topic? For example, if your goal is to get the general public to keep the pavements free from obstacles to enhance accessibility, many stakeholders can give their input. However, if you would like to discuss the accessibility of public buildings, you will need stakeholders with technical knowledge or first-hand experience.
- How controversial is the topic? If the debate on accessibility has become polarised, for instance because a local action group has heavily protested against municipal policy to strictly limit car traffic in pedestrian areas, you may find that attempts to reconcile the different parties are futile. In this case, a viable approach could be to first focus on each group separately, defining exactly what the points of conflict are. It may then be easier to identify points of agreement as well. If this does not work, you may have to agree to disagree. Whatever happens, you should avoid losing contact: ignoring those who oppose you is likely to become problematic in the long run.

Different aspects of a problem or project may require consultation with different stakeholders. Bear in mind that stakeholders, including citizens, can play an important role in this first step of defining the problem or issue. A careful analysis of the issue can prevent ineffective action. The different viewpoints of stakeholders can be a very valuable resource in the process of problem definition.

Three categories of stakeholders

Primary stakeholders:

Those who will ultimately be affected by your measures, either positively or negatively (e.g. citizens, various social groups or professional associations, city districts, business branches, individual organisations etc.).

Key actors:

- Those with political responsibility (mayors, councillors, other levels of authority).
- Those with financial resources.
- Those with authority, by domain or territory.
- Those with skills and expertise in transport and related domains (administrations, universities, the private sector etc.).
- Those that are recognised by and have good relationships with local people (local champions).

Intermediaries:

- Those who implement transport policies (e.g. public transport and infrastructure operators, police etc.).
- Those involved in major transport activities (e.g. freight operators).
- Those with permanent interest representations (e.g. associations, chambers, NGOs).
- Those who provide information and report on transport (authorities, transport operators, media etc.).



2 | 2 CREATE PARTNERSHIPS

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When goals and topics are clear, you can start building effective partnerships by identifying the relevant stakeholders and communicating with them. Make sure you have a good idea of where they are coming from: What are they interested in? What resources do they have for achieving their goals?

WHO TO INVOLVE

Start by listing all potential stakeholders: the list in Section 1.1 can serve as a basis. It is very important to decide whom to involve and with whom to form partnerships before the start of the decision-making process. If you involve stakeholders at a later phase, they might object to choices that were made earlier, or might feel that they have been given only limited or symbolic influence. It is particularly important to involve policy makers from the outset of the process in order to ensure the necessary political support for the advice given or decision(s) made by stakeholders.

The process of stakeholder identification should be repeated in the light of changing circumstances (including a reassessment of the involvement of already selected stakeholders). You should bear in mind that, as implementation options are selected, new stakeholders might emerge — for example local residents who are affected by the choices that have been made.

You should try to identify why stakeholders might be interested in participating in the engagement process. Three broad groups of stakeholders are indicated in the box on page 14. They include those who are (positively or negatively) affected by the issue, but also those who have power or expertise (key actors) and those who have an influence on the implementation of decisions, or have a stake in the issue (intermediaries such as transport operators, NGOs, the media etc.).

WHEN IS A PROJECT CHAMPION MOST USEFUL?

Project champions can play a major role at any stage during the lifetime of a transport project, helping to drive it forward, maintain momentum and smooth the decision-making process. One of the most important benefits of project champions is to help in overcoming (or avoiding) barriers, particularly those that relate to management or communication. If a major project becomes badly stalled, project champions may also be able to assist in lobbying to remove contextual barriers (e.g. by increasing financial budgets or modifying legislation).

Project champions are particularly important if a project involves a radical policy shift, or if there is a history of controversy about a particular scheme or idea. If this is the case, then the project champion is there to help carry political and public support for the project. This requires an individual with a range of skills, but especially excellent communication skills that are vital for the role.

Source: GUIDEMAPS 2004b, 20



Key points to remember in the identification of stakeholders:

- It is important to include media on the list of stakeholders, as they can have a big impact on the public acceptance of transport policy measures and the image of the decision-making process (see the example from Gavle on page 19).
- In terms of citizen involvement, it is far more important to have a mix of different backgrounds (age, culture, gender) than to reach a large number of people (Wates 2000). Some target groups, such as children, may require a special approach.⁹
- A project champion with good communication skills can gain both political and public support for decisions (see box on page 15).

ANALYSE YOUR STAKEHOLDERS' INVOLVEMENT

The next step is to carefully analyse the stakeholders you have listed:

- What are their objectives (or hidden agendas)?
- What do they have to lose or gain?
- How much influence do they have?
- Are they available to participate?
- Will they be willing to contribute?
- Are they capable of contributing?

A good understanding of what stakeholders can get out of their cooperation will help you convince them of the benefits of the process.

It is recommended to determine clusters of stakeholders with similar interests, capacities and/or relevance for the issue. This can provide you with a better appreciation of potential conflicts (Buhmann et al. 2009), and also show possible gaps in the stakeholder selection. A useful tool for mapping stakeholders is an influence-interest matrix that categorises stakeholders according to their stake in the mobility topic, as well as their influence (UN Habitat 2001, 24). The most important thing is to involve as many stakeholders as possible who have a high degree of influence and a high stake, while stakeholders with a low level of influence and a low stake are less important.

	Low influence	High influence
Low stake	Lowest-priority stakeholder group.	Useful for decision making opinion forming and brokering.
High stake	Important stakeholder group, perhaps in need of empowerment.	Most critical stakeholder group.

Stakeholders can be mapped according to their influence and stake (UN Habitat 2001, 24)

(3) There are specialised publications on the subject, including: Hart, R. (1997). Children's participation. *The theory and practice of involving young citizens in community development and environmental care*. London: Earthscan Publications United.



2|3 MAKE PARTNERSHIPS EFFECTIVE AND CONTINUOUS

Maintaining a good partnership requires planning. Interaction needs to be well structured, with clear and appropriate steps for involvement throughout the decision-making process. Regular communication should be ensured in order to maintain an effective dialogue between you and the stakeholders, and there should be appropriate follow-up to meetings and events. If stakeholder consultation is not properly organised, stakeholder input will be difficult to use. This may result in a loss of credibility with respect to the consultation process, and even to the decision-making process itself.

You should also take care not to let one stakeholder's opinion dominate discussions and consultation output. Stakeholders who do not attend a public debate or who may not have the necessary capacity to formulate their views, may find that their opinions are overlooked. The inclusion and empowerment of weak actors should be an ongoing concern.

The partnership should be maintained throughout the decision-making process, from the planning stage, through the implementation stage, until the end of the evaluation phase. Ensure that you plan this far ahead, and that the stakeholders understand how they will be involved throughout the process. It might not be necessary to involve all stakeholders so deeply at all stages of the process, but as a minimum you should keep them informed of how their input is being used and how the process is advancing in order for them to maintain a sense of ownership of the decisions being made and the measures being carried out.

The following chapter will explore how to develop a sound involvement strategy, which is essential to building effective partnerships.

Tips for creating effective partnerships

- Identify and communicate with stakeholders.
- Analyse stakeholders' objectives and resources (e.g. using the influence-interest matrix described in Section 2.2).
- Ensure the well-structured involvement of all stakeholders.
- Develop an overall cooperation strategy and principles for stakeholder involvement.
- Identify and schedule suitable decision-making stages and methods for involving all the different stakeholder groups.
- Create a planning culture based on regular communication, mutual consultation and cooperative decision making.
- Prepare and follow up events with the stakeholders.

SPOTLIGHT ON:

BUILDING PARTNERSHIPS

Partnership for an “information for mobility support” system in Porto (Portugal)

18

BUILDING EFFECTIVE PARTNERSHIPS

City
Porto, Portugal
Local dissemination manager
Barbara Sao Martinho
Project dissemination manager
Jorg Kastelic (CIVITAS ELAN)

About the measure

One of the most common barriers to public transport use is lack of information. In Porto, the absence of communication and coordination between the different transport operators prevented the flow of information, making it difficult for citizens to plan their trips around the city.

Through its involvement in the CIVITAS ELAN project, the city introduced information for mobility support (IMS) technology to enable citizens to plan their trips based on real-time information. Information is graphically displayed on large, flat LCD screens at various locations in the city, including hospital and university foyers. The system provides users with information about timetables, routes, destinations, stops and waiting times. The system is fully intermodal as it uses information provided by all the transport companies operating in the city.

Which stakeholders were involved and why

The success of this measure depended on strong partnership between the city and all its public transport operators. The main stakeholders were the two public transport companies and the 13 private operators as well as the general public. The core group working on the IMS comprised representatives from City Hall, the two public transport operators and the transport association (representing all the private operators). Their collaboration was essential to support the system and its implementation and to meet the complex technological and social requirements.

Involvement strategy

The transport companies operating in the city have different technologies and offer different kinds of services. For the implementation of the IMS, they had to ensure access to their data and make it available in a common format.

The city developed an involvement strategy with specific objectives and milestones to ensure the system was fully intermodal, respected the interests of all parties

and was compliant with relevant legislation. During the development phase, several meetings with the transport operators were organised, providing an opportunity to present the technology and to explain how it works and the benefits it will bring. As a result of this continuous communication, all parties made a commitment to work together rather than merely defending their individual interests.

Involvement activities

The city organised meetings periodically to report on project progress and to agree on the common requirements of all operators. The main challenge was to ensure that the operator requirements responded to the needs of the final users.

During the development phase, the core group (city, public transport operators and private operators association) met every three months. The city officer responsible for IMS implementation also maintained individual contact by email with core group members to oversee all activities and milestones. In addition, the city organised two evaluation workshops targeting secondary partners in the process (other CIVITAS measure leaders, the site coordinator, the evaluation coordinator and others) and several meetings with political and institutional partners.

Follow-up and evaluation

The IMS system was continuously evaluated based on the requirements of the transport operators and feedback from citizens as the final users.

Once the partners had validated the first IMS prototype, the system was presented to the general public. The city conducted interviews with potential users in those locations where the system would be installed to see whether the displayed information was comprehensible and useful to the general public.

In addition, the different transport operators cooperated in defining and analysing the characteristics of their “users” by providing their own reports and marketing analysis. The development phase focused mainly on how the final users understood the information provided, and on the way it was displayed. Once the system was in place, the city carried out an evaluation targeting the final users and the transport operators.



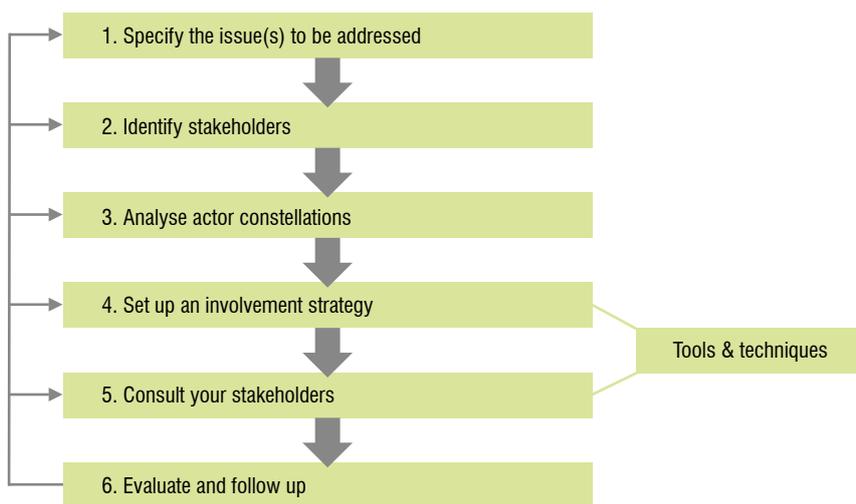
3 | Developing a strategy

After identifying the main stakeholders to be involved and the goals of the involvement process, you can plan the process on a more practical level. This chapter provides a framework to help you structure your work and focuses on how to develop a good stakeholder involvement strategy.

3 | 1 STRATEGIC PLANNING

Stakeholder consultation requires meticulous organisation and planning. You should clearly identify your goals, the stakeholders you would like to involve and the role they will play, the timeframe, the type of involvement activities you would like to implement and your budget. In order to make possible a meaningful evaluation of the consultation and decision-making processes, indicators and evaluation methods should be defined before the start of the project. One very important aspect of the involvement strategy is the way you communicate your project to the various stakeholders. It is often the case — especially with strategic transport developments — that stakeholder consultation is integrated with a media strategy in a broad communication plan (see the Gavle example in the box below).

A good way to ensure that you plan well and do not forget vital steps is to break down the process into well-defined phases. This toolkit largely follows the “six-step strategy” illustrated below (Buhrmann et al. 2009):



The first three steps address the question of whom to involve, and were discussed in Chapter 2. This chapter focuses on how to develop a sound involvement strategy (step four), while Chapter 4 explores the wide range of possible involvement activities and their follow-up (steps five and six).

Turning Gavle into a cycling city

Plans to turn the Swedish town of Gavle into a “cycling city” depended on getting the maximum number of people to cycle. To achieve this, a widespread publicity and media strategy was required. The project manager was very important in this, because of his marketing and media background in raising awareness, and he formed a partnership with a city newspaper.

One campaign that attracted a great deal of media interest was the Health Pedallers Initiative. Eight motorists cycled to work for a year, and their health was monitored. The newspaper followed their progress with regular updates.

The project manager also ran a competition for businesses, and all those who took part were given free adverts in the newspaper. Another technique used was to write letters to the newspapers to counter any public criticism.

Overall, the Gavle campaigns attracted enormous media interest — including at the national level — and today, 20 percent of all trips in the city are done by bike.

Source: GUIDEMAPS 2004a, 48



3|2 DEVELOP A STAKEHOLDER CONSULTATION STRATEGY

According to Buhrmann et al. (2009), the involvement strategy specifies:

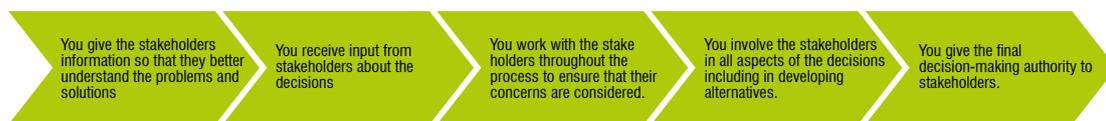
- when and how stakeholders will be involved;
- the way in which involvement will be undertaken;
- the (changing) roles and responsibilities of all stakeholder groups;
- what skills are required (internal/external) to manage the process;
- timing;
- budget; and
- reporting procedures.

When developing your strategy, you should take into account whether your issue or project has already received media attention, and what criticisms have been voiced by which stakeholders.

Below, we focus on two specific issues: the extent to which stakeholders should be involved; and timing and budget. The range of possible activities and techniques will be discussed in Chapter 4.

THE INVOLVEMENT SPECTRUM

To make the most efficient use of resources and time, and to ensure the best results, it is crucial to select the right level of involvement for each stakeholder. The most basic form of interaction with stakeholders is simply offering them information. Although definitions of "involvement", "engagement", "participation" and "consultation" tend to vary, most sources agree that "real" stakeholder involvement supposes a two-way communication. Even then, the level of interaction from each side varies along a spectrum that is summarised in the figure below.



Possible levels of stakeholder involvement from the point of view of the organiser of the strategy. The involvement levels to the left keep the decision making firmly in your hands, whereas towards the right, the level of involvement moves towards much more active participation approaches (based on IAP 2007).

So how do you determine the appropriate level of involvement for each stakeholder? First, you should go back to the objectives that you defined in the first step of the process: What do you want to get out of the consultation? Next, you should consider the topic. In the case of more technical issues, for example, you might want to collect feedback or even obtain a decision from technical experts, while just informing and convincing citizens of the result through a marketing campaign that stimulates the use of the technical innovation. In the case of older citizens, however, classical marketing campaigns are less suitable and behavioural change is more likely to occur through active involvement (Taschner and Fiedler 2009). The availability, willingness to contribute and capacities of the stakeholder can also influence the desirable level of involvement, as well as the timing and budget (see next section) and the level of experience of your organisation or team. As with the stakeholder identification process (Chapter 2), you should first consider high-level involvement at every stage of the process and then cut unnecessary involvement activities.



Type of policy towards citizen participation	Policy message	Communication level	
		Objective	Methodology
Closed policy	We decide what's good for you!	Public relations: limited to mandatory requirements	Minimum level: information giving
Half open policy	Tell us what you think is good and we'll take care of it!	Consultation: the citizen as customer	Minimum level: public hearing(s)
Transparent policy	Together we can make a difference!	Partnership with "responsible citizens"	Various involvement techniques

How different levels of involvement can be viewed (Mobiël 21 2002)

The level of involvement may frame opinions: the table above shows various views on involvement policies. Bear in mind that consulted parties could feel unappreciated if they think that their politicians are not really interested in hearing what they want to say but simply want to decide everything for themselves.

TIMEFRAME AND BUDGET

A participatory process is not simple and can be time consuming. You should keep important deadlines in mind, as they can limit the scope of your involvement activities. Taking the timeframe into consideration includes deciding in advance in which phase of policy making (planning, implementation, evaluation) you feel the input of stakeholders is relevant.

The costs of a participatory process depend on the methods used and the chosen target group. For example, online surveys can easily be set up and processed at low cost, whereas a process of several workshops with different stakeholder groups may require catering costs, the purchase of materials and maybe even the hiring of a professional consultant in the event that your project team does not possess the necessary skills or knowledge to conduct the stakeholder involvement process.

SPOTLIGHT ON:

CONSULTING COMPANIES AND CITIZENS

Strategic planning in Gorna Oryahovitsa (Bulgaria)

22

DEVELOPING A STRATEGY

City
Gorna Oryahovitsa, Bulgaria
Local dissemination manager
Ivan Stanev
Project dissemination manager
Adam Wyszomirski (CIVITAS RENAISSANCE)

About the mobility measure

The city of Gorna Oryahovitsa is situated in the central part of North Bulgaria and in recent years has become a national hub for train, road and air travel. As a result, freight traffic in the city has increased, causing congestion, noise and air pollution.

Within the CIVITAS RENAISSANCE project, Gorna Oryahovitsa is working on the development of a plan for sustainable urban development and wishes to involve local stakeholders in this process. In 2009, the city consulted with citizens and large companies by means of a survey and interviews. Several meetings were organised to gather stakeholders' views. In the future, the city hopes to engage additional stakeholder groups, including schools.

Which stakeholders were involved and why

The main stakeholders involved were the large companies operating in the city. They represent several sectors, including building and development, heavy industry, manufacturing and food and textile supply. A total of 41 companies were represented in the meetings organised by the city council. From among these, the city identified the 20 firms with the biggest impact on urban life.

Citizens were also considered as a main stakeholder group, since the opinions of citizens are very important to local politicians.

Involvement strategy

The CIVITAS Gorna Oryahovitsa team, together with the mayor's office, prepared an overview of potential companies to involve. Representatives from the city met with each of the identified companies to discuss the main traffic problems affecting their activities and operations. This was done through interviews and questionnaires tailored to the different sectors. The main purpose was to identify the main freight and congestion problems in the city and, by working together, to propose solutions that would benefit both citizens and the large companies.

Involvement activities

The city conducted an initial survey of 300 households (717 people) in June 2009. The survey was carried out by trained surveyors who filled in questionnaires based on personal interviews. During the second half of 2009, the city conducted a survey among the 20 biggest companies and industries in the city — those that generate and attract most of the freight traffic. As a result of this consultation, the following projects were suggested: the construction of a new road in the industrial zone; the creation of a bus route to the airport; and the construction of a logistics centre near the airport.

The city later set up an advisory forum. Its first meeting was scheduled for spring 2011 at the City Hall with the participation of council leaders and financial advisors. The objective of the forum is to present to the public and companies the main projects and activities of the plan for sustainable urban development. The forum will also gather stakeholder suggestions on how to make the city cleaner and better. All companies were invited to participate, along with representatives of all civil society groups, including transportation experts and railway and NGOs.

Follow-up and evaluation

The municipality believes it is essential to maintain momentum and to keep all stakeholders involved throughout the process. The city paid attention to the input of the public and other stakeholders on each of the measures that were implemented. This close monitoring ensured a high level of involvement from all stakeholders. As a result of this experience, the city is now fully aware of the importance of engaging with local stakeholders, giving them the opportunity to participate in discussions and updating them throughout the process.



4 | Involvement Activities and Follow-Up

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Stakeholder consultation is generally limited to — and thus often perceived as — a process that:

- is required only to satisfy low-level legal requirements;
- is only about the provision of information (e.g. public meetings, press releases, letters, notices and signs); and
- involves stakeholders relatively late in the planning process.

However, a large number of techniques exist to involve very different groups of stakeholders at various stages of the project or decision-making process.

There is a tendency to focus discussions and planning immediately on the activities to be organised, without properly considering the preparatory steps described in the previous chapters. The goals, topics, stakeholder analysis and involvement strategy all determine which techniques are most suitable, and without consideration of these elements an inappropriate involvement activity is more likely to be used.

4 | 1 SURVEYS OR FACE-TO-FACE CONTACTS

There are three options for stakeholder consultation: surveys, one-on-one meetings and multi-stakeholder consultations (Logan 2004):

- A survey is a method of collecting information on a large sample of individuals in a systematic way. Surveys contain a standardised set of questions and allow for statistical analysis of the information gathered.
- One-on-one meetings are interviews with a limited set of people, often chosen for their expertise or for their knowledge of, and ability to represent, a given stakeholder group (e.g. the president of the local neighbourhood watch scheme). This is a more open-ended and qualitative approach than conducting a survey.
- Multi-stakeholder consultations are workshops that bring together various stakeholders to share ideas and develop solutions together.

These three options are discussed below in greater detail, and the possible benefits of each approach are highlighted.

SURVEYS

Surveys are beneficial because:

- they are budget friendly and not very time-consuming compared to other approaches;
- responses can be obtained from a large number of people;
- they are easy to analyse; and
- a range of inputs can be gathered.

The greatest advantage of surveys is that you can collect information from a large number of people at a relatively low cost and low risk. The most budget friendly kind of survey is the online questionnaire. SurveyMonkey, Zoomerang, SurveyGizmo and Question Pro⁴ are among the many websites that provide a user-friendly way to create and analyse your online surveys. The downside is that you only reach people who have access to and are familiar with the Internet. If you also want to reach the “digitally illiterate”, you might consider distributing a few questionnaires on paper alongside your digital survey, or using the online questionnaire as a guideline for a telephone interview.

(4) www.surveymonkey.com; www.zoomerang.com; www.surveygizmo.com; www.questionpro.com



When creating a survey, you need to make sure that the respondents are a representative sample: it is better to have fewer respondents who are representative of different groups, than more respondents who mainly come from the same group. Consider involving various local organisations to help spread your survey among different target groups. A small incentive or lucky draw can boost the response rate. But be realistic: response rates will vary widely depending on the target group and the topic of your survey. If you contact selected stakeholders who have a high stake in the topic, you can expect a response rate of almost 100 percent. However, if you survey the general public on a topic that is not such a hot issue, you can expect a response rate of between 20 and 30 percent. Online calculators help you determine how large your sample needs to be in order to obtain reliable results.⁵ Another way to boost the response rate is to conduct the survey by telephone or face to face (see the discussion of one-on-one meetings in the next section). People are more inclined to respond if they are contacted directly. Interviewers also have an opportunity to clarify things that the respondents fail to understand. This type of survey evidently costs considerably more.

Make sure you communicate at the start how long the questionnaire will take to fill in. If you want to gather large amounts of information, it is best to distribute a printed copy of the questionnaire and ask respondents to send it back by mail. This will increase the time needed to collect the answers, but it will avoid the problem of people not completing the questionnaire in full.

A lot of thought needs to go into drafting your survey questions:

- Determine exactly what you need to know. A good way to do this is to draft your anticipated conclusions. For instance: "X percent of the city's inhabitants feel that traffic jams in the city are problematic or very problematic"; or "The most spontaneously mentioned solution for the city's traffic jam problems is improving road infrastructure (mentioned by x percent)."
- Make sure multiple-choice answers are exhaustive and mutually exclusive. For instance, if you ask people about their favourite travel modes and let them choose between car, bicycle, train, public transport or walking, two of the categories overlap (train and public transport), while those who prefer skates, metro or taxi are unable to indicate it. You can add the open-ended answer "Other:..." or specify that multiple answers are possible.
- Make sure that you request only one piece of information at a time. Asking "Do you like walking and cycling in your city?" is unhelpful, since some people will enjoy walking but not cycling, or vice versa.
- Avoid the use of jargon. Although "sustainable mobility" is a very clear and commonly used concept for transport professionals, it is a very abstract term for laypeople.
- Avoid negative statements. For example, it is not easy to interpret the response "no" to the statement "I never use my car for short distances."
- You can add open-ended questions, allowing people to formulate their own answers. You will need to develop codes that you can attribute to these answers in order to analyse them. For instance, if you ask "How would you solve the city's parking problems?" you could categorise the answers according to key concepts such as "more parking infrastructure", "pricing", "demand management" etc.
- Test your questions for inconsistency and ambiguity by asking a few people to fill in the questionnaire and provide feedback.

Large-scale surveys can provide an interesting outlook on what different stakeholders think and feel, but it is not always easy to translate this information into action. If 90 percent of the inhabitants of your city feel that parking is a big problem, 75 percent are opposed to more severe pricing measures and 78 percent are not willing to decrease their car use, you will have a choice between looking for ways to increase parking capacity or parking efficiency, trying to influence public opinion in favour of a modal shift, and changing parking pricing policy. Survey results provide a good basis for discussions. In-depth meetings with different stakeholders and experts should follow in order to interpret the survey results and translate them into actions.

⁽⁵⁾ See for instance the Sample Size Calculator on www.surveysystem.com/sscalc.htm#one



ONE-ON-ONE MEETINGS

One-on-one meetings are beneficial because:

- they provide an in-depth view of the opinions and ideas of the target group;
- a range of inputs is gathered;
- they provide an opportunity for real dialogue with stakeholders;
- they allow you to build up contacts and network with the target group; and
- they help to build ownership of the plan and its goals.

Meeting with people face to face demands far more time and resources (especially when the interviewer needs to travel to meet with respondents), but it can have significant advantages as well. The interviewer can explain things that are unclear to respondents and can request clarification of their responses.

When you want to gain a detailed understanding of the viewpoints and reasoning of your target groups, in-depth interviews with key respondents can help. This kind of interview can help you to establish a personal relationship with your stakeholders and to increase their sense of ownership of the issue. To maintain this feeling, it is important to make very clear to the respondents how their input will be used and how many other opinions will be heard, so they will understand that not all of their ideas can be taken up. Make sure you plan sufficient time to process the information you have gathered and to report it to the project team.

MULTI-STAKEHOLDER CONSULTATIONS

Multi-stakeholder consultations are beneficial because:

- a range of inputs can be gathered, allowing you to find out the opinions and ideas of the target group;
- stakeholders can come up with new, creative solutions and compromises together;
- they provide an opportunity for real dialogue between stakeholders;
- they can help you build up contacts and network with the target group;
- they provide an opportunity to build consensus and overcome differences between different stakeholder groups;
- they can help create a sense of ownership of the plan and its goals;
- participants with divergent opinions can learn from one another; and
- they are an efficient use of time.

The best-known method of multi-stakeholder consultation is in the form of a focus group of between six and eight stakeholders. Stakeholders are asked about their perceptions, opinions, beliefs and attitudes in relation to the topic under discussion. The questions are asked in an interactive group setting, in which participants are encouraged to talk with other group members. Focus groups are inexpensive to organise, results are achieved relatively quickly, and sample sizes for reports can be increased by talking with several people at once. Focus group conversations can also provide a valuable addition to survey results.



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As the next section illustrates, when the goal of the consultation process is to generate solutions and new ideas, there are various creative methods of motivating stakeholders to think outside the box.

INVOLVEMENT ACTIVITIES AND FOLLOW-UP

Comparative benefits of various stakeholder consultations			
Benefits	Survey	One-on-one meetings	Multi-stakeholder consultation
A range of inputs	✓	✓	✓
Increased stakeholder satisfaction with end result	✓	✓	✓
Opportunity for real dialogue		✓	✓
Opportunity to build consensus			✓
Opportunity to build ownership of the plan and its goals		✓	✓
Opportunity for participants with divergent opinions to learn from one another			✓
Efficient use of time	✓		✓
Inexpensive (if travel is not required)	✓		

Comparison of the benefits of three types of stakeholder consultation (Logan 2004)

Involving stakeholders early in the process

In Bochum, the apparent level of public opposition to re-routing a section of the tram network in order to connect with the centre of the district of Langendreer posed a threat to the progress of the project. One of the main issues raised was concern over the use of private land for the construction of the new section of the tramline. This was addressed through amendments to the plans that increased the use of publicly owned land.

Obtaining feedback from the public through a survey revealed that the majority were in favour of the project. Conducting a survey before the start of the planning process would have allowed the identification of any likely opposition issues, which could then have been addressed at an earlier stage.

Source: GUIDEMAPS 2004a, 54

SPOTLIGHT ON:

STRATEGIC ENGAGEMENT

Stakeholder participation in mobility planning in Odense (Denmark)

City
Odense, Denmark
Local dissemination manager
Kristina Edren
Project dissemination manager
Milena Marega (CIVITAS MOBILIS)

About the mobility measure

In 2006, the City Council of Odense decided to develop a traffic plan that would lead to the closure of the city's two biggest through roads and link the centre with the harbour to the north of the city. Previous attempts to close these roads had failed due to concerns about the displacement of the huge amount of through traffic. This time, politicians and civil servants were determined to succeed, and to do so they needed to get all stakeholders on board.

In 2007, work began on the comprehensive Traffic and Mobility Plan. It started out as a classic traffic plan but ended up covering not only roads and cars but also inhabitants and their quality of life in the city.

Which stakeholders were involved and why

The City Council identified citizens living in the area affected by the road closures as the main stakeholders. However, the council also wanted to involve companies and organisations in the city and other large user groups (cycling associations, retailers, sports clubs, and associations representing older people and handicapped people).

Involvement strategy

Stakeholders were invited to participate even before the first sentence of the traffic plan was written. Throughout the process, meetings were held that involved all levels of stakeholders.

Realising that not every stakeholder wanted to closely monitor the development of the plan, the city strengthened its communication efforts. In order to avoid opposition arising at a later stage in the process, it was important to keep everyone well informed, even those who did not want to participate actively in discussions.

The City Council tried to make the traffic plan as visible as possible in the local press and at public events. A website dedicated to the Traffic and Mobility Plan was created at www.trafikogmobilitetsplan.dk, publicising meeting minutes,

political decisions and relevant news. This website was kept updated throughout the stakeholder engagement process.

Involvement activities

Three major stakeholder meetings were held during the planning process and three at its conclusion.

Several smaller meetings were held with specific groups — for example the city held three meetings with local shopkeepers mainly to discuss parking management.

Since the local stakeholders were not transport experts, the city produced a textbook on traffic planning with the aim of fostering better discussions with stakeholders.

On three occasions during the development of the Traffic and Mobility Plan, the council displayed public information posters around the city.

The plan was given better visibility at events such as the annual "Open by Night" programme (when cafes, restaurants and shops in the city centre stay open after normal hours). Citizens were informed about the plan as they sipped Ultraprès (hot Belgian beer liqueur served with whipped cream).

Follow-up and evaluation

As a result of the process, the Traffic and Mobility Plan was finally approved unanimously by the City Council.

In December 2010, a large number of road construction projects in Odense caused confusion and opposition among citizens living close to the construction sites, and even raised political doubts about the project. This highlighted that a high level of information and stakeholder engagement needs to be maintained throughout the process, not just in the planning phase.



4 | 2 SELECT APPROPRIATE ACTIVITIES

If you want to reach a wide range of people, a combination of different methods is recommended.

GUIDEMAPS (2004a) has classified various stakeholder consultation techniques according to their usefulness in different situations (see table below). Your choice of technique will depend on your available time, resources and expertise; the characteristics of the target group; and the nature of the subject.

	1 Letters	2 Posters, notices and signs	3 Leaflets and brochures	4 Fact sheets	5 Newsletters	6 Technical reports	7 Telephone techniques	8 Radio shows & TV shows	9 Internet techniques	10 Web-based forums	11 Questionnaire surveys	12 Key person interviews	13 Exhibitions	14 Information centres	15 Information sessions/briefings	16 Public meetings	17 Topical events	18 Community visits	19 Focus groups	20 Workshops	21 Citizen juries	22 Technical working parties	23 Stakeholder conferences	24 Transport visioning events	25 Weekend events	26 Planning for Real®	27 Open-space events
Classifications																											
● generally applicable																											
○ partially applicable																											
Who to engage																											
Wider audience	○	●	●	○	●		●	●	●	○	●		●	●		●	○			○			○			●	○
Targeted audience	●	○	●	●	○	●	●	○		●	●	●		●	○	●	○	●	●	●	●	●	●	●	●	○	●
When to engage																											
Problem definition	●	●	●	●	●	●	●	●	●	●	●	●	○	●	○	○	○	○	○	○	○	○	○	○	○	○	○
Option generation			○					○		●	○	●		○	○	○	○	○	○	○	○	○	○	○	○	○	
Option assessment	○	●	●	●	●	●	●	●	●	●	●	●	●	○	○	○	○	○	○	○	○	○	○	○	○	○	
Formal decision making	○			○		●				○		●			○						○	●					
Implementation plan	○	●	●	●	●	●		○	●				●	●	●	○	○	○		○		○			○		
Monitoring and evaluation						●	●		○	●	●								○		○				○		
Type of project																											
Strategy	○	○	●	○	●	●	●	●	●	●	●	●	●	●	●	●	○		●	●	●	●	●	●	●	●	
Scheme	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	○		●	●	○	●	●	
Duration of engagement																											
Restricted	●	●	●	●	●	●	●	●	●	●	●	●	○	●	●	●	●	●	●	●	●	●	●	●	●	●	
Continuous		○			○		●		●	●				●							○						

The GUIDEMAPS tool matrix helps you to choose the right tool (GUIDEMAPS 2004a, 65)

The first 12 techniques in the GUIDEMAPS (2004a) table are examples of information giving and input collecting. The previous section outlined the issues to consider when selecting an appropriate technique for collecting information. In addition, the Community Planning Website (www.communityplanning.net) features many creative and enjoyable ways of collecting ideas and opinions, such as a photo survey, an award scheme, an ideas competition, a video soap box where citizens can record their opinions for broadcast in a public place etc. For information-giving purposes, you can consider different media (letters, posters, Internet announcements, newsletters, and perhaps even television or radio broadcasts). The more general your target group, the more effort you should make to use a mixture of channels.

An interactive way to combine information giving and input collecting is to organise an information event or install an information centre or stand (techniques 13 to 17). This can range from a very formal public hearing to a playful stand with interactive games at a community festival. If you want information to be available for a long time and resources are limited, you might consider installing an unstaffed exhibition. A lot of thought should be given to the location in order to reach the most, or the most relevant, people. Comment forms or computers can prompt visitor feedback on the displayed information.



An information centre or event can also be an opportunity for facilitating initial contact and recruiting stakeholders who would like to play a more active role.

Techniques 18 to 22 are designed to reach selected stakeholders in small groups. This method can result in more active participation, more open discussions and debate, and increased ownership of the project. It is particularly useful in complex and lengthy projects or when different views exist and common ground needs to be found. Make sure you do not raise expectations too high by this interactive form of stakeholder consultation. Everyone needs to understand the purpose of the activity and how their input will be used. And of course, you need to act on your promises. The selected stakeholders should be representative, but be aware that small group discussions can never fully replace engagement with the wider community. These small group meetings do not have to take the form of discussion groups (e.g. focus groups). Alternatives include:

- field visits to the project site or to similar sites in other cities;
- technical working groups, where experts work together on a specific issue;
- citizen juries, where citizen representatives judge the soundness of arguments presented by experts;
- workshops with practical exercises (e.g. designing an ideal street, allocating the available budget, etc.), games or role play; and
- brainstorming sessions that stimulate creativity.⁶

The last five techniques allow consultation with large groups of stakeholders. The activities are an excellent way to get feedback on your project as a whole, or to test a wide range of ideas. You could, for instance, hold a conference with lectures and workshops, or a visioning event at which stakeholders analyse the existing situation and come up with solutions. As these events can be quite large, they require considerable resources and are more difficult to control. Incorporate sufficient time in the programme to hear all opinions and make sure that the event is not dominated by one single party. The most extensive form of this type of stakeholder consultation is a weekend event. By reserving a whole weekend for the consultation, the entire project process from problem definition to solution generation can be discussed in detail. Weekend events typically employ many different techniques such as those discussed above.

If the stakeholders include target groups that are more difficult to reach, such as handicapped people, ethnic minorities or those who are illiterate, it can be very helpful to contact organisations that represent them and that can advise you or assist you in the organisation of activities suitable for reaching them. These target groups are typically particularly affected by transport measures and can provide very valuable input, if you know how to engage them. Further tips can be found in the GUIDEMAPS (2004b) fact sheets.

4|3 CAREFUL PLANNING

Whichever involvement activity you choose, its success depends to a great extent on sound organisation and preparation. To help you in your planning, see the tips on organising stakeholder meetings provided in the box below. Further details and tips on each engagement technique described above are available in the GUIDEMAPS (2004b) fact sheets.

Good examples of online tools for stakeholder and public consultations are those used in the consultations organised by the European Commission: on the website <http://europe.eu/take-part/> citizens can write their opinions, join online debates and take part in a public consultation. Citizens can also comment on the interesting and inspiring blogs and video clips on the website, which also includes an overview of all the open consultations in different policy fields.

The Community Planning Website (www.communityplanning.net) is a practical website that helps people "shape their cities, towns and villages in any part of the world". It provides A to Z listings of principles, methods and scenarios and includes a range of useful downloadable templates and checklists. It covers stakeholder engagement in all aspects of planning, including mobility projects.

⁶ For more on brainstorming see www.mindtools.com/brainstrm.html.



Organising stakeholder meetings

When organising meetings in which various stakeholders will together develop an action plan for mobility measures, the following tips can help you avoid unpleasant surprises.

TIP 1: Setting up a small steering group comprising representatives from local government, relevant administrations and possibly a higher level of governance can be useful in determining at an early stage the boundaries of the project and the course ahead.

TIP 2: Throughout the participation process it is important to offer a mix of measures for information provision, awareness raising, prevention, enforcement, transport organisation and infrastructure.

TIP 3: At a first meeting with stakeholders and key actors, it is important to give a brief and clear overview of the goals of the participation process. This can be done ideally via a presentation outlining what you want to achieve by the project.

TIP 4: A presentation of the problems to be addressed and of existing or planned initiatives will clarify the situation for all those who are involved. This overview will be a first step in prioritising problems within the project and will eventually provide a structure for the action plan.

TIP 5: Writing up the minutes of each meeting and disseminating them to all participants will ensure that objective information is provided to support groups and inhabitants in the affected area, housing estate or region. It will also provide those not present at the meeting with a source of information about future actions and initiatives.

TIP 6: At the end of each meeting, interested participants and citizens should be asked if they are willing to participate further in the process.

TIP 7: It is important to be realistic when setting goals and deciding on timing: Which activities can be implemented in the short term, medium term and long term?

TIP 8: After each meeting, you should indicate in the action plan which initiatives have been worked on and where progress has been made in comparison to the previous meeting. This can be done by highlighting in different colours in the action plan.

Ask the city council or the mayor and councillors to approve the final plan. This will ensure that the plan has the support of the majority to achieve safe and sustainable transport and mobility (behaviour).

Source: Mobiel 21 2002

4 | 4 FOLLOW-UP AND EVALUATION

In order for your partnerships to remain effective throughout the project, a culture of communication and feedback is essential. Keep all stakeholders informed of how their views, concerns and suggestions have been taken up in the process. Inform them of any significant delays in order to avoid feelings of alienation. Try to act on the results of the stakeholder consultation as much as possible.

Alongside this continuous follow-up, you should also carefully plan a systematic evaluation of the stakeholder consultation process. This section contains a monitoring and evaluation framework that can help you design an evaluation methodology for your engagement activities (Mobiel 21 2010).

A complete evaluation covers both the process and the outcomes of the stakeholder consultation, compared against the goals that you initially set yourself. Timing and budget limitations will prevent you from evaluating every aspect, so at the time you develop your strategy, clear choices have to be made. What do you consider the most important indicator of success: The number of participants? The number of ideas generated? The diversity of consulted citizens? Answering this question before the start of the consultation process will ensure that you collect the appropriate evaluation information along the way.

A list of indicators and descriptors should be used to structure the evaluation process, as illustrated in the tables on page 31. The level of detail of your evaluation framework will depend on what your evaluation is designed to lead to. Again, this is something you should consider in the planning phase.

The choice of methods for collecting information on result indicators depends on the factors and criteria described in earlier chapters. These include the level of participation and the type of engagement you aim to achieve; the identified stakeholders; and the number of participants. Commonly used monitoring methods are observations; the analysis of documents, reports and used media; structured questionnaires for big groups; roundtables for smaller groups; and personal interviews with key stakeholders. Think about how you can link evaluation activities to stakeholder consultation activities: for example you might end a roundtable consultation with a short evaluative talk or by filling in evaluation forms, or immediately make appointments with particular people for evaluation interviews.



PROCESS EVALUATION

Process evaluation determines whether the various steps in the stakeholder consultation process have been taken, regardless of whether or not the goals have been achieved. Most of this information is readily available to the organiser of the stakeholder consultation. Typically, process evaluation is carried out through an evaluation meeting with the key actors.

Indicator/descriptor	Monitoring method
Who took the initiative for stakeholder consultation?	Key actor interviews
Who was involved in elaborating the content? Specify each role.	Key actor interviews, observations
Who was involved in the practical elaboration? Specify each role.	Key actor interviews
Was a budget defined? What for? Were some tasks outsourced?	Key actor interviews
Was the timing appropriate?	Documents (agenda, invitations etc.)
How was/were your target group(s) recruited? Was this a good way?	Documents and conversations
Were the right information materials available in time?	Documents, observations, collection of materials
What activities were carried out? What progress was made? What were the surrounding conditions?	Documents, observations, feedback
How many people participated in the process, and how? (Input from a distance, passive listening, active participation.)	Figures
What type of people participated in the process? (Was there a bias towards more highly educated participants? Did stakeholder groups send low-level, low-influence representatives?)	Questionnaire, interview and checklist
How do the various stakeholders perceive the progress made?	Questionnaire, interview and checklist

Examples of process evaluation indicators (Mobiel 21 2010)

OUTPUT AND IMPACT

Output (results) and impact (influence of decision making) should be assessed against the consultation goals and objectives. To carry out a proper evaluation, your objectives should be as SMART as possible: specific, measurable, attainable and ambitious, relevant and timely.

Indicator/descriptor	Monitoring method
What was the concrete result or product of your participation process (report, visual etc.)?	Document analysis, observations, photos
Have stakeholders been informed of the results? How did they receive feedback?	Conversations with stakeholders
Has the result of the stakeholder consultation process been discussed at policy level and integrated in the overall decision-making procedure?	Conversations with city council representatives
How has broader feedback to citizens been organised?	Document analysis
How satisfied are stakeholders with the results of the participatory process?	Questionnaire (after one month)
What are the intentions concerning further involvement and follow-up?	Questionnaire
Has the participatory process resulted in the better quality of the project or plan?	Interviews
Has the participatory process resulted in greater public support?	Interviews
What were the most important factors for success (or failure)?	Interviews

Examples of output and impact evaluation indicators (Mobiel 21 2010)

SPOTLIGHT ON:

THE RIGHT TYPE OF ENGAGEMENT

Public involvement via the Internet in Ponferrada (Spain)

32

INVOLVEMENT ACTIVITIES AND FOLLOW-UP

City
Ponferrada, Spain
Contact
Francisco M. Jordán Benavente

About the mobility measure

The city of Ponferrada reaches out to its citizens via a web-based consultation platform, which was established in 2009, two years after the city restructured its public transport network. Using the website, citizens are able to make suggestions on how to improve mobility in the city, resulting in increased user satisfaction and a more efficient transport system.

Citizens have also been involved in the development of the Sustainable Urban Mobility Plan, which provides the general framework for the transport policy in Ponferrada.

Which stakeholders were involved and why

Since Internet use is widespread among the city's inhabitants, it is an ideal tool with which Ponferrada can engage its citizens and gather their suggestions and complaints on the public transport system. The website targets all citizens, and public transport users in particular.

The main promoter is the City Council, which works in close cooperation with the local public transport operator TUP to ensure that the portal is the main access point for information about transport and mobility in Ponferrada.

In addition, the city cooperated with various associations, information centres and tourist agencies to create a web portal for information about environmental issues and the local Agenda 21 process.

Involvement strategy

In order to make it more user friendly and accessible, the portal was linked directly to the council's main website, www.ponferrada.org, ensuring visits to the new site. In addition, the City Council promoted the new service in local newspapers.

The content is frequently updated and includes awareness-raising and information campaigns on the topics of urban mobility and sustainability and other municipal issues.

Involvement activities

Citizens are able to express their opinions through a complaints and enquiry system and open forums. All opinions are taken into account. They are processed and redirected to the appropriate service or department, which then issues a response by e-mail.

The city is currently upgrading the website to include real-time public transport information, a new service for bicycle registration, news, forums, information about walking and cycling routes, and more. The Mobility Office of Ponferrada will coordinate all these services with support from the EU INTERREG IVB project SUMOBIS.

Follow-up and evaluation

This web portal will be reviewed and modified as necessary. All comments and visits received are taken into consideration for evaluation purposes.

In 2010, the portal received 6,100,000 visits and the service received 1,110 suggestions from citizens.

Even though not all citizens may agree on the actions proposed by the municipality, citizens recognise the effort being made to listen to their opinions. In general, citizens are willing to contribute to the implementation of measures and projects aimed at improving public transport and mobility in Ponferrada.



5 | Stakeholder Consultation within the Eight CIVITAS Thematic Areas

33

Within the CIVITAS programme, eight categories of measures have been identified as the basic building blocks of an integrated strategy towards successful sustainable urban mobility. In this chapter, the six-step stakeholder involvement strategy is applied to the eight CIVITAS thematic areas of sustainable urban mobility.

5 | 1 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO ALTERNATIVE FUELS AND CLEAN AND ENERGY-EFFICIENT VEHICLES

STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

The main policy aims in this area are reducing CO₂ emissions, improving local air quality and improving the security of energy supply. A related aim is improving the quality of the urban landscape. National and local/regional governments can offer incentives that stimulate the demand for and supply of clean(er) fuels. You can ensure that clean(er) vehicles are given preference in your city, and that local/regional policies include the formulation of clear long-term goals for clean(er) vehicles and fuels. You should ensure that such measures do not stand alone, but are part of a comprehensive local/regional sustainable mobility policy.

Policies cannot be implemented by government alone, and stakeholders must be involved in making key decisions regarding the introduction of alternative fuels, which involves a classic “chicken and egg” dilemma: Should you start with a clean(er) fuel infrastructure, or with clean(er) vehicles? The creation of a local/regional market (with stakeholder involvement) for clean(er) fuels and vehicles is key to solving this market dilemma.

Other issues to consider include the effect of national and European policies on local and regional governments; as well as questions such as:

- What is the definition of a “clean vehicle”?
- What set of policy measures can be deployed to support a local/regional policy for clean(er) fuels and vehicles?
- How can local policies promote clean(er) vehicles even in the absence of supporting national legislation?

STEP 2: STAKEHOLDER IDENTIFICATION

There are many stakeholders you should consider involving:

- Companies, especially those with potential interests in shifting towards clean(er) vehicles (so-called forerunner companies) — taxi and coach firms, distribution and transport companies, car-sharing companies, lease companies, private fleet owners, parking companies etc.
- Public fleet owners (local and regional governments) — public transport operators, police, ambulance services, garbage collectors etc.
- Providers of clean(er) vehicles and fuels and original equipment (local branches of technology and industry).
- Citizens, including groups of residents and neighbourhood committees.
- Professional and trade organisations — chambers of commerce, shopkeepers associations, employers organisations etc.
- Local and regional media.
- Regional research and educational institutions, including universities.
- Regional development agencies.
- NGOs.
- Local/regional government administrators and officials — environment, transport planning, land-use planning, economics, fiscal affairs etc.
- City traders, town centre managers, stakeholders in business improvement districts, shopkeepers organisations.



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

The interests of the principal stakeholders are summarised below.

You (local/regional government) can:

- Establish political and social support for your policies, involve key target groups and develop policy measures.
- Disseminate information to the public with the aim of awareness raising, including a clear political statement in favour of clean(er) fuels.
- Improve the role of the private sector in the creation of public awareness.

Companies can:

- Improve their environmental reputation.
- Obtain new privileges such as free parking.
- Enable better performance in public procurement.

Suppliers of clean(er) vehicles can:

- Promote their products.
- Test their new clean(er) vehicles in large numbers.
- Channel more funds into R&D and receive encouragement for producing new models.

Stakeholders' interests and the extent of their influence are represented in the influence-interest matrix below.

	Low influence	High influence
Low stake	<ul style="list-style-type: none"> - Small local entrepreneurs - Technology and industry - Research institutions - NGOs 	<ul style="list-style-type: none"> - Regional/local media - Citizens - National umbrella organisations - Professional and trade organisations - City traders
High stake	<ul style="list-style-type: none"> - Small forerunner companies - Small fleet owners 	<ul style="list-style-type: none"> - (Big) forerunner companies - Public transport companies - Local/regional administrators - Regional development agencies - Local and regional politicians

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

The first step in the involvement strategy is to establish political and social support:

- Initiate a dialogue with the target groups regarding the creation of good market conditions.
- Raise public awareness in order to contribute to political support and to prepare potential customers.
- Make a good case for introducing alternative fuels by framing a "win-win" situation between the (private) target groups involved and the public interest.
- Lobby through groups that cut across party lines.
- Adopt and implement a considered communications strategy.

The second step is to involve key target groups, since good cooperation with local target groups, especially companies, is crucial. It is important to pay special attention to the needs of different commercial target groups, such as suppliers of clean(er) fuels, vehicles and refuelling infrastructure, and purchasers of clean(er) vehicles. It is also useful to explore cooperation with neighbouring local governments through joint purchasing activities, for example.

The third step in the involvement strategy is to develop policy measures. The framework of policy measures for alternative fuels has a strong impact on the local and national market, as well as on national policy and European development.



STEP 5: INVOLVEMENT ACTIVITIES

Specific activities in which stakeholders can be involved in the planning and implementation of clean(er) fuels and vehicles include:

- Creating optimal or viable market conditions.
- Raising public awareness.
- Developing and implementing local clean(er) fuel policies.
- Ensuring transparent public purchasing of clean(er) vehicles.
- Amending regulations, legislation, projects, programmes and plans to include clean(er) fuels and vehicles.
- Inviting a buyers' consortium involving, for example, neighbouring local governments.

STEP 6: FOLLOW-UP AND EVALUATION

Ensure that stakeholders remain informed of the key project stages in order to demonstrate how their views and opinions and the issues they raise are being taken forward. This can be achieved by using:

- websites (with best practices, for example);
- newsletters (sent via e-mail);
- articles;
- presentations at stakeholder meetings;
- practical training and interactive workshops; and
- study tours and excursions.

EXAMPLES AND SOURCES

For more information and further reading on this theme, please see:

- Handbook for the local implementation of clean(er) fuel policies in Europe. Available from www.biofuel-cities.eu (publications: accessed 20th October, 2010). See especially the case studies from Stockholm, Graz and Lille.
- 100.000 Voertuigenplan (the 100,000 vehicles project of the Dutch provinces of Fryslan, Groningen and Drenthe):
- www.landvanenergie.nl (accessed 20th October, 2010) (in Dutch);
- www.energyvalley.nl (accessed 20th October, 2010) (in Dutch);
- www.provinciegroningen.nl/loket/bibliotheek/publicaties/meer-informatie/_publicatie/show/detail/het-100000-voertuigenplan (accessed 20th October, 2010) (in Dutch),
- www.e-laad.nl (accessed 20th October, 2010) (in Dutch).
- www.fuelswitch.nl (accessed 20th October, 2010) (in Dutch).
- Rotterdam Climate Initiative (Programma Stroomstoot) www.rotterdam.nl/stroomstoot (accessed 20th October, 2010) (in Dutch).

SPOTLIGHT ON:

ELECTRIC VEHICLES

Stakeholder consultation for vehicle charging points in Brighton and Hove (UK)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

City
Brighton and Hove, UK
Local dissemination manager
Debbie Reed
Project dissemination manager
Gustav Friis (CIVITAS ARCHIMEDES)

About the mobility measure

As part of the CIVITAS ARCHIMEDES project, Brighton and Hove City Council launched its electric vehicle charging scheme in February 2010. The measure seeks to encourage more people to drive electric cars.

Four on-street electric vehicle charging points have been installed at two locations in the city, and another four charging points are currently being installed. A registration system was launched to test the scheme with electric car users living in the UK.

Which stakeholders were involved and why

Various types of stakeholders were involved. The council worked, and will continue to work, closely with electricity supplier EDF Energy to assist in delivering and securing long-term viability. They also worked with the locally based company Elektromotive to site charging points, finalise technical matters, set up the registration system and administrate the scheme on behalf of the council.

The local administration liaised with the Department of Transport to obtain permission to use specific on-street signing and lining of bays. Precedents had to be established to make the use of the charging bays legal. Brighton and Hove City Council also worked with the Parking Strategy Team to draw up traffic regulation orders (TROs) for the charging bays. City parking regulations needed to be amended to include reference to the electric vehicle charging points. Local councillors were also consulted.

Public and statutory consultation took place through the widely advertised TRO process. The TROs are expected to be available in electronic format from summer 2012.

In addition, residents and businesses in the locality of the proposed sites were consulted.

Involvement strategy

The involvement strategy focused on promoting the financial and environmental benefits of using electric vehicles. To incentivise potential users, registration was free for the first 25 applicants, and both the parking and the electricity used to charge the cars were free during the trial period. The scheme was publicised through interviews with registered business users to encourage take-up by other business users in the city.

Site visits and demonstrations were organised for politicians from partner cities in CIVITAS ARCHIMEDES during consortium meetings, and for a regional/national audience during the CIVINET UK and Ireland Conference. In addition, a stakeholder workshop was held. A short promotion film is being produced featuring registered business users of the electric vehicle scheme.

Involvement activities

Activities organised to involve local stakeholders included site visits and demonstrations for officers and politicians from CIVITAS ARCHIMEDES partner cities. A stakeholder workshop to discuss project progress was held as well as meetings with Elektromotive and EDF Energy to select charging point sites and finalise technical matters.

Following the installation of the on-street electric vehicle charging points in the city, neighbouring authorities also expressed interest. In July 2010, representatives from 10 local authorities in the southeast region met to discuss the formation of the South East Partnership for an Electric Vehicle Recharging Network. The partnership is aimed at developing a joint working arrangement to allow subscribers access to charging points throughout the network.

Follow-up and evaluation

Stakeholder engagement was evaluated through the results of the stakeholder workshop that was held and through the results of two further workshops that will take place before the end of the project.

The success of the scheme will be evaluated on the basis of pre-implementation questionnaires establishing public perceptions of the electric vehicle charging points and the usage of electric vehicles. The same survey will then be carried out again at the end of the project, targeting registered scheme users in particular.



5 | 2 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO DEMAND MANAGEMENT STRATEGIES

37

STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

Demand management in relation to transport implies restrictions imposed on specific target groups, such as car drivers. Restrictions can be regulatory (e.g. denial of access) or financial (e.g. paid parking policies). The implementation of demand management strategies implies the loss of the right to access particular destinations, which brings with it specific acceptability issues.

The main reason for considering stakeholder involvement in this field is to increase the acceptability of the demand management scheme. Acceptability focuses on the users' perspective. However, even if the demand management measure might result in benefits for society, there is often a failure to canvass the opinions and intentions of the people concerned when new measures are being considered for implementation. Strong public resistance may inhibit implementation, and with a sensitive topic such as mobility, the introduction of demand management measures may lead to active resistance. Bad stakeholder relations and lack of acceptance may lead to higher costs (e.g. high transaction costs because of high violation rates).

STEP 2: STAKEHOLDER IDENTIFICATION

The size and design of a transport demand management scheme (e.g. pricing, parking, environmental zones etc.) will determine which stakeholders to involve. Each scheme involves a different target group, which will be extended as the zone becomes larger. When constructing a scheme, it is crucial to identify which users are being targeted and to ensure that the scheme is fair for all. Indeed, one of the major criticisms of demand management schemes is that they are unfair to certain groups of people (people with no alternatives, low-income drivers, or residents in the area concerned).

Given the legal and regulatory implications of most transport demand management measures, a first group of important stakeholders comprises institutional partners:

- the national government, since in some cases national legislation may be required to enable road pricing;
- regional, local and city governments, which prepare the policy to set up the scheme and are involved in its planning and operation;
- the transport authority, which is responsible for planning the services enabling access to areas affected by the demand management scheme; and
- transport operators, which provide services enabling access to areas affected by the pricing scheme.

External stakeholders include:

- businesses (employers and local retailers) affected by changing access patterns;
- trip generators within the affected area (e.g. schools and administrations);
- commuters to the affected area;
- shoppers;
- residents;
- occasional visitors and drivers;
- delivery services and urban freight transporters; and
- the media.



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

As transport demand management affects basic freedom of movement and is linked to changes in personal travel patterns, the stakes are high for all stakeholders.

	Low influence	High influence
High stake	<ul style="list-style-type: none"> - Transport operators - Commuters to the affected area - Shoppers - Occasional visitors and drivers - Delivery services, urban freight transporters 	<ul style="list-style-type: none"> - Media - Institutional stakeholders - Businesses (employers and local retailers) affected by changing access patterns - Trip generators within the affected area (e.g. schools and administrations) - Residents

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

The main objectives of the stakeholder involvement strategy are to gain acceptability for measures that are principally restrictive; to improve the design of the scheme; and to ensure smooth implementation.

The first step is to identify a common awareness of the problem and a good reason for initiating a transport demand management scheme. Traffic problems need to be clearly perceived by the general public and other stakeholders.

If the scheme includes financial disincentives, the measure should not be presented as simply another tax: it is therefore crucial to make the use of any public funds acceptable and attractive. The involvement strategy should therefore also include an explanation of the benefits of the restrictive measures to society (e.g. gains in travel time, improved public transport provision etc.).

One precondition for promoting confidence in the scheme is the transparency of the intended measures at an early stage. People want to see that they have at least some degree of control over the things that affect them.

Part of the involvement strategy could be the inclusion of specific exemptions for certain categories of users. This is important in order to make the scheme fair and to maintain support for it among different stakeholders.

At a certain moment, the discussion about the politics behind the measure needs to stop, and stakeholder involvement needs to move to the level of discussing (technical) implementation issues.

STEP 5: INVOLVEMENT ACTIVITIES

Alongside the classic public involvement tools, there are several others that are of particular relevance to restrictive or transport demand management activities:

- A practical or technical trial can help people to visualise the use of the scheme and its effects.
- A stakeholder task force can be established to follow up on the implementation and evaluation of measures.
- Stakeholders can be (formally) invited to allocate revenue from pricing or parking schemes.
- A local referendum can be carried out. The following advice on this complex process in relation to the field of urban road user charging (URUC) was formulated by the CURACAO project (Coordination of Urban Road User Charging Organisational Issues): "Unless there is a legal obligation to hold a referendum, authorities should avoid using this method to determine whether or not URUC is introduced. Most countries have planning processes to consider issues surrounding major transport schemes, which allow a thorough examination of the advantages and disadvantages. Wherever possible, the normal planning process should be used to judge the URUC scheme rather than using a referendum" (May et al. 2009).



STEP 6: FOLLOW-UP AND EVALUATION

Road pricing schemes are very closely monitored and the results are scrutinised by the media and stakeholder groups. Good practices from London and Stockholm show that targeted information about the evaluation process is necessary and that traffic engineers need to be involved in this process. Before the measure is implemented, stakeholders — and specifically media — should be informed about the timing and purpose of the publication of evaluation data. For each monitored item, explanations should be given regarding the evaluation timeframes (e.g. why there are monthly data for one item and daily data for another). In this manner, stakeholders are guided in their expectations of evaluation data, bringing greater rationality to the discussions.

With respect to parking (another commonly implemented transport demand management measure), evaluation and follow-up are relatively rare in practice. There is sometimes a failure to publish facts such as parking data, objectives and effects and revenue.

EXAMPLES AND SOURCES

For further examples and sources, particularly in relation to road pricing, please see:

Acceptability: www.curacaoproject.eu/pdf/report2/State-of-the-Art-Review-Acceptability.pdf (accessed 20th October, 2010) and www.curacaoproject.eu/workfiles/files/work-packages/WP4/Fact%20Sheets/Final%20Version%20Themes/Acceptability.pdf (accessed 20th October, 2010)

Implementation: www.curacaoproject.eu/workfiles/files/work-packages/WP4/Fact%20Sheets/Final%20Version%20Themes/Implementation.pdf (accessed 20th October, 2010)

Road pricing schemes: www.niches-transport.org/fileadmin/archive/Deliverables/D4.3b_5.8_b_PolicyNotes/14690_pn13_pricing_ok_low.pdf (accessed 20th October, 2010)

SPOTLIGHT ON:

DEMAND MANAGEMENT

Considering congestion charging in Ljubljana (Slovenia)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

City
Ljubljana, Slovenia
Local dissemination manager
Vita Kontic
Project dissemination manager
Jorg Kastelic (CIVITAS ELAN)

About the mobility measure

Within the CIVITAS ELAN project, Ljubljana aims to establish a constructive dialogue with local, regional and national actors, and to reach an agreement on an implementation plan for the introduction of a sustainable congestion charging scheme in its urban agglomeration.

In recent years, Ljubljana has sought to improve local air quality. However, pollution levels remain high due to traffic congestion. The city is willing to tackle the problem by introducing a range of measures promoting sustainable mobility — with congestion charging being on option.

Which stakeholders were involved and why

The city identified stakeholders on three different levels. At the national level, stakeholders included several ministries (transport, roads, the interior and environment) and institutions (e.g. the National Police Directorate). At the regional level, the city approached the Regional Development Agency of the Ljubljana Urban Region. At the local level, the city identified relevant departments and boards of the City Council, district authorities and local authorities. Utility service companies as well as chambers of commerce, businesses, taxi associations and relevant NGOs were also consulted.

The city also sought to involve groups of car users, including commuters living on the outskirts of the city but working in the city centre; families taking young children to and from school; residents with special mobility needs; and university students.

Involvement strategy

As part of the involvement strategy, the city organised meetings for stakeholders as an opportunity to explain the scheme's underlying principles; the reasons why other European cities have adopted congestion charging; and the achievements and failures of such initiatives. These outreach meetings touched on the necessary conditions for road-use charging to work in Ljubljana and how the initiative could complement other measures within CIVITAS ELAN.

Involvement activities

Involvement activities included the exhibition "Congestion Again", held during European Mobility Week 2010 in Ljubljana's Town Hall. This exhibition, which promotes congestion charging and other CIVITAS ELAN measures, will be shown by the city's different district authorities.

A concrete congestion charging scheme has not yet been elaborated. The city considers it important to take a bottom-up approach in implementing a congestion charging scheme after the conclusion of the campaign, by actively involving stakeholders and not just treating them as passive spectators.

Follow-up and evaluation

Two public surveys, one carried out before and the other after the campaign, were planned to provide an evaluation of the measure. As a follow-up to the ELAN project, the city will prepare a realistic and feasible proposal for the introduction of congestion charging in Ljubljana. The evaluation of the measure and the decision as to whether or not to adopt congestion charging will be the responsibility of the City Council.



5 | 3 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO COLLECTIVE PASSENGER TRANSPORT

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STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

This CIVITAS theme is about promoting the use of collective transport and improving its quality, while at the same time improving its integration with other modes and ensuring accessibility. The end users of the services should be the starting point for policy and should be involved in the decision-making process as a way of ensuring that their needs are taken into consideration. In a field that involves so many key stakeholders at different levels, stakeholder involvement is also essential in order to approach the many difficulties that exist. These include working at different policy and governance levels and with different mobility sectors (private cars, public transport, bicycles) as well as different technical systems (voltage, ticketing, information) or even different countries (financing, legislation etc.).

STEP 2: STAKEHOLDER IDENTIFICATION

Stakeholders in this field can be divided into three groups (with some overlapping).

Stakeholders affected by the issue are:

- transport authorities;
- operators (air, bus, rail, multimodal, associations, infrastructure);
- users (including those with reduced mobility); and
- technology companies and industries.

The following stakeholders significantly affect the issue:

- tendering authorities;
- decision makers;
- politicians;
- transport authorities;
- the European Commission;
- technology companies and industries;
- research institutions;
- consultants;
- NGOs; and
- node operators.

The stakeholders who have information, knowledge and expertise about the issue are:

- decision makers;
- the European Commission;
- transport authorities;
- operators;
- technology companies and industries;
- research institutions;
- consultants; and
- NGOs.



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

The following table shows the objectives of each stakeholder and what they have to lose or gain.

Stakeholders	Objectives	Lose/gain
Tendering authorities	Best service, lowest price	Policy support/money
Decision makers	Favouring/supporting policies	Image/policy support/legitimacy
Politicians	Supporting political vision/profile	Political support/ re-election
Transport authorities	Best service, lowest price	Policy support/money
European Commission	Favouring/supporting policies	Image/policy support/legitimacy
Technology companies and industries	Technology used/profit maximisation	Influence (leading to work and money)
Research institutions	Advice taken seriously/gaining influence	Influence (leading to work and money)
Consultants	Advice taken seriously/gaining influence	Influence (leading to work and money)
NGOs	Supporting vision/policy	Influence (leading to money?)
Users	Best (fast, convenient, cheap) service door to door	Best service
Operator (air, bus, rail, multimodal, associations, infrastructure)	Acceptable service for lowest price, profit maximisation	Lose/gain profits (leading to employees, influence etc.)
Node operator	Profit maximisation	Control management of nodes profit

Levels of influence and stake among the various stakeholders are shown in the influence-interest matrix below.

	Low influence	High influence
Low stake	<ul style="list-style-type: none"> - Technology and industry - Research institutions - Consultants - NGOs 	European Commission
High stake	<ul style="list-style-type: none"> - Decision makers - Users - Operator 	<ul style="list-style-type: none"> - Tendering authorities - Politicians - Transport authorities - Node operators

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

The fundamental steps in setting up an involvement strategy are highlighted below.

Objectives	Those involved
Bring together relevant parties	All (at least those with high influence and high stake; ideally others also)
Make decisions	All, at least users and operators
Ensure decisions are anchored in policies and laws	Politicians, decision makers, industry
Implement decisions	Decision makers, industry, users, operators
Monitor the correct implementation	Transport authorities, users, operators, NGOs



STEP 5: INVOLVEMENT ACTIVITIES

Different involvement activities should be planned for different stakeholders. Specific activities that can be used to involve stakeholders in planning and implementation in this CIVITAS thematic area include:

- workshops;
- informal brainstorming;
- telephone/personal interviews;
- reactions to written content (e.g. draft versions of reports);
- contests on the topic where someone can win a prize;
- bringing together those working on the project into a project consortium; and
- bringing those who are working on construction/implementation together in a consortium.

STEP 6: FOLLOW-UP AND EVALUATION

In order to show how their views, opinions and comments are being taken into consideration, stakeholders can be kept informed about key project stages via:

- websites;
- e-newsletters;
- articles;
- presentations at stakeholder meetings; and
- invitations to pilot actions.

EXAMPLES AND SOURCES

For further reading, please see D1 Stakeholders for Intermodal Passenger Travel: linkforum.eu/docs/214/LINK_D1_Stakeholder_Identification.pdf (accessed 20th October, 2010).

Intermodal integration and better public transport in the Achterhoek: A practical experiment implemented from November 2004 to August 2006

Context/problem

The Achterhoek is a sparsely populated region in the Netherlands, where line services cannot be run profitably. As a result, the available public transport is threatened with cuts. At present, there are various kinds of passenger transport available, ranging from trains and buses to regional taxis. However, the various transport modes rarely complement one another, if at all. It is therefore very difficult to plan trips, and passengers face the inconvenience of long waiting times, poor connections and detours, with the result that most people prefer to use private cars.

Solution

Good connections are needed between the various forms of transport, and travellers need to be given appropriate travel information. Although the public transport company Syntus has been successful in coordinating train and bus services, a crucial link — demand-driven transport — is still missing. The regional taxi services that currently operate

autonomously need to be fully integrated into the public transport system, becoming part of the system rather than an alternative to it. Travellers should be confident that journey planning — including information and payment — is coordinated from one central point.

Project objective and approach

The aim of the project is to establish an integrated public transport system on the Lichtenvoorde/Groenlo/Eibergen line, offering tailor-made transport as a comprehensive alternative to the car. Syntus and the Regionaal Vervoers Centrum Achterhoek BV are using the project results to work on a complete roll-out in the Achterhoek and Gelderland. The applicants are introducing transport amenities on a relatively small scale, with regional taxis and buses, taxi control centres and public transport stops. They are also introducing new software that can be used to book trips and gather up-to-date information, offering a complete package of passenger information. In addition, public transport

waiting areas are being made more pleasant and comfortable. The results of the pilot project will be evaluated by means of a passenger questionnaire, and areas needing improvement will be taken into consideration in the follow-up project.

Product/result

The project should result in a complete public transport plan for the Achterhoek that is comprehensive, reliable, client friendly and safe. Drivers in the Achterhoek should then be able to make the transition from the private car to public transport with confidence.

Further information is available from:

Syntus BV and Regionaal Vervoers Centrum Achterhoek BV
Contact: Peter Lensink
Telephone: (31-314) 350 131
E-mail: lensink@syntus.nl
Internet: www.syntus.nl (in Dutch)

SPOTLIGHT ON:

PASSENGER TERMINAL

Stakeholder consultation on a new passenger terminal in Zagreb (Croatia)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

City
Zagreb, Croatia
Local dissemination manager
Lidija Pavic Rogosic
Measure leader
Stjepan Kelcec-Suhovec
Project dissemination manager
Jorg Kastelic (CIVITAS ELAN)

About the mobility measure

Through its involvement in the CIVITAS ELAN project, the city of Zagreb prepared a conceptual design for the new Sava-North intermodal passenger terminal. Situated in the southern part of the city near the Sava River, this new terminal was designed to include rail, tram, bus, bicycle and taxi infrastructure and was envisioned as a trigger for economic growth and urban development in the neighbourhood.

Due to its accommodating five different transport modes and its foreseen impact on development, the city decided to involve various local stakeholders in the traffic and design study.

Which stakeholders were involved and why

City Hall included various administrative bodies in the study, including the Department of Transport, the Mayor's Office and the Department of Civil Engineering. Public transport operators were also invited (the council's transport company, the railway company, private bus companies and taxi drivers association), as were NGOs (the cyclists association, the paraplegic association, the association of blind people and Green Action). Representatives of city districts were also consulted.

Involvement strategy

Articles about the study were published in professional, daily and fortnightly newspapers. The zagreb.hr newspaper printed 300,000 copies and delivered them to households free of charge. The study was covered by television and radio stations and a leaflet was produced and distributed.

The city officials who carried out the study visited some stakeholders at their premises (including the paraplegic association, the cyclists association and the Department of Transport). Others were invited to visit the City Office for Strategic Planning and Development to discuss the draft study.

Involvement activities

Involvement activities included five stakeholder meetings, two presentations made to citizens (at the CIVITAS ELAN Forum and at a retirement home) and public information releases for national television and local radio. Media coverage included six newspaper articles that encouraged readers to send in comments and suggestions by post or e-mail.

The stakeholder meetings and presentations to citizens included a description of the study and opportunity for discussion. Participants were encouraged to interrupt the presentations and ask questions. This helped to create a relaxed atmosphere, to which participants responded well.

Citizens were encouraged to send questions and suggestions by post or e-mail to the City Hall, and replies were always supplied.

Follow-up and evaluation

Stakeholders and citizens were informed of the conceptual design in the early phase of the study. Debates took place in a relaxed and tolerant atmosphere. The authors of the study took on board the feedback, remarks and suggestions, the majority of which were incorporated into the final version of the study.



5 | 4 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO SAFETY AND SECURITY

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STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

When implementing measures related to safety and security, the primary goal is to reduce road accidents and to improve the security of all modes. Measures introduced in this field are often governed by policy at the national or even European level.

Road safety can be improved by making infrastructure safer (the responsibility of the local government); making vehicles safer (the responsibility of manufacturers and sometimes of the national government/EU); and by changing drivers' behaviour (the responsibility of road users). Stakeholder consultation is required at different levels for each type of measure, and can range from information campaigns to cooperation with industry or input from user groups on safety requirements.

The type of stakeholder consultation required largely depends on the type of measure implemented, and the range of measures is very wide in relation to this topic. One concrete example is the "Sam the Traffic Snake" week-long travel awareness campaign, which is organised in 1,300 primary schools in the Dutch-speaking region of Flanders, Belgium, in May each year. This example is worked through for each step of the six-step strategy in the coloured boxes.

The Sam the Traffic Snake game is a week-long travel awareness campaign for primary schools, that originated in Flanders.

The campaign aims to:

- promote sustainable travel modes for the journey between home and primary school;
- help children travel independently;
- address the problem of poor traffic safety linked with increasing traffic density at school gates;
- improve the safety of school travel by bike or foot by promoting the use of helmets and fluorescent jackets; and
- introduce a culture of sustainable mobility in primary schools.

The target groups are primary school managers and teachers, pupils aged between six and 12 years old, and parents. A secondary target group comprises local actors such as the local police, local government and public transport providers.

The campaign has a multi-layered approach, from straightforward awareness-raising activities with results in the short term and relatively little involvement required from partners; through educational activities that require a higher level of involvement from the school; to more structural activities requiring the longer-term involvement of the school, parents and local authorities (police, mobility department, public transport provider).

When it comes to changing children's behaviour, parents, teachers and school managers are important stakeholders who have a big influence on children's lives. Children are largely (even fully) dependent on these adults when it comes to travel, thus it is of the utmost importance to have these adults on board.



STEP 2: STAKEHOLDER IDENTIFICATION

The stakeholders involved in measures relating to this theme are divided into three groups, depending on their role.

Those affected by the measures are:

- users, including user groups (cyclists associations, parents associations etc.);
- trip generators such as schools and businesses;
- police;
- local health care providers;
- public transport operators;
- freight drivers and operators; and
- industries and equipment suppliers.

Those who affect the measures are:

- users, including user groups (cyclists associations, parents associations etc.);
- local government;
- national government and EU;
- land-use and transport authorities;
- police;
- local health care providers;
- NGOs;
- consultants;
- media;
- public transport operators;
- freight drivers and operators; and
- industries and equipment suppliers.

Those who provide knowledge or expertise are:

- local governments;
- national governments and the EU;
- land-use and transport authorities;
- police;
- NGOs;
- consultants;
- public transport operators;
- freight drivers and operators;
- industries and equipment suppliers; and
- research institutions.

In relation to the Sam the Traffic Snake campaign, a number of important stakeholders can be identified:

- The campaign was launched by a Flemish NGO that hopes to expand it to all Flemish primary schools in order to change children's travel behaviour from a daily car commute to healthier and safer choices such as walking and cycling.
- Flemish schoolteachers are important stakeholders, since the campaign requires every child to reach a certain level of traffic education and the school also has to educate its pupils on themes such as mobility and sustainability.
- Mobility/sustainability/health officers and councillors from the city administration also have a stake since the campaign is useful to them in implementing part of the city's mobility/sustainability/health policy by raising awareness among children and educating them about safer, healthier and more sustainable travel choices.
- The implementation of the campaign in the various schools is of help to the local police in their mission to educate children about road traffic safety.



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

The actor constellations are illustrated in the influence-interest matrix below:

	Low influence	High influence
Low stake	<ul style="list-style-type: none"> - Health care providers - NGOs - Consultants - Research institutions - Industry 	<ul style="list-style-type: none"> - National government and EU
High stake	<ul style="list-style-type: none"> - Trip generators (e.g. schools) - Freight drivers and operators - Users 	<ul style="list-style-type: none"> - Local government - Land-use and transport authorities - Public transport operators

The influence-interest matrix for the Sam the Traffic Snake campaign:

	Low influence	High influence
High stake	<ul style="list-style-type: none"> - Initiating NGO - Headmasters 	<ul style="list-style-type: none"> - City administration - City councillors - Local police

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

The first step in the involvement strategy is to decide whom to involve. There are a wide range of safety and security measures across all modes, and the best people to involve will depend on the choice of measure, whether:

- infrastructure measures;
- soft measures;
- technologically driven measures; or
- a combination of the above.

The main objective of the involvement strategy will vary according to the type of measure. For infrastructure measures, the main concern is acceptability. The first step in involving stakeholders in this kind of measure is to discuss the existing state of affairs and to find a good reason for initiating infrastructure changes.

In relation to soft measures, such as the Sam the Traffic Snake campaign, stakeholder involvement is needed mainly in terms of communication. It is important to convey why the measure is being implemented; how it will affect users; and what role users can play.

Technologically driven measures, such as the installation of CCTV cameras to improve security on public transport, or intelligent transport system (ITS) measures to get car drivers to drive more safely, can require the involvement of industry, particularly if a new technology is involved. Users of the new technology will also be involved. In certain cases, a pilot implementation can be a way to involve stakeholders and gain acceptance for the new technology.

In relation to all the measures, engagement will depend on who is directly affected by the issue and who has influence over it, as described in step 2.



Steps	Who to involve (minimum)
Bring together relevant parties	All, especially parties with high influence and a high stake.
Make decisions	All, especially those affected by the measures.
Ensure decisions are anchored in policies and laws	Politicians, police, decision makers, industry.
Implement decisions	Decision makers, users, trip generators.
Monitor correct implementation	Transport authorities, users, operators, trip generators.

Planning stages for the Sam the Traffic Snake campaign

1: Preparatory stage (September-October)

During the preparation stage, the city administration, city councillors and head teachers are contacted by the initiating NGO to inform them of the campaign.

The main message to convey during this stage is the advantages for stakeholders of participating in the campaign. This message will differ according to the stakeholder. The message to be conveyed to the city administration and city councillors, for example, is how Sam the Traffic Snake can help in the implementation of the city's sustainable mobility and health policy at local level and how it corresponds to the Flemish "Sustainable to School" action plan. At this stage, the city administration and city councillors are asked to inform all the primary schools in their city about the opportunity to participate in the campaign.

Communication with head teachers has a different emphasis. The message in this case is how participation in the Sam the Traffic Snake campaign will help their school to achieve certain levels of education on traffic safety and sustainability.

During this stage, the cities and schools are asked to decide on an evaluation process that will allow them to measure the modal shift achieved among pupils as a result of participation in the campaign. The city can also begin the process of measuring improvements in traffic safety near the schools before, during and after the campaign.

2: Implementation stage (May)

During the implementation stage, the main stakeholders are the head teachers, teachers and parents who are actually implementing the campaign activities in the schools.



3: Evaluation stage (May-June)

The modal split before, during and after participation in the campaign is assessed. As mentioned above, evaluation activities are launched in the first, preparatory stage, before the campaign is under way, so a modal shift can be determined. Modal shares are calculated by counting the number of pedestrians, cyclists, public transport users and car users, based on a show of hands among pupils in the classroom. The "before" count ideally takes place in the course of April and the "during" count in the middle of the campaign week. The "after" count should be done in the course of May or June.

From the city's point of view, the local police can help in measuring a possible improvement in traffic safety in the school areas before, during and after the campaign. The same evaluation timeline as the modal shift evaluation should be used to assess traffic safety improvements.

In order to improve the campaign and to modify it where needed, the NGO sends out an evaluation form to all participating primary schools after the campaign week in order to evaluate the campaign activities and the materials used.



STEP 5: INVOLVEMENT ACTIVITIES

The involvement activities depend on the measure being implemented. In the case of safety measures that require new technology, stakeholders can be involved in pilot schemes, allowing users to see the benefits of the technology and providing an opportunity to iron out any kinks.

In the case of soft measures, the aim is to motivate behavioural changes based on the arguments of safety and security. Activities that involve users can take the form of:

- workshops and meetings;
- websites and e-newsletters; or
- a "citizens' pact" for road safety.

When developing infrastructure measures aimed at improving safety and security, it is important to take users' concerns into consideration. In addition to those mentioned above, stakeholder involvement activities might include focus groups or even "citizens' juries".

STEP 6: FOLLOW-UP AND EVALUATION

You should communicate with your stakeholders continuously about the success of the measures. There are a wealth of statistics in relation to road safety: explain what these statistics mean and make clear the timeframe involved. Before the evaluation, ensure that stakeholders understand what you will be measuring, and what the resulting data indicate in terms of safety and security.

EXAMPLES AND SOURCES

www.verkeersslang.be (Dutch)

www.mobiel21.be > English > Projects



SPOTLIGHT ON:

PERFECTLY MOBILE

The Perfectly Mobile initiative in Kortesseem (Belgium)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIMITAS THEMATIC AREAS

City
Kortesseem, Belgium

About the mobility measure

Perfectly Mobile was a local initiative involving communication and cooperation between the local government and citizens associations in the interests of safer and more sustainable local transport. Activities included information dissemination, awareness raising, accident prevention measures, traffic regulations enforcement, and infrastructure and transport planning.

Methods of cooperation and mutual engagement were set out in a detailed action plan, which was drawn up in collaboration between neighbourhood groups and other stakeholders.

This resulted in the municipality and citizens sharing tasks and responsibilities related to local transport. Costs were reduced, mutual respect was fostered and local expertise was harnessed. This collaborative approach was key for local sustainable mobility.

Which stakeholders were involved and why

Stakeholders included the local advisory committee, citizens, retailers and schools.

Involvement strategy

Parents and other residents were consulted in May 2007 through a questionnaire on their choice of transport modes, and on their views regarding barriers to sustainable transport and possible solutions. The results were presented to stakeholders during a general information and feedback meeting. A separate round of consultation sought similar information from members of the steering group and its supporters.

Involvement activities

The results of the consultations were analysed and summarised in an outline report. This report can be seen as an action plan containing goals, activities and initiatives for the short, middle and long term. The report identified three main objectives:

1. To develop a separated network for pedestrians and cyclists in the city centre. The new network of safe routes would be mapped out in a new accessibility plan.

2. To elaborate a parking management strategy, including the reorganisation of parking around schools and the implementation of a "walking school bus" that would get children to school from the newly designated "kiss-and-ride" parking area. There were also calls to set up new signs at public parking facilities, and a common agreement on new parking charges in the centre of the municipality.
3. To redevelop the regional road N76 in order to eliminate crossing barriers, increase safety for cyclists, improve visibility at crossroads, reduce traffic congestion, lower vehicle speeds in school areas, and reduce street parking.

Follow-up and evaluation

The action plan was due to be reviewed by the municipal guidance committee. The local government stated during the final phase of the initiative that the structure established for citizens participation and engagement would be kept in place. Moreover, the council committed itself to regular consultations with the new participation body throughout the implementation of the plan.

Parameters for success:

- The project was limited and small scale: scope for participation was established from the beginning.
- Contributions were given equal credit.
- Citizens were given an opportunity for co-ownership of the delivered solutions.
- The project gained from the everyday knowledge of citizens.
- Face-to-face contacts were made with responsible decision makers.
- Different scenarios were viewed as opportunities.
- The project highlighted the element of personal responsibility in mobility: travellers can make a difference too, not just technicians and infrastructure planners.
- Facilitation was provided by the project's independent consultancy: the facilitator's tasks are time-consuming and the job requires skills in both communication and traffic planning.



5 | 5 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO MOBILITY MANAGEMENT, MARKETING, INFORMATION AND EDUCATION

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

Measures related to influencing travel behaviour are largely aimed at stakeholder engagement, thus stakeholder involvement strategies are an intrinsic element.

Because travel behaviour tends to be habitual rather than rational, influencing it may require changing social norms, which is neither a quick nor an easy process. There needs to be a sustained campaign if behavioural change (that is, a change to less use of single-occupancy private motor vehicles) is to become a reality. Cooperation with individuals is very important, and one way to communicate with citizens is through local associations and organisations that are important players in these types of measures. Changing behaviour within these associations, and particularly getting presidents of such associations to promote a change in behaviour, is key to changing social norms. Likewise, getting high-profile figures (e.g. politicians or celebrities) to demonstrate a change in behaviour or endorse your measures can go a long way towards promoting wider behavioural change.

Although some scope for behavioural change without hard measures should be possible, engagement with citizens towards achieving a change in behaviour should also be integrated with other measures: both carrots and sticks can help to prepare the way towards achieving behavioural change.

STEP 2: STAKEHOLDER IDENTIFICATION

The primary stakeholders are members of the general public, and engagement with them will be more effective if they are segmented into smaller groups, or if they are targeted through their workplace, for example. Groups can be segmented by age: for example younger people can be targeted before they themselves become habitual car users. As already mentioned, travel behaviour can be influenced more effectively if leaders of local associations, politicians or local celebrities are involved.

Stakeholders specifically involved in measures related to influencing travel behaviour include

- citizens;
- local associations, especially their leaders;
- politicians;
- local government;
- trip generators (schools, hospitals etc.);
- transport authorities;
- companies;
- media;
- consultants;
- NGOs;
- car sharing providers;
- public transport providers; and
- EU (through funding priorities).



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

Influence-interest matrix

	Low influence	High influence
Low stake	<ul style="list-style-type: none"> - NGOs - Consultants 	<ul style="list-style-type: none"> - Presidents of local associations and organisations - Local celebrities - EU - Citizens
High stake	<ul style="list-style-type: none"> - Trip generators (schools, hospitals etc.) - Companies - Public transport providers 	<ul style="list-style-type: none"> - Local government - Politicians - Transport authorities - Media

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

In getting people to change their travel behaviour, there are seven basic steps:

1. Awareness of the problem.
2. Acceptance of the fact that they, as individuals, contribute to the problem but can also help contribute to the solution.
3. Realisation of the availability of options other than their existing behaviour.
4. Evaluation of the different available options.
5. The making of choices based on the evaluation of the available options.
6. Experimentation for short trips or for a short period.
7. Change in habitual behaviour and long-term choice of new travel behaviour.

When engaging with citizens in order to promote behavioural change, it is not enough simply to provide information. Tailor-made solutions are needed for individuals. If users are to follow the steps outlined above, interaction will need to be appropriate to the citizens concerned.

Citizens can be engaged through their workplace (companies), regular trip generators (hospital, school), NGOs, local celebrities or "local champions". Stakeholders (from the hospitals, NGOs etc.), including citizens, can be engaged through relevant non-transport-related arguments ("Your employees will be fitter if they cycle to work and will take fewer sick days"; "The school gates will be safer if there are fewer parents dropping off their children in cars" etc.).

The kind of information provided to individuals will depend on their progress in relation to the seven steps listed above, and should always be tailored to it.

STEP 5: INVOLVEMENT ACTIVITIES

There are several ways to engage people, for example through:

- mobility centres;
- mobility consultants;
- travel information (ideally personalised);
- education and training (for young people or companies); or
- travel planning (for companies or schools).



STEP 6: FOLLOW-UP AND EVALUATION

All stakeholders should be involved in the follow-up and evaluation of the engagement, to assess whether the measures are working and to see if anything further can be done. In addition to the constant monitoring, the participating city should obtain direct feedback on infrastructure or other mobility problems that they have come across. This means direct input from stakeholders (including citizens) into local sustainable mobility policy.

EXAMPLES AND SOURCES

There is a lot of information available on methods for influencing travel behaviour, including:

- *Making Campaigns for Smarter Choices Work*. Handbook from the TAPESTRY project. May 2005
- CIVITAS VANGUARD training workshops, including "Training on mobility management with a focus on company travel planning", November 2010 (details on www.civitas.eu).
- Specific project organised in Flanders, Belgium, on achieving behavioural change for short trips: www.mijnkorteritten.be (in Dutch) or www.mobiel21.be > English > Projects > Short Trip Contract (in English)

SPOTLIGHT ON:

INFORMING MODE CHOICE

Stakeholder consultation: National Bike Day in Bologna (Italy)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

City
Bologna, Italy
Local dissemination manager
Mauro Borioni
Project dissemination manager
John Porter (CIVITAS MIMOSA)

About the mobility measure

The involvement of citizens and other stakeholders in the design of urban mobility measures is a key priority for the municipality of Bologna. Within the framework of the CIVITAS MIMOSA project, the city organised a National Bike Day on 9th May, 2010. This public event was aimed at raising awareness and promoting cycling among the population, particularly families with young children.

The city invited local stakeholders to join in and co-organise some of the planned activities. Children and their families were involved in the organisation of the event from the very beginning.

Which stakeholders were involved and why

National Bike Day involved a wide spectrum of stakeholders. These included cycling and environmental associations, schools, universities, students associations and private companies adopting mobility management policies.

Based on previous experiences with awareness-raising campaigns, the city decided to dedicate the event to children and families. Children are often more receptive to marketing campaigns and, as a result, can help change their parents' behaviour. In addition, children are the city/road users of tomorrow, thus it is important to attract their interest as soon as possible in sustainable mobility and environmentally friendly behaviour.

Involvement strategy

Many associations participated voluntarily and spontaneously in National Bike Day, right from the design and planning phase. It was important that all the proposed actions and initiatives contributed to conveying the same message, following the guidelines set by the municipality itself.

To communicate the event to citizens, around 5,000 leaflets were distributed via the council's public relations offices (located all over the city), and in libraries, schools and universities. The active participation of stakeholders and associations in the initiative was

essential for transmitting the message through their specific communication channels and contacts. The city also produced posters and banners for display in the university area, and the event was publicised on the municipality's website.

The city distributed a press release of the event to all the main local newspapers, resulting in good coverage before and after the event.

Involvement activities

A kick-off meeting was held two months before National Bike Day to encourage stakeholder involvement. Before the meeting, a quick but detailed analysis of the local situation was made. Associations and organisations involved in sustainability and urban mobility were invited. During the kick-off meeting, the guidelines for the initiative were discussed and agreed and participants described their proposals and their availability to design, and eventually directly manage, activities during National Bike Day.

After the meeting, the municipality of Bologna selected the best proposals, taking into account the purpose of the initiative and the identified target. Further meetings were organised and associations were invited to elaborate a programme for the event and to plan logistics.

Follow-up and evaluation

A representative from City Hall attended all the activities implemented during National Bike Day. This representative assessed how well the activities corresponded to the plan agreed with the municipality. The level of satisfaction among local stakeholders was very high: a few months later, a similar event, European Mobility Week 2010, attracted almost all the stakeholders involved in the bike event.

During the event, a stand was set up where citizens could get information and give feedback on the initiative. Officers from the municipality collected suggestions, positive feedback and general and practical advice on bicycle mobility planning in Bologna. After the event, the City Hall publicised a summary report on the council's website and distributed it to all stakeholders, who then disseminated it to their contacts and associates.

Newspapers and television broadcasts covered the initiative and events. Bike Day in Bologna was deemed a success, with over 2,000 citizens taking part in the various activities.



5|6 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO LESS CAR DEPENDENT LIFESTYLES

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STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

Promoting less car dependent lifestyles through innovative mobility services can be a catalyst for your sustainable mobility policy. It is important to bear in mind that an innovative mobility service, be it a bike-sharing system or a high-tech travel information system, is never a service on its own. It is part of a longer chain of mobility modes, from walking to car sharing. In addition, it is not just the operator or the municipality that is involved: there is often a complex web of actors. Simply realising this and obtaining a complete overview of the stakeholders involved can make the service work.

STEP 2: STAKEHOLDER IDENTIFICATION

Stakeholders are:

- transport authorities;
- transport operators (train, bus);
- node operators;
- lease companies;
- local authorities;
- user groups; and
- event organisers.

STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

When looking at innovative services, you should also look at the constellation of stakeholders. They each have different interests, and these interests can come at different points in the value chain. When looking at travel information systems, for example, users want information, transport authorities might use the background data for a bonus/malus system, and operators might use data for their fleet management. In this example, the public transport authority, which can decide to integrate innovative services in its tendering system, has the greatest influence. The operators have the highest stake, as the system could help them get a concession, improve the management of their fleet or increase the number of passengers.

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

Stakeholders should be involved right from the beginning when creating an innovative mobility service. The service should be looked at from the perspective of the users and how it fits in with the regular mobility system. Once this is done, a business case or cases can be drawn up for areas where the service reaches the stakeholders. Those stakeholders involved in the business case should be those that should be involved within the whole strategy.

STEP 5: INVOLVEMENT ACTIVITIES

The following activities are relevant when involving stakeholders:

- organising strategic sessions for the creation of a business case;
- obtaining a clear vision of the service from the perspective of the complete mobility system;
- obtaining an understanding of interest in the service and the need for the service;
- developing the service itself; and
- evaluating the service.

STEP 6: FOLLOW-UP AND EVALUATION

It is important for you to make clear the added value of the service and how it can be measured. Furthermore, the responsibilities of each partner and the ownership of the service or of the information coming out of the service should be clearly defined in order to ensure cooperation beyond the pilot action. To evaluate the impact of the innovative service you can use the SUMO method (System of Evaluation of Mobility Projects), which is an international standard for evaluating mobility management issues (Hyllenius, Ljungberg and Smidfelt Rosqvist 2004).

EXAMPLES AND SOURCES

TRIPTicket (www.tripticket.nl) is an events transport and information company in the Netherlands. In cooperation with large events organisations, including Mojo Concerts and Andre Rieu, it has launched an Internet application that gives every event visitor information regarding their door-to-door transportation. For this information it uses an XML feed of the travel information company in the Netherlands (9292) as well as other sources (such as the free API of Google Maps). All visitors to events organised by a cooperating partner will see a link to the partner's website on the event website. In some cases they will also receive an information e-mail and a link to the TRIPTicket website when they buy a ticket.

Research indicates that more than 75 percent of visitors to an event will go to the website of the location (e.g. Amsterdam ArenA) or the website of the event (e.g. Lowlands festival) to obtain information about public transportation or parking spaces, thus the TRIPTicket application could also be integrated into those sites.

On the location or event website, visitors are required to give their postal code in order to obtain an overview of the transportation options. They can make a decision on the best mode in terms of price and/or expected travel time. The transportation (public transport, parking etc.) can then be paid for online.

This has advantages for many parties:

- Event organisers are aware of how visitors will travel and can benefit from advance payment for transportation services. Public transport companies and other organisations (e.g. coach or parking companies) know

how many visitors will be using their services and can also be paid prior to the event.

- Visitors have the opportunity to make their choice and pay for their transportation in advance.

The challenge is to achieve cooperation among the various stakeholders, including:

- Those with an immediate interest. The public authority has the possibility to create strong incentives for cooperation among events organisers and the managers of venues.
- The public authority and public transport providers, as well as long-distance transport operators. They have a strong interest in cooperation, an incentive that can be reinforced by the public authorities.
- Event organisers. They have a strong interest in cooperation due to the continuous rise in crowd management costs.
- Those with an indirect interest. Cooperation with travel agencies not related to transport service providers is more of a challenge, while in the case of travel agencies that are managed by transport operators (www.voyages-sncf.com), there are far greater incentives to provide integrated solutions for long-distance intermodal travel. A convincing business case is needed for this group of stakeholders, exploring how to develop a market by tailoring new travel formulas integrating events with long-distance intermodal travel.



OTHER EXAMPLES

Mobility Mixx: www.mobilitymixx.nl

Ov-fiets: www.ns.nl/cs/satellite/travellers/about-trip ("To and from the station")

SPOTLIGHT ON:

PACT FOR A DIFFERENT MOBILITY

Citizens' Pact for Sustainable Mobility in Vitoria-Gasteiz (Spain)

City
Vitoria-Gasteiz, Spain
Local dissemination manager
Juan Carlos Escudero Achiaga
Project dissemination manager
Filippo Dall'Oglio (CIVITAS MODERN)

About the mobility measure

The first phase of the Sustainable Mobility and Public Space Plan for Vitoria-Gasteiz was launched in 2008. The plan was developed on the basis of an intensive public participation scheme, the Citizens' Pact for Sustainable Mobility. It was approved unanimously in 2007, establishing a consensus between the public administration and civil society to define new priorities for sustainable mobility.

The Citizens' Pact was written and signed by various local stakeholders involved in the Citizens' Forum for Sustainable Mobility. The high level of public participation bolstered the credibility of the initiative, enabling the city to overcome conflicts of interest and adjust the mobility plan to the requirements of the public.

Which stakeholders were involved and why

The plan was developed following a multidisciplinary and participatory approach involving a variety of municipal departments and stakeholder groups. These included transport professionals, an association of people with reduced mobility, local economic agents, retailers, and professional and neighbourhood associations. In addition, established organs of participation such as the Environmental Council and the Local Agenda 21 Council participated. The University of the Basque Country was also involved in conveying the philosophy of the Mobility Plan to the public.

Involvement strategy

An intense communication and dissemination campaign was launched in order to convey to the public the aims of the plan. This campaign was followed by a citizens consultation process, mainly comprising public briefings and participative workshops.

Citizens of Vitoria-Gasteiz are provided with regular information through a number of forums (sector councils, territorial councils, the Municipal Social Council) and support tools (mobility web portal, urban ecology classroom, digital bulletin, technical workshops, press conferences, institutional media campaigns, street communication campaigns etc.).

Since 1998, an annual review and analysis of local sustainability indicators has been carried out, the results of which are publicised in a newsletter. This newsletter reflects trends in indicators for each sector analysed and discusses the main actions undertaken by the City Council in relation to each of the topics evaluated. It is distributed in printed and digital formats.

Involvement activities

In 2009, the consultation process comprised over 30 briefings and participative workshops. The process was supported by a number of promotional and educational initiatives, such as a volunteer campaign to provide information about changes in the public transport network; the incorporation of sustainable mobility in the curriculum of the Agenda 21 educational programme for schools; and participation in the European Mobility Week campaign.

Other projects have also contributed to raising public awareness of sustainable mobility policies. For example, the city is restoring public spaces as part of a superblocs project, a comprehensive solution for the organisation of mobility networks (crosswalks, cycle lanes, bus lanes and main roads). The city is also working on a new tram line and the extension of the cycling network.

In 2010, the consultation process continued in order to advance initiatives including improvements to the public transport network, the bicycle mobility policy in the new Bike Master Plan and the next Pedestrian Master Plan.

Follow-up and evaluation

Through its involvement in the CIVITAS MODERN project, the city of Vitoria-Gasteiz monitors and evaluates the Citizens' Pact for Sustainable Mobility with the help of the CIVITAS Evaluation Support Action POINTER. In this evaluation, the city also involves the various stakeholders represented in the Citizens' Forum for Sustainable Mobility.



5 | 7 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO URBAN FREIGHT LOGISTICS

STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

Although public authorities must ultimately take the responsibility for carrying out potentially unpopular actions, the early involvement of stakeholders can help to alleviate problems. Freight delivery policies affect a well-defined group of actors, whose acceptance of, and even positive contribution to, policy development can be enhanced by continuing consultation. Experience shows that cities see encouraging results whenever constructive networking with retailers and couriers has been established in order to better design new freight schemes and agree on the governing rules.

There is a simple explanation for this: the economic vitality of city centres effectively depends on the well-being of the commercial activities located there, which in turn is becoming increasingly dependent on timely deliveries. A thriving city centre increases the value of real estate. But how does this affect quality of life? How can the demands of socio-economic sustainability be reconciled with those of spatial and environmental harmony? It is easy to acknowledge the significant impact of goods distribution in these areas; it is far harder to tackle the problems created by the growing call for ad hoc, personalised deliveries. Local authorities face a challenging task, a substantial element of which is intensive cooperation with the private sector.

STEP 2: STAKEHOLDER IDENTIFICATION

The organisation of the urban goods distribution system is complicated by the fact that it affects the roles and interests of a wide range of players, including:

- city authorities, in particular departments of transport, which are the main stakeholder responsible for ensuring the necessary framework in the city to form the basis for a freight management scheme;
- transport operators;
- logistics companies;
- goods receivers (e.g. retailers, city centre businesses, ports);
- real estate companies;
- residents associations;
- law enforcement bodies; and
- lorry drivers.

STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

	Low influence	High influence
Low stake	<ul style="list-style-type: none"> - Residents associations - Law enforcement bodies 	<ul style="list-style-type: none"> - Real estate companies
High stake	<ul style="list-style-type: none"> - Lorry drivers 	<ul style="list-style-type: none"> - City authorities - Transport operators - Logistics companies - Goods receivers



STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

The following recommendations should be taken into consideration when setting up an involvement strategy:

- Never fail to try and get your politicians actively involved. Support is pivotal and empowering, providing local authorities with important backing when discussing with a wide range of stakeholders.
- At an early stage, demonstrate the potential benefits of your strategies for the community and for each individual stakeholder.
- Forecast your finances: nothing backfires as badly as working strategies that are brought to a halt by financial constraints. Turning to the private sector can be a solution, especially when the use of technology is required.

STEP 5: INVOLVEMENT ACTIVITIES

The most common tools for involving stakeholders in the field of urban freight transport are local freight partnerships. Experience acquired in the course of several projects has shown that in order to reduce energy consumption in freight transportation, collaboration and communication with the freight and business sectors is essential. Local freight networks formalise cooperation among stakeholders with the aim of including all sectors in the transport chain at local level and all modes of freight transport. The role of these local freight networks is to influence and inform the working practices, policies and plans of the member organisations and to promote good practice in general.

STEP 6: FOLLOW-UP AND EVALUATION

Initiatives in which the immediate benefits are unclear will rapidly lose stakeholder support. In order to be successful, concerted planning, accurate scheme specifications and progressive implementation must be followed up by the timely communication of results to all involved. You can only credibly ask for sacrifices to be made with a view to prospective gains if the ultimate benefits are actually visible. The responsible authorities must be able to appraise the impacts and comprehensively inform stakeholders, focusing on both the collective and individual aspects.

When a strategy is up and running and achieving success, it should not be left to its own fate. It is essential to keep monitoring it. Showing consistent success over time will lend it credibility and provide leverage for future policy endeavours.

EXAMPLES AND SOURCES

- www.start-project.org
- www.start-project.org/download/START%20D6.3%20Final%20Evaluation%20Recommendation%20Report.pdf
- www.start-project.org/download/fact%20sheets/START%20Bristol%20WP2%20Dec08.pdf
- www.niches-transport.org/fileadmin/archive/Deliverables/D4.3b_5.8_b_PolicyNotes/14682_pn6_space_management_ok_low.pdf
- www.niches-transport.org/fileadmin/archive/Deliverables/D4.3b_5.8_b_PolicyNotes/14683_pn7_night_delivery_ok_low.pdf
- www.niches-transport.org/fileadmin/archive/Deliverables/D4.3b_5.8_b_PolicyNotes/14684_pn8_home_delivery_ok_low.pdf

SPOTLIGHT ON:

FREIGHT BY BIKE

Consultation on cargo bike delivery in Donostia–San Sebastian (Spain)

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STAKEHOLDER CONSULTATION WITHIN THE EIGHT CIVITAS THEMATIC AREAS

City
Donostia–San Sebastian, Spain
Local dissemination manager
Maarten Van Bemmelen
Project dissemination manager
Gerardo Lertxundi (CIVITAS ARCHIMEDES)

About the mobility measure

The goal of the measure was to establish a goods distribution model better suited to a populated urban centre by reducing harmful impacts on inhabitants and the built environment.

In order to do this, partnerships and stakeholder involvement in city planning and strategy development were enhanced. Fuel consumption and emissions were reduced by decreasing the number of freight kilometres and increasing vehicle loading rates.

Which stakeholders were involved and why

The Basque Institute for Logistics led the measure in close cooperation with the Mobility Department of the Municipality of San Sebastian. The institute is an association of regional and local authorities and businesses in the freight sector.

The Mobility Advisory Council advises the municipality of Donostia–San Sebastian on all decisions concerning urban transport. Twenty-nine stakeholder groups have seats on the council, including political parties, architects, private and public transport companies and taxi firms. Freight hauliers are represented by seven different associations.

Involvement strategy

Work began with a preliminary assessment of downtown freight challenges and possible solutions. The assessment was carried out by means of a stakeholder survey, subcontracted to a local association of freight companies. This ensured that the key group was directly involved in the design of the measure itself.

Based on this preliminary assessment and subsequent discussions in the course of several meetings with local stakeholders, a package of proposed measures was presented to the Mobility Advisory Council. The council unanimously approved the cargo bike measure, and it was implemented along with the establishment of an inner-city consolidation centre. The cargo bikes were well received by citizens, hauliers and the cycling community.

The measure leader believed that it was crucial to establish early one-on-one communication with shopkeepers and transport companies. The stakeholder survey was seen as a good means of first contact. Once the City Council's intentions had been explained in individual interviews, stakeholders were more likely to participate in follow-up events.

Involvement activities

The measure implemented in Donostia–San Sebastian successfully introduced the stricter enforcement of regulations along with the new distribution services (i.e. the consolidation centre and cargo bikes).

The measure began with the sending out of a letter from the City Council to shopkeepers and transport companies to announce the survey on freight distribution.

Individual interviews were held with shopkeepers and with all the freight companies operating in the area. The interviews included questions about the current situation but also about possible future policies and interventions by the City Council. The questions about future policies raised stakeholder awareness of the council's plans to implement changes.

The outcome of the assessment and proposals for measures were presented at meetings of the Mobility Advisory Council.

Follow-up and evaluation

During its periodic meetings, the Mobility Advisory Council received progress reports on the measure and will eventually be presented with a formal evaluation.

The evaluation will include an additional survey of a selected representative sample of stakeholder groups (20 transport companies, 200 shopkeepers and 50 users/citizens). In the case of shopkeepers and transport operators, a first round of face-to-face interviews will be complemented by telephone and on-line questionnaires.



5 | 8 STAKEHOLDER INVOLVEMENT FOR MEASURES RELATED TO INNOVATIVE TELEMATICS SYSTEMS

This section refers to the establishment of a central urban traffic management centre (TMC), rather than of different telematics applications, since TMCs are the core of urban public telematics operations. Traffic management is essential to the efficient flow of road-based transport in urban areas, including individual and public passenger transport and commercial transport. Traffic management can help to maintain economic efficiency and minimise adverse environmental impacts, for example by alleviating congestion. It can be used to prioritise public transport and improve road safety. There is therefore potential to influence travel behaviour and related social and environmental objectives.

STEP 1: SPECIFICATION OF ISSUE(S) TO BE ADDRESSED

Traffic management solutions are delivered most effectively through the creation of traffic management centres. Centres of this kind are becoming widespread and increasingly sophisticated, utilising an integrated package of intelligent transport system (ITS) tools including the computerised linking of traffic signals, variable message signs (VMS), closed-circuit television cameras, bus priority, car park guidance and real-time information. Tools such as these permit a high degree of control and monitoring and represent a move towards the active management of the transport network in order to achieve comprehensive policy goals such as economic growth, social cohesion and environmental sustainability. However, there is scope to achieve further, more ambitious sustainability objectives by maximising the utilisation of ITS to deliver pollution management schemes, to improve information provision to the public, and to include suburban rail, metro and tram information in a fully multi-modal system.

Stakeholder involvement is crucial, since in many cases the main stakeholders will be involved in managing, financing and operating the TMC. End users need to be kept informed about the benefits of the TMC.

STEP 2: STAKEHOLDER IDENTIFICATION

Traffic management solutions can be seen as having two distinct groups of end users:

- the travelling public, who will benefit from the improved quality and quantity of information in terms of travel options and decision making; and
- transport operators, planners, the emergency services, and transport or environmental policy makers, who will be able to develop good practice based on the information that is made available.

The following stakeholders can be identified:

- The public authority is the client as well as the key project team partner. The public authority is likely to be the project initiator and the main driving force behind the concept.
- The TMC operator is the day-to-day operator (the client or a private sector partner) who is a key partner (if different from the client or other private sector service provider).
- The private sector service provider is the key private sector partner (e.g. supplier of ITS equipment or other services). This is an important project team partner who must fully understand the needs of the client and supply specified ITS, services or operational input.
- Technical advisors provide bespoke technical advice or services (e.g. IT). They are likely to be involved only as and when specific services are required.
- Financial institutions provide additional capital, generally in the form of a loan. These are a key partner to assist with initial capital outlay. The client must seek clarity of the loan arrangement with them.
- Legal advisors assist key public-private sector partners to draw up a contract. They should be involved from the outset, but services may be required less regularly once the TMC is up and running. A clear contract is paramount to all implementers.



STEP 3: ANALYSIS OF ACTOR CONSTELLATIONS

	Low influence	High influence
Low stake		- Legal advisors
High stake	- Technical advisors	- Public authority - TMC operator - Private sector service provider - Financial institutions

STEP 4: ESTABLISHMENT OF AN INVOLVEMENT STRATEGY

As the following table shows, the involvement strategy needs to fit to the changing roles of the actors in the deployment process.

Stakeholders	Conceptual/planning phase	Implementation/demonstration	Full-scale operation
Public authority (core project team)	Project initiator. Strong role in coordination.	Strongly involved due to client status and public sector finance burden.	Less involved. Financial and service provision risk spread to private sector partners.
Private sector partner(s) (core project team)	Strong role in designing project implementation.	Strong role in delivering project.	Strong role in operation of TMC and increasing profit margin.
Financial institutions (core project team)	Strong role in supporting public sector financial contribution.	Role recedes as loan is repaid.	No major role in operation as cost is spread to private sector.
Media (outside influencer)	Restricted involvement.	First contacts needed from core project team to media to activate interest and build trust.	New role to promote service.
Legal advisor (core project team)	Strong involvement in drawing up mutually acceptable contract.	Reduced involvement.	Minimal involvement as required to oversee adherence to contract conditions.
Technical advisor (core project team)	Strong role as required to advise on technical specifications.	Strong involvement as technical support during demonstration phase.	On an "as required" basis delivering technical support.

STEP 5: INVOLVEMENT ACTIVITIES

In TMC establishment, it is crucial to engage in a formal process in which the partners essential to the success of the TMC are bound by contracts stipulating financial contributions, data sharing procedures and different responsibilities. Stakeholders are invited to contribute to the discussions on the system design and legal structure of the TMC operations.

STEP 6: FOLLOW-UP AND EVALUATION

The TMC technical architecture and stakeholder structure must allow for new partners to enter.

EXAMPLES AND SOURCES

www.niches-transport.org

SPOTLIGHT ON:

INFORMATION AND COMMUNICATION TECHNOLOGY IN TRAMS

Trams and information technology systems in Craiova (Romania)

City
Craiova, Romania
Project coordinator
Gabriel Vladut
Local dissemination manager
Virginia Matei
Project dissemination manager
Karin Fischer (CIVITAS MODERN)

About the mobility measure

As part of CIVITAS MODERN, this measure involved the modernisation of nine trams operated by the city public transport company (RATC). The goal was to make them more energy efficient and more comfortable for passengers by installing an electronic chopper system and onboard computers. In the future, the city hopes to introduce this system to the entire fleet, with the support of two local partners.

These improvements bring the city of Craiova closer to European standards for public transport services. The improvements will reduce operational costs for public transport, indirectly improve the quality of the surrounding environment by reducing energy consumption, and improve the image of the city's public transport system.

Which stakeholders were involved and why

The main stakeholders in this initiative were local partners in Craiova. The city consulted with tram manufacturers (which could potentially equip the trams with choppers during the manufacturing phase). The city also approached local citizens and businesses, SMEs that produce spare parts for trams, and the public transport companies of other cities.

Involvement strategy

The city approached local stakeholders by emphasising the advantages of this project for the local community and the importance of their collaboration. This led to the organisation of meetings and the use of communication tools to explain the role of the community in this complex relationship.

Three partners had important roles in the implementation of the project: IPA, a research institute in the field of automation, designed the technical solution, while Craiova City Hall and RATC were the institutional beneficiaries.

Craiova's citizens, as the main beneficiaries of the measure, showed a particular interest in the project. They were continuously informed about the development and implementation stages via a communication campaign and media presentations. The information campaign brought the city closer to its citizens and provided an opportunity to explain the background to the project, the concept of urban mobility, and the need to balance the increasing demands for mobility with the improvement of air quality in the city.

Involvement activities

Activities were implemented in a natural sequence from research and design to demonstration, training, and finally evaluation. The city involved local stakeholders by organising face-to-face meetings highlighting the importance of participation and their role in creating synergies. Stakeholders were invited to workshops and seminars to discuss and exchange ideas.

Stakeholder activities covered the general planning and design of the new electric drive/braking systems for the trams and the creation of a prototype. Stakeholders were also included in horizontal activities such as management and dissemination.

Follow-up and evaluation

Local stakeholders were involved in meetings, workshops, seminars and other related activities. Stakeholder satisfaction with the measure was expressed during meetings and via questionnaire-based surveys.

The three main partners in the measure worked together on an evaluation plan detailing the situation before and after the implementation of the measure.

ANNEX – AARHUS CONVENTION FACT SHEET

CITIZENS' RIGHTS IN TRANSPORT AND URBAN PLANNING DECISION MAKING

The UNECE Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (the Aarhus Convention) — adopted in Aarhus, Denmark on 25th June, 1998 at the Fourth Ministerial Conference “Environment for Europe” — was a major breakthrough in citizens' rights. It was preceded by more than two years of negotiations with the participation of civil society and entered into force on 31st October, 2001. It has influenced EU as well as national legislation, establishing the same level of protection of rights across the whole of Europe.

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The Aarhus Convention is the first international agreement that provides a legal framework guaranteeing the rights of the public to:

- receive environmental information upon request or as a result of the active dissemination of information through different mechanisms, such as information centres, public registers, databases, websites etc. at the initiative of the authorities;
- participate in decision making on specific activities, during the preparation of plans, programmes and policies relating to the environment, and legislation that may have a significant effect on the environment; and
- have access to justice in cases where citizens' rights to access to information and public participation in specific (project-type) decision making are infringed or when environmental law is breached.

The Aarhus Convention places obligations on parties and public authorities from all sectors and at all levels (national, regional, local etc.) and on bodies performing public administrative functions, as well as privatised bodies with public responsibilities in relation to the environment that are under the control of public authorities.

THE EU AND THE AARHUS CONVENTION

The European Community has transposed the principles of the Aarhus Convention through [Directive 2003/4/EC](#) on public access to environmental information; [Directive 2003/35/EC](#) providing for public participation in respect of the drawing up of certain plans and programmes relating to the environment; and a number of other directives, including [Directive 2001/42/EC](#) on the assessment of certain plans and programmes on the environment (the SEA Directive); [Directive 1997/11/EC](#) on environmental impact assessment; and the Water Framework Directive ([Directive 2000/60/EC](#)). [Directives 2003/4](#) and [2003/35](#) both contain provisions on access to justice as well.

Through [Regulation \(EC\) No. 1367/2006](#), the EU also applies the provisions of the Aarhus Convention to EC institutions and bodies, also covering bodies, offices or agencies established by, or on the basis of, the EC Treaty, addressing the three pillars of the Aarhus Convention.

APPLYING THE AARHUS CONVENTION IN TRANSPORT AND URBAN PLANNING MATTERS

The convention is implemented through national and EC legislation (see above). Specific legal provisions and/or practical arrangements need to be made by public authorities to make the convention work in everyday practice. The scope of the convention is broader than “environment”. It also makes a link between environmental and human rights and the rights of future generations, as well as with sustainable development.

Both the first and the second pillars of the convention cover decision making related to transport and urban planning, since they cover activities and planned programmes prepared or carried out not only by environmental authorities, but also by other authorities, including sectoral and municipal plans, programmes, policies and legislation (transport, urban planning, construction, energy, tourism etc.), where these have significant environmental implications.

“Environmental information” covers a broad, non-exhaustive list of information on environmental elements (air, water, soil etc.), as well as factors, activities or measures affecting those elements, including administrative measures, environmental agreements, policies, legislation, plans and programmes that affect or are likely to affect environmental elements, and cost benefit and other economic analyses and assumptions used in environmental decision making. It also covers human health and safety, conditions of life, cultural sites and built structures, to the extent that these are or may be affected by the aforementioned elements, factors, activities or measures.

The public participation pillar covers practically all fields of decision making and sectors that may have a significant effect on the environment (decisions on specific proposed activities, Article 6 and executive regulations and other generally applicable legally binding acts and rules) and plans, programmes and policies relating to the environment (Article 7).

Article 6 of the convention covers types of activities for which a detailed public participation procedure is required. These activities are similar to those that usually require an environmental impact assessment (EIA) or integrated pollution prevention and control (IPPC) licence under the relevant national or EU legislation or under the UNECE Convention on Environmental Impact Assessment in a Transboundary Context (Espoo Convention). In addition to industrial plants and

sectors (chemical, pharmaceutical and other heavy and light industries, and the energy, metal processing and mineral sectors) and some agricultural activities that may cause air, water or soil pollution and noise, these activities include the traffic sector (the construction of long-distance rail lines, airports, motorways and express roads, inland waterways and ports for inland waterway traffic, trading ports, and piers for loading and unloading connected to land and outside ports). Waste management, including installations for incineration, the disposal of municipal waste and wastewater treatment plants, is also covered.

Although it contains more flexible requirements for plans, programmes, policies and legislation than for specific decisions, the convention defines the basic principles and approach to public participation that should be applied in all types of decision making, including transport and urban planning. These include:

- timely and effective notification of the public concerned;
- reasonable timeframes for participation, including provision for participation at an early stage;
- the right of the public concerned to receive information that is relevant to the decision making free of charge; and
- an obligation on the decision-making body to take due account of the outcome of the public participation, and prompt public notification of the decision, with the text of the decision, along with the reasons and considerations on which it is based, being made publicly accessible.

The “public concerned” is defined as the public affected or likely to be affected by, or having an interest in, the environmental decision making.

The access to justice pillar underpins the enforceability of rights under the other pillars and provides access to justice through a review procedure before a court of law or another independent and impartial body (e.g. ombudsman) established by law when:

- an information request has been ignored, wrongly refused or inadequately answered;
- participation rights (substantive and procedural) are not respected in decision making on projects or activities covered by Article 6 (for the “public concerned”); and
- acts and omissions by private persons and public authorities contravene the provisions of national law relating to the environment (access is to be provided to members of the public “where they meet the criteria, if any, laid down in national law”.)

The convention also requires accessible appeals and a court system that is transparent, timely, equitable, fair and not prohibitively expensive, as well as adequate and effective remedies (injunctive relief). Appropriate assistance mechanisms should be set up to remove or reduce financial and other barriers to access to justice.

THE RELEVANCE OF THE AARHUS CONVENTION FOR CITIES

The Aarhus Convention and the implementing EC and national legislation also address the local municipal level. Municipal authorities are obliged to comply with the provisions of the convention when they plan developments and implement projects, plans and programmes related to transport or urban planning that may have an effect on the environment and human health. It is particularly important for the municipal authorities to inform citizens and NGOs of the upcoming planning and decision-making process through different channels and methods sufficiently early so that they are aware of the expected steps and outcomes, can obtain the necessary information, and can be prepared to participate in upcoming formal public participation procedures or informal stakeholder involvement events. Citizens and NGOs should know what information is available and where and how they can access it. The available opportunities and their potential role in influencing decision making should be made clear, and they should be told what happens to their contributions, how their comments and proposals have been used, how their concerns have been addressed, and how the decisions can be challenged.

While the convention can provide a useful starting point and guidance, there are no tailor-made solutions. The municipal authorities therefore need to develop and implement their own approach and strategy for each decision-making process in a participatory and transparent way in order to make communication and participation efforts more efficient, effective and lasting.

MORE INFORMATION

www.unece.org/env/pp/

<http://aarhusclearinghouse.unece.org/>

<http://ec.europa.eu/environment/aarhus/>

Guidance materials on the convention: www.unece.org/env/pp/acig.pdf

www.unece.org/env/documents/2006/pp/ece%20mp%20pp%205_E.pdf

www.bankwatch.org/guide/complaint_mechanisms/



The following publications and documents have been used in the development of this toolkit. The primary sources on which the content is based are:

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About CIVITAS VANGUARD

Launched in September 2008, CIVITAS VANGUARD is a 54-month grant-based project of the European Commission's Directorate-General for Mobility and Transport (DG-MOVE), funded as part of the CIVITAS Initiative. It is a support action (SA) for the coordination and dissemination of CIVITAS Plus, the current phase of the CIVITAS Initiative, and as such serves the CIVITAS Plus collaborative projects (CPs) and the CIVITAS Initiative itself.

Funded under the Seventh Framework Programme for Research and Technological Development, VANGUARD focuses on the dissemination of research activities, results and experiences from cities and projects participating in CIVITAS.

One of the objectives of VANGUARD is to support the CIVITAS Plus collaborative projects through the provision of a number of services and by disseminating the results of their activities throughout Europe. These services mainly relate to:

- coordination, support and facilitation;
- dissemination and promotion; and
- CIVITAS community support.

As part of its services, CIVITAS VANGUARD aims to support the CIVITAS Plus cities in facilitating stakeholder consultation within the framework of their sustainable mobility policies and their newly introduced measures.

Publication

This toolkit is intended for all those with an interest in stakeholder consultation. This publication is also available from the download centre on the CIVITAS website: <http://www.civitas.eu/downloadcenter>

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