



## NEWSLETTER 1 | FEBRUARY 2017

# How can the public contribute to efficient transport planning?

**O**n 15 and 16 September 2016, the first workshop of the SMART-MR project – Sustainable measures for achieving resilient transportation in metropolitan regions funded by Interreg Europe – took place at the Town Hall in Ljubljana, organised by the Regional Development Agency of the Ljubljana Urban Region (RRA LUR) and Anton Melik Geographic Institute of the Scientific Research Centre of the Slovenian Academy of Sciences

and Arts (ZRC SAZU) under the title “Participatory transport planning”.

At the first of the project’s seven workshops in which over 50 participants from eight metropolitan regions – Oslo and Akershus (Norway), Gothenburg (Sweden), Helsinki (Finland), Budapest (Hungary), Rome (Italy), Porto (Portugal), Barcelona (Spain), and Ljubljana (Slovenia) – took part, two main topics were highlighted, namely, whom to involve in transport planning and how. The participants exchanged their experience as well as examples of good and bad practices from their metropolitan regions.



Participants of the Ljubljana Workshop with European Commissioner Violeta Bulc, September 2016.

**SMART-MR**  
Interreg Europe



European Union  
European Regional  
Development Fund

SMART-MR (Sustainable measures for achieving resilient transportation in metropolitan regions) is an Interreg Europe project running from April 2016 until March 2021 with a total budget of approximately Euro 2,2 million.

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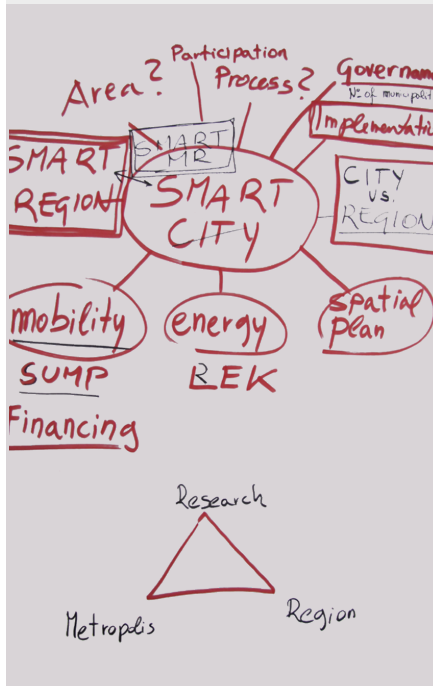
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**SMART-MR and how it all started**



As mobility is a crucial issue for metropolitan regions, partners from Oslo-Akershus, Gothenburg, Budapest, Ljubljana, and Rome decided to continue their fruitful cooperation that started within the Catch\_MR Interreg IV C project. In September 2013 potential partners from Ljubljana, Oslo-Akershus, Gothenburg, Berlin, Vienna, and Budapest met at a preparatory meeting in Vienna, where the main partners' needs were identified. The same partners also attended the preparatory meeting that took place in Ljubljana in May 2014. At the meeting the partners defined the project name and structure, and decided that the Scientific Research Centre of the Slovenian Academy of Sciences and Arts would be the lead partner. As the potential partners from Vienna and Berlin were not able to join the project, we additionally invited Helsinki, Porto, and Barcelona, all of whom joined the partnership. In June 2015 we had an additional preparatory meeting in Rome, where we specified all the project activities, assigned responsible partners, and prepared the overall budget.



Ljubljana Railway station at night.

## About the project

**S**MART - MR (Sustainable Measures for Achieving Resilient Transportation in Metropolitan Regions) is an Interreg Europe project running from April 2016 until March 2021 with a total budget of approximately Euro 2.2 million. The project is coordinated by the Anton Melik Geographical Institute of the Scientific Research Centre of the Slovenian Academy of Sciences and Arts and co-funded by the European Regional Development Fund.

Transportation in urban areas generates congestion and vast emissions. It poses enormous challenges to authorities in providing healthy living conditions for inhabitants and a supportive environment for businesses. The challenge is particularly evident in metropolitan regions that are global production centres and where millions of commuters travel to their workplaces on a daily basis. We believe that the metropolitan region of tomorrow should provide its residents with a safe, functional, and resilient environment. Low-carbon transportation and mobility are vital components of such smart urban areas.

SMART-MR supports the exchange and transfer of good practices on integrative transport and mobility planning in metropolitan regions and helps them improve transport policies and provide sustainable measures for achieving resilient low-carbon transportation. To achieve this objective and to develop action plans 10 project

partners representing 8 metropolitan regions from 8 European countries will share their experience among themselves, with stakeholders directly engaged in the project activities, and with the external public through participation in the low-carbon economy platform, as well as by transferring the results of interregional learning process to the main regional stakeholders.

The key project outputs include a guide on sustainable measures for achieving low-carbon and resilient transportation in metropolitan regions, selected good practice descriptions, and policy recommendations. Through these outputs, as well as the dissemination events (such as political meetings, the final conference, and regional stakeholder meetings), SMART-MR contributes to Europe 2020 goals, Cohesion Policy, and the Interreg Europe Program.

7 workshops are being organised by the project partners in order to find solutions by sharing experience in transport and mobility planning. For each workshop the partners will issue an in-depth analysis, describe examples of good practice, and organise a study visit. Practical experience will be presented and discussed, and policy recommendations will be developed.

The partner metropolitan regions will also prepare and implement action plans to improve the implementation of regional transport policies and instruments by:

- creating sustainable mobility plans,
- promoting low-carbon network-oriented urban development relying on public transportation and development of nodes,
- including stakeholders in project activities and in the design and



implementation of the action plans.

SMART-MR brings together 10 project partners from 8 metropolitan regions (Oslo, Gothenburg, Helsinki, Budapest, Ljubljana, Rome, Porto, and Barcelona).

**The project objectives**

The overall objective of the project is to support local and regional authorities in improving mobility policies. It will be reached by four sequential sub-objectives:

- providing methods and tools for participatory transport planning;
- translating urban mobility plans to the metropolitan region level;
- developing solutions for low-carbon station areas such as intermodal nodes and areas of low-carbon freight and services;
- supporting the sharing economy and innovative transport management for new sustainable modes of people's mobility.

**Expected results**

- Knowledge transfer and exchange of experience will increase the capacities and capabilities of decision makers, stakeholders and regional actors.
- At least eight examples of good practice will be successfully transferred and at least eight policy instruments improved in the field of sustainable transport.
- By supporting a low-carbon economy platform, networks and associations project results will be promoted to a broader target group in Europe.
- Scientific dissemination of the project's results will be made through research papers and conference presentations. There will also be a final publication guide on Sustainable measures for achieving resilient transportation in metropolitan regions.



SMART-MR Kick-off Meeting, May 2016.

**7 Interrelated workshops**

Project partners will share their experience in transport and mobility planning by organizing seven topically interrelated workshops:

**GOVERNANCE AND PARTICIPATORY TRANSPORT PLANNING**

Workshop 1: Participatory transport planning

**REGIONAL MOBILITY PLANNING**

Workshop 2: Creating a mobility plan  
Workshop 3: Low-carbon logistics planning

**URBAN TRANSIT ORIENTED DEVELOPMENT**

Workshop 4: Development of and around transport nodes  
Workshop 5: Shaping low-carbon areas

**BUSINESS MODELS IN MOBILITY**

Workshop 6: Sharing economy  
Workshop 7: Managing transportation

**Good Practice Rome: Participation of stakeholders in developing the Regional Plan for Mobility, Transport, and Logistics for the Lazio Region**



In an effort to increase sustainability, in 2014 the Lazio Region launched preparations for a Regional Plan for Mobility, Transport, and Logistics. The Plan, now in its final development phase, is based on the reduction of greenhouse gas emissions by lowering dependence on transport oil and on improved passenger safety. It integrates the various transport modes into a coordinated transport system adapted to forecasts for socio-economic development and the territorial balance of the region.

The Lazio Region's Plan for Mobility, Transport and Logistics is considered good practice firstly because it fosters the improvement of the environmental and economic efficiency of the regional transport system, and secondly because the participation of the stakeholders effectively influenced its final version.

Stakeholder participation in the Plan for Mobility, Transport, and Logistics for the Lazio Region was achieved through an innovative approach based on online crowdsourcing. The stakeholders – namely passengers, freight users, operators, managers, employees and employers, suppliers, customers, governments, and local communities – were invited to participate through the website and have been kept updated on all the main phases of the Plan's elaboration. Specifically, they were invited to give advice on the vision and goals of the Plan, to provide input, directions, and feedback, including support of or opposition to the transport deficiencies, financial assumptions, and strategies. They were also invited to informally approve scenarios and measures.

The main stakeholders were involved primarily through participation in seminars dedicated to specific phases of the plan, while citizens could make their contribution using the website and email. The Plan's website



Project partners at the Kick-off Meeting in Ljubljana, May 2016.

([www.pianomobilita lazio.it](http://www.pianomobilita lazio.it)) has been dedicated to providing information about the plan and receiving suggestions and comments from stakeholders and the general public. Additional information was disseminated in the brochure and flyer.

A good example of stakeholder participation is provided by the upgrading of an old single-track railway connecting an area with 250,000 inhabitants to Rome – suggested by local citizens' associations. Nine interested municipalities prepared a document asking for measures to improve the public transport service in the short and long term. They asked for a second track to increase railway capacity, but the cost would have been prohibitive. The Plan's team thus sought a less-expensive alternative, which was to increase the number of intersection points along the line. The team was able to convince both the citizens and the railway network operator about the advantages of this solution, and it was ultimately included in the Plan.

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### Good Practice Porto: *Analysis of the Complaints of Public Transport Passengers*



The Metropolitan Area of Porto (AMP) received all claims written down in the complaint books of the metropolitan region's transport operators. A general procedure from the extinguished Metropolitan Authority was to make quantitative analyses and produce a report. The AMP decided to use complaints as a tool for better planning the transport service, which was important for introducing a qualitative evaluation. All complaints were evaluated in terms of the level of damage for passengers and level of responsibility from the service operator. The main stakeholders involved were passenger transport operators, municipalities, and ticket operator (TIP).

These evaluations of the complaints



Public participatory workshop "Step On Map", October 2016.

## Participatory planning

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**P**articipatory planning is planning that includes stakeholders in the planning process. Its aim is to foster partnerships and joint management instead of serving the vested interests of individual regional actors. Successful management of public participation makes the planning process more effective by narrowing the gaps between different perspectives, shaping solutions acceptable to all social groups, preventing unproductive competition, ensuring the participation and motivation of local actors, participants' identification with decisions that concern their environment, and strengthening their creativity and recognition. Integrating public views, ideas and visions into planning decisions gives the decisions greater legitimacy, and it also increases the public's empowerment, initiates a process of social learning, and builds local knowledge. It could inform and involve a more diverse public audience, deepen mutual understandings and cross interest relationships, explore and integrate new ideas and solutions that may not have been otherwise considered, and ensure that planning and decision-making is informed by the needs and interests of the affected communities. The participation process strengthens regional identity and promotes comparative advantages based on local

knowledge and learning as well as the establishment of connections at the local level. It is therefore necessary to take people's opinions into account and thus emphasize the special features of the region and to position it in the overall structure of regions (Zumaglini et al. 2008; Nared 2014; Nared & Alfare 2014, Nared et al. 2015).

Participation also has its drawbacks like duration, quantity of information tackled and financial demands. Often individual groups are excluded if they do not have the knowledge and skills to participate in this demanding and lengthy process. If participation process is informal, such groups do not have legal status and are unable to take measures, their proposals are nonbinding, and their opportunities to carry out the decisions they adopt are also limited.

The importance of the participatory planning thus necessitates conceptualizing participatory processes more broadly, as well as more complex analyses of the linkages between intervention, participation and empowerment.

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# Participatory planning with a multi-perspective approach: the case of implementing the congestion tax in Gothenburg

Magnus Ljung, Swedish University of Agricultural Sciences

## Perspectives – threat or potential?

Managing peoples' perspectives are central to success in public planning processes. There are many examples of planning processes where different points of view are seen as the main problem for effective decision-making. But it must be realized in participatory planning that stakeholders' various perspectives are a resource for learning and collective decision-making. In the case of modifying the implementation of a congestion tax in Gothenburg (the Backa area) we consciously used a perspective approach to move beyond conflicts through a collaborative learning approach.

In our case, finding an acceptable solution to the consequences of the congestion tax, the core questions to be asked are: What are our needs? How does today's congestion tax implementation fail to fulfill its objectives? What is the problem and how do you delimit it? Who is in charge of fixing the problem? And how could the problem be managed? Such a problem-oriented focus could of course be criticized for not using people's positive engagement and for not being able to create shared

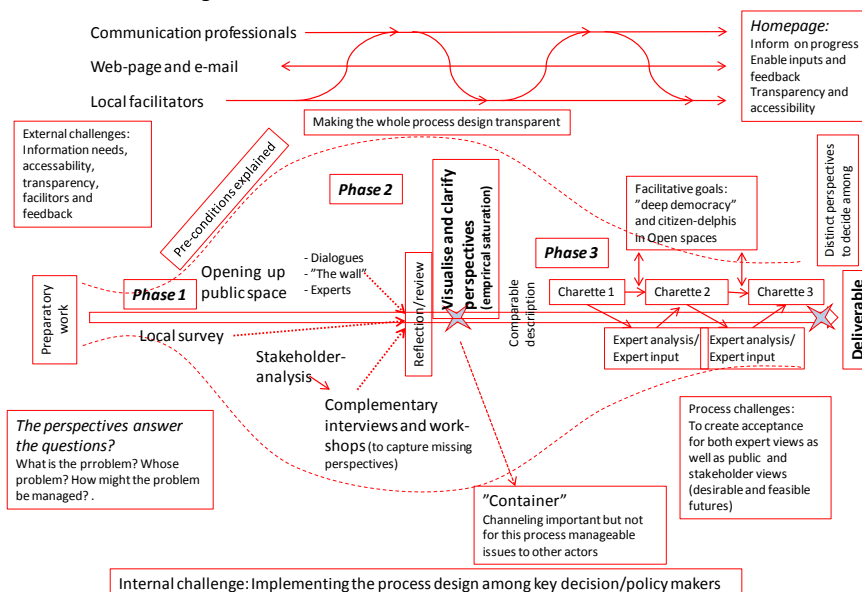
visions for a desirable future. The reason for our choice was linked to the situation at hand: We had to take stakeholders' anger and frustration seriously; the conflicts had escalated and were heavily communicated, and many positions were locked. In such a situation not recognizing the perceived problems would have been a provocation in itself. We started where people and the public discussion were, but tried to create another kind of dialogue with a multi-perspective approach.

## Participation and learning through a multi-perspective approach

The Nobel Prize-winner Elinor Ostrom (in Dietz et al., 2003) argued that "institutional arrangements must be complex, redundant, and nested in many layers" to be able to manage complexity and conflicts, while "...in order to manage complex social and ecological processes we need 'complex' institutions". This notion was transformed into the chosen process design. Figure below gives an overview of the measures taken and the main phases during the participatory planning process.

We approached our challenges by

### Process design....



The project used a mix of methods to enable stakeholders to be heard and have influence, which has become crucial for the ability to turn statements and arguments into definable perspectives.

were considered good practice, as they enable the AMP and all the other stakeholders not only to better understand the importance of the situation for passengers but also the level of the responsibility of the transport operator. The final report was an important tool in evaluating the public transport service for the provisional authorization to operate until December 2019 under Regulation (EC) No. 1370/2007.

## Good Practice Gothenburg: Implementing the congestion tax



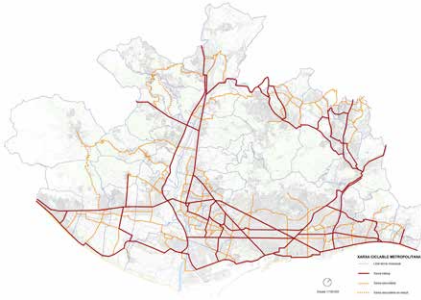
## Good Practice Helsinki: Integrated planning process of land use plan, housing strategy and transport system plan



2011 was the first year in which the land use, housing, and transport system plans were drafted in close co-operation with the 14 municipalities of the Helsinki Region. The process combined the needs of several sectors and municipalities at the regional level. Representatives of various sectors and levels were successfully committed to the planning and results. There was success in establishing well-functioning and comprehensive cooperation among municipalities.

The process included also a large impact assessment process, as well as the presentations and hearing events for officials in every municipality, whose views and proposals were collected for the plan. The events had a very positive atmosphere.

## Good Practice Barcelona: *BiciVia: the cycling network throughout the entire Barcelona Metropolitan Area*



The transport competences in the Barcelona Metropolitan Area planning are divided among four territorial levels:

- The national level manages and builds some roads and railways,
- The regional level manages some public transport services (bus, tram, railway), decides the public transport rates, and also has competence for main infrastructure planning (metro lines, bus lanes, roads, etc.),
- The province level has some competences in building roads,
- The municipal level is responsible for urban mobility plans and managing their own urban transport.

To harmonize the transport related activities the Barcelona Metropolitan Area has shaped a Metropolitan Urban Mobility Plan and created a Mobility Council, which includes all formal and informal stakeholders related to mobility in the Barcelona Metropolitan Area. It meets at least twice per year in the form of sectoral working groups, seminars, conferences, etc. Participatory transport planning is thus one of the leading principles in creating and implementing the Metropolitan Urban Mobility Plan, which reached its peak with the creation of the metropolitan cyclist network.

According to the abovementioned governance structure, construction of cycling network is in the domain of municipalities, which have generally built their own cycling networks, without taking into account how to connect with neighbors, which has resulted in low connectivity of bike lines.

To solve this issue, one of the priorities in creating the Metropolitan Urban Mobility Plan was to interconnect the cycling network throughout the entire Barcelona Metropolitan Area. Eight different meetings were organized to start the discussion on dividing the 36 municipalities into (technical) groups

creating an open space for dialogue at a local and public meeting place. Twice per week, at different times, we hosted facilitators who listened to peoples thoughts, interviewed them, and took notes. The ambition was to move beyond people's views and instead capture a perspective that could be shared with others. The collected information was structured in a general format to enable comparison. These summaries were posted on the wall which enabled people to add even more information or add additional perspectives on the issue. Additional perspectives were collected from other stakeholders, both regional and national. Some perspectives that we believed were missing, such as the local business development perspective, was included in workshops and interviews. After a few months we experienced that we had reached empirical saturation. At the end we had collected so much material that we were able to describe 17 distinct perspectives on the same issue – the future of an acceptable congestion tax in Backa. These posters were made public both at the meeting space and on the website.

### Three phases

1. Opening up: Creating decision space through dialogues, professional facilitators, transparency, and access to experts and policy makers that could clarify both technical and procedural issues. Public meetings were complemented by surveys, interviews, an interactive website, and workshops for specific stakeholder categories

2. Specifying perspectives: Data were collected specifying a variety of perspectives. The result was put into a common interactive format. At the end in total 17 distinct perspectives were described and publically presented (such as the local safety perspective, the regional development perspective, the commuting perspective, the social sustainability perspective, or the public transport perspective).

3. Narrowing down and integrating perspectives: The last phase aimed at integrating perspectives in order to make an informed policy decision. We used a Charrette-approach, working with a group of 20 stakeholders in three meetings. In this phase the perspectives from the local stakeholders were represented by the facilitators who had made the interviews and met most people at the public space. This was perhaps the most innovative part of the

process and a necessary approach to move from the many individual views to the common perspectives in the area. During the Charrette-process we continually invited comments, both from local citizens and experts.

### Critical aspects of the approach

Working in a structured way with perspectives we aimed to manage *“the challenge of ‘making public deliberation work’, making participatory planning a pragmatic reality rather than an empty ideal”* (Forester, 1999). The added value was that we a) moved beyond the stakeholder concept and representativeness, b) enabled the development of new perspectives through a learning approach, and c) facilitated learning among all stakeholders involved, enabling them to take each other's perspective.

We realize that the use of external facilitators, who also were supposed to represent many of the local perspectives, was a risky approach. It is comparable with the challenge of starting a process without knowing where it will end. But it worked out well, and we believe one reason for this is that the guiding principle of a collaborative learning approach seeing the multitude of perspectives as a resource was a central success factor. Robert Flood (1999) captures the challenge well when saying: *“Balancing mystery with mastery means living somewhere between the hopelessness of the belief that we are unable to understand anything and, at the other extreme, the naivety of the belief that we can know everything”*. This is similar to when describing the need to integrate best available knowledge with public participation. In our case the evaluations showed that the people engaged perceived the process as fair and transparent. A better understanding of existing perspectives and thereby the many trade-offs between the many goals in public planning processes has been one important achievement – insights that also have built a new capacity among stakeholders for future dialogues.

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- \* The case of implementing the congestion tax in Gothenburg is an example of good practice from Sweden.





## 1st workshop "Participatory transport planning" in Ljubljana

The aim of the workshop "Participatory Transport Planning" was to share experiences on the participatory planning among metropolitan regions and to search for examples of good practice and the possible exchange of knowledge, that might support the metropolitan regions in solving their transport issues. The workshop focused on two topics: whom to involve and how to involve in participatory transport planning. Over 50 participants came from eight countries and were divided into four groups. Two groups discussed one set of topical questions and another two groups the second set of questions. After a certain amount of time (30/35 minutes) the groups changed places and discussed the other set of questions. The results were summed up and presented in the plenary session by moderators that lead the discussions and later draw main conclusions. The most important points of discussion and conclusions are mentioned below.

### Participation process

In general the participants agreed that participation process in transport planning is essential – but the participatory process differs from country to country (culture to culture) and also differs according to the set objectives. In some cases, participatory planning is unrealistic; in some cases it is wide-

scale and in some only small scale. All groups agreed that this process is particularly challenging. Key messages on participatory process in planning were:

- It is very important to know how to target people you want to involve. Different people have different needs and specifics, and participatory methods should be enough flexible to capture opinions from all target groups.
- Some people or stakeholders have very "strong opinions". This requires special attention and techniques if we want to reach a consensus and successful participation.
- Participation must begin very early in the process. This is crucial to organizing a system and a process that create trust. The participatory process must be transparent from the beginning.
- You cannot import decisions from other countries; you need to make your own culture of participation. For instance in Hungary or Spain there is culture of less participation in contrast to the Nordic countries, and this must be reflected in the selection of participatory methods.

### "Too much participation"

Opinions varied on the topic of 'too much participation', but all groups agreed that the level of participation depends on the scale – local transport projects can include a wider variety of the general public, while at the regional

and making them discuss the best routes to connect with each other. Other meetings came afterwards, to analyse different alternatives and to finally decide on the metropolitan cycling map. There were also meetings with all the politicians from the 36 municipalities, as well as meetings with the road owners (provincial, Catalan, and Spanish government) to discuss and agree upon the cycling map.

At the end there was a presentation and discussion with cycling stakeholders (NGOs) to explain the characteristics of the cycling network. Thus a plan was formed for around 400 km of bike lines, connecting urban centers and industrial and economic areas. The entire process from the beginning to a signed political consensus has taken around 6 months.

To implement the plan Barcelona Metropolitan Area offers 50% for each investment and 50% is paid by the municipalities. Some road owners (provincial) also want to participate in the investment, which is always linked to a specific agreement.

What makes the process strong is the coordination among the 36 municipalities and other public bodies that resulted in the map of 400 km of cycling network and its characteristics, which everyone has agreed to build over the coming years.

### Good Practice Ljubljana: Construction of the P + R Network



The Ljubljana Urban Region (LUR) with Slovenia's capital city of Ljubljana is the biggest target of daily commuting flows in the country. Thus, traffic congestion regularly affects mobility in the centre of the region. The result is that passengers are late on their journeys and a big burden is put on the environment by cars emitting unhealthy

substances and harmful traffic noise pollution.

The Regional Development Agency of the Ljubljana Urban Region (RDA LUR) strives to put the principles of sustainable mobility into action and create a public passenger transport system in the region that is of higher quality and is more accessible. Setting up a P + R scheme network (which enables inter-modal changes) is thus a priority task in the region for strengthening public transport and establishing sustainable mobility. Together with 15 municipalities the RDA LUR drafted the "Network of P + R scheme collection points in LUR" project and successfully obtained EU funding for it.

Local communities and the region included a broad participatory planning process in setting up the P+R study. This study identified the need for the construction of P+R collection points in the region, which will enable the development of public transport and reduce the number of cars on the road.

Through the involvement of key stakeholders at national level we managed to bring the project in the national strategies (OP) to provide EU funding.

The project is a direct result of searching of possible solutions to the problem of dependence on cars. The professional public, local communities, region, state and general public recognized the project as one of the key measures for sustainable mobility, and also as a base for other measures.

The project is made from bottom up and directly responds to the challenges of the EU2020 strategy.

15 municipalities actively participated with experts, who designed the study through meetings and workshops, and they were included in all stages of the project. A project group was established, which had more than 10 meetings and was involved in the content of the project and the study (they confirm every phase and document). This project group consisted of 9 members (municipalities, ministry, experts, etc.). The project and study also involved members of ministries and responsible sectors, who also confirmed content and gave all necessary consensus.

At the end of the project RDA LUR published a brochure with title "PARK AND RIDE for sustainable mobility in the Ljubljana Urban Region".

scale participation is limited to key stakeholders and their representatives. All groups agreed that this kind of planning is long-term and that it takes more time than conventional transport planning. The key messages on this topic were:

- Leading the participation process can be very challenging, especially when it comes to selecting and implementing measures. But, nevertheless, everybody's voice should be heard, including those from vulnerable and marginal groups.

- There is a big difference in creating a regional plan or smaller local projects: with regional plans you must involve more people. Participation down to the citizen level is too demanding and unrealistic, so you must choose the right representatives from the "general public".

### The big-scale regional projects

The participants agreed that participatory transport planning is much more difficult for large-scale regional projects, since they are often more complicated and are difficult to comprehend by the general public. Legislation also plays a big part, since projects in some countries are constricted by rigid legislation and procedures that cannot fully support the participation process. Hence, participatory planning should be institutionalised at the regional level. Key messages on the topic of participation in big-scale regional projects were:

- Planning at the regional level and including stakeholders is more complex.

While at the local level an agreement must be reached at the level of one municipality, at the regional level an agreement must be reached between several municipalities and responsible national bodies (ministries).

- Participation at the regional level is more institution-based; it's difficult to get citizens' opinions. This is a learning process, and citizens must learn about institutional perspective too.

- It is sometimes more appropriate and easier for the public and users to involve the representatives of users instead of the users themselves.

### The involved stakeholders

On the regional level the involved stakeholders should be carefully selected, including the politicians and the media. The politicians and important policy and opinion makers should be especially invited to the planning process, even before it begins. The public should be informed about the planning process in the earliest stages, but politicians should be informed from the very beginning so as to be able to better understand specific solutions and avoid conflicts later on. Planners should present various options and explain the pros and cons of each solution. A good mediator familiar with participatory techniques should lead the process and should communicate planning goals and activities in a familiar language that the general public understands. Extra care should be made to invite disadvantaged groups to the process as they are usually poorly represented by the NGO's or similar organisations but are important



International Steering Group Meeting in Ljubljana, September 2016.





Workshop session in Ljubljana, September 2016.

**Good Practice Budapest:**  
*Public discussion on the surface network changes after opening the new M4 metro line*



The idea of building a new underground public transport line to connect the south-western and north-eastern areas of Budapest had already been raised in the 1970s. The first feasibility study for this metro line was conducted in 1996. Construction started in 2004 with the implementation of a new entrance the connecting station on the M2 metro line at Keleti railway station. The actual implementation of the metro line, which was co-funded by European Commission, finally started in 2006 with the laying of the foundation stone and lasted until 2014. After opening the new M4 metro line, the surface transportation (mainly bus lines, but also tram and trolley lines) had to undergo major changes in order to reduce double capacities and to save on running cost of the public transport system. Similar large-scale changes in the public transport system had never been discussed with the broader public in this way. Transport experts posted a dynamic map on the website that let users alter the various public transport lines on the surface (every single line selected), which was then published on the website of the Centre for Budapest Transport (BKK) in order to gain public opinion on the planned changes. People were very active in the consultation process; BKK had reviewed the feedback contribution of approximately 7,500 users in the first phase and more than 4,000 remarks in the second phase, which arrived during the public consultation process. The suggestions were made electronically via e-mail or on the website's response panel. Municipalities were informed by mail in advance and personal discussions took place in the two most important municipalities affected by the changes, as well as some NGOs. In addition to future customers, changes were also introduced in the committee responsible

users of the transport system. The key messages on this topic were:

- The public should be informed about the planning process in an early stage so as to be able to express their opinion. Politicians should also be involved from the very beginning so as to be able to better understand specific solutions. Planners should present various options and explain the pros and cons of each solution.
- At the same time, every group should be aware about its particular role in the planning process and do its task (e.g. planners suggest solutions, politicians take decisions).

**Handling unpopular measures**

is the most challenging part of the participatory planning. Participants had several ideas but acknowledged that there are no universal solutions. Focusing on the end goal rather than the unpopular measures or showing the advantages coming from this measure could be possible solutions. Participants agreed that the timing is vital and that unpopular measures should not be discussed around election times. Keeping promises realistic, having contingency plans, and involving the public in early stages were also mentioned. The key messages on this topic were:

- It is essential to communicate the goal, not the measure itself. Besides that, there is no such thing as popular and unpopular measures – in reality, it is always something in between. To target unpopular measures it is also important to gain support from the right groups.
- It is important to clearly highlight the advantages and find supporters who benefit from the measure. Unpopular measures for some are popular for others.

**The skills needed to lead participatory process**

Participants were united in their opinions on the skills needed to lead the participatory process: the person should be a good mediator, have a neutral position with good communication, and even psychological skills to reach the broadest possible public. It is important to combine personal face-to-face contact (via workshops, meetings, focus groups) with online participation methods and awareness-raising (via social networks, websites, etc.). Getting support for active participation should be made by meeting people and going to local communities and not just by merely inviting people to events. The participation process also requires communicating the results in terms understandable to the general public and always providing feedback on citizens' proposals, even if it is negative. The key messages on this topic were:

- The mediator should use a common and understandable language and should be a neutral person without any affiliations to the project.
- Being a mediator is a profession and certain skills and background are necessary, especially regarding conflict resolution, communication issues, and even psychology.
- The mediator should explain important information in proper and understandable way (not in the form of exhaustive documents).

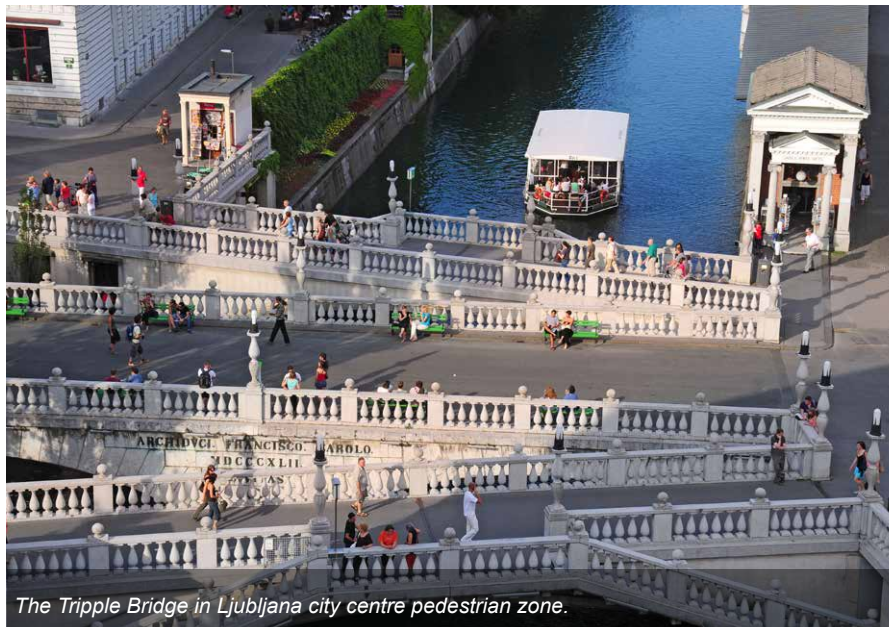
Participatory transport planning is a complex matter and depends very much on the national (or cultural) context, and on the spatial level of planning (local vs. regional plan). We hope that the workshop provided some additional information and gave possible solutions to transportation planners across Europe for resolving future challenges in this field.

for transportation of the Municipality of the City of Budapest, where all district mayors were invited to express their views during the consultation process. Starting on 29 March 2014 in connection with the inauguration of M4, the Municipality of Budapest and BKK implemented one of the largest surface traffic network reorganizations in recent decades, directly affecting hundreds of thousands of daily regular travel patterns in Southern Buda, the city center, Zugl6, and Újpalota, as well as the metropolitan area towns of Buda6rs and T6r6kb6l6int. This change in surface transport was effected in two phases: one directly after opening the metro line and another two years later, as transport habits changed from bus towards metro. Both projects were thoroughly put up for public consultation. Passengers in these areas experienced a high level of schedule changes on 40 bus lines, 5 tram lines, and 3 trolleybus lines. Similar large-scale changes to the public transport system had not been proposed for public consultation before. The participatory process has proven to be very successful, wherefore it makes sense to implement it in other areas where the construction of the metro lines is planned in the near future.

### Good Practice Oslo: *Land Use and Transport Plan for Oslo and Akershus*



According to The Planning and Building Act the regional planning authorities should make a regional planning strategy every four years. The Regional Plan for Land Use and Transport in Oslo and Akershus is just such a plan. When making a regional plan, the regional planning authorities, in cooperation with municipalities and the national authorities, first draft a planning programme, which is put up for public scrutiny for a period of six weeks. The programme is sent directly to official actors and NGOs that are affected by the proposal, while the public is notified in the local newspaper, usually online. The



*The Triple Bridge in Ljubljana city centre pedestrian zone.*

## City walk

The workshop included a study tour to Ljubljana's city centre (site visit) in order for the participants to become acquainted with the transport policy, the process of motor traffic limitation in the city centre and on Slovenska ulica, reconstruction of Eiprova ulica, the Bikelj self-service bike rental system, the Cavalier free electric vehicle service, as well as the 'car sharing' system. They then took a ride on a city bus to visit the P+R site at Dolgi Most.

### Pedestrian zones

The first streets in the historic city centre were closed for traffic back in the 1970s, and around 1980 the historic parts of Stari Trg, Mestni Trg, Gornji Trg, and parts of Novi Trg were dedicated to pedestrians.

This enabled the revitalisation of historic centre, mainly through cultural programmes organised by civil society initiatives, and made this part of the city the centre of social life during late 1980s.

Early in the 1980s Prešeren Square was also changed into an early example of shared space, where pedestrians shared the space with buses and taxis.

In the 1990s the first embankments of the Ljubljanica river were also completely closed for traffic and very soon the core of social life moved here and started to flourish.

Not much changed from the mid-1990s to 2007, when the then new mayor decided to completely close Prešeren square and the streets

around it to traffic. What followed was an extensive programme of new pedestrian streets. Since 2006 more than 20 streets in the city centre and several squares, including the large Congress Square, were closed for traffic and renovated.

The process leading to this extensive pedestrianization of the city centre can hardly be described as participative, as streets were usually first closed for infrastructure works, but then remained closed for traffic after the renovation. Nevertheless, Ljubljana's residents accepted the renovated streets and squares very well and this paved the way for a more thorough transformation of the city.

### Bicike(lj) - City bike

In May 2011 Ljubljana got a city bike system similar to the famous Velib' in Paris or the similar systems in Vienna, Lyon, or Dublin.

- More than 600,000 rentals (more than in Vienna's much larger system), and more than 30,000 registered users in the first year.

- Beginning with 31 stations and 300 bikes.

- Now 36 stations, 360 bikes.

- No vandalism.

### Kavalir electric vehicles

Since 2008 electric vehicles have been operating in the pedestrian zones of the city centre to help especially elderly inhabitants do their errands through the streets otherwise closed for traffic.

- Free of charge.

- Started with 2 open vehicles.

- 1 new closed vehicle added in 2013.



- 1 new closed vehicle added, one open one replaced with a new one in 2015.

**Electric filling stations**

Along with growing popularity of electric vehicles, the network of public electric filling stations is also expanding in Ljubljana and its surroundings.

Currently there are 65 filling stations in the city, including 18 in the city centre.

In the summer of 2016 Ljubljana got a car-sharing system based on electric vehicles only.

**Eipprova ulica**

In 2008 a group of urban activists from NGOs and research organizations organized a one day street festival on Eipprova ulica. The festival included an open air public lecture by a renowned Danish urban design consultant Jan Gehl and a series of workshops with local residents, aimed at framing the proposals for the renovation of the street. On that basis, a design concept for the street was elaborated, which included a radical reduction of car traffic and parking places.

After a few years of delay, in 2015 the process of street renovation finally continued following the proposal from 2008, and in the early autumn of 2016 a renovated street opened for public. The renovation is an example showing how the city can embrace bottom-up initiatives from local activists and residents.

**Slovenska ulica**

Slovenska ulica is and was the main street of Ljubljana throughout most of its history. Its route follows the exact route



P+R site visit, September 2016.

of the main road from Roman times, when the provincial town of Aemona was founded in the 1st century CE.

The plans for the renovation of Slovenska ulica were first made public in 2009 through a series of visualisations, elaborated within the Civitas Elan project, which the City of Ljubljana led. These images set a clear vision for the desired outcome and through its broad publication on various occasions contributed to the project's public recognition. Although the exact design proposals were never formally open to public debate, media coverage of the project was extensive and enabled a considerable degree of passive public involvement.

The project developed in three stages, two of which, the central and southern part of the street, were completed in 2015 and 2016 respectively. While the central part closely followed the concept from 2009, effectively establishing a shared space, the southern part only partly followed the concept and was less successful in terms of the changes it brought to the city. The renovation will continue next year with the northern part of the street.





programme should also be available for the public in the planning office or another public place. It is open for everyone to send a written comment during the consultation process. The planning authorities held two conferences during the consultation process: one for businesses and one for NGOs. The purpose was to give information about the planning proposal before the organisations gave their response. The programme describes how to move forward with the plan in terms of process, participation, and organization. After the programme is fixed the regional planning authorities, the municipalities, and the national authorities continue to work on the regional plan. The planning proposal is proposed for public discussion under the same conditions as mentioned above before it is adopted. Public scrutiny is the only form of public participation that follows by legislation. But the planning authorities have the responsibility to involve those who are affected by the plan, especially people that are not organized in interest groups, or those that have special needs. The main stakeholders involved were Akershus County, the city of Oslo, 22 municipalities in Akershus, the public transport provider Ruter, the National Rail Company, and the National Rail Directorate. In all three stages of the plan's development the elected politicians were informed about the project at 69 meetings held in municipalities throughout the entire process. The mayors were organized by region and sat together, drawing on maps the growth areas and the main public transport corridors. Afterwards, there were workshops for professional planners from the municipalities, organized in the same way. This was a basis for what later became the final plan. Three models were created during the planning process: Alternative 1 was *Continuation of today's municipal master plans*; the second alternative was *Concentrated development of urban areas*; and the third one *Densification in many towns and public transport nodes*.

The above-described planning process is considered good practice because the municipalities both on a political and professional level were involved in developing the plan from the beginning. This has proven to be an asset for the outcome of the plan. The success of plans depends on the municipalities' good will in following the overall plan when they lay out their plan for land use.



Ljubljana bike-sharing system - Bicike(LJ).



Metropolitan region	Partner
<b>Ljubljana</b>	Scientific Research Centre of the Slovenian Academy of Sciences and Arts 
	Regional Development Agency of Ljubljana Urban Region  <b>RRA LUR</b> regional development agency of Ljubljana urban region
<b>Oslo/Akershus</b>	City of Oslo, The Agency of Urban Environment  City of Oslo <b>Agency for Urban Environment</b>
	Akershus County Council  <b>AKERSHUS</b> County Council
<b>Göteborg</b>	Göteborg Region Association of Local Authorities  <b>GR</b> The Göteborg Region Association of Local Authorities
<b>Helsinki</b>	Helsinki Region Environmental Services Authority  <b>HSY</b>
<b>Budapest</b>	BKK Centre for Budapest Transport  <b>BKK</b> BUDAPESTI KÖZLEKEDÉSI KÖZPONT
<b>Rome</b>	Metropolitan City of Capital Rome  Città metropolitana di Roma Capitale
<b>Porto</b>	Porto Metropolitan Area  <b>amporto</b>
<b>Barcelona</b>	Barcelona Metropolitan Area  <b>AMB</b> Àrea Metropolitana de Barcelona

Interreg Europe project SMART-MR (Sustainable measures for achieving resilient transportation in metropolitan regions) supports local and regional authorities in eight European metropolitan regions to improve mobility policies. It also aims to provide sustainable measures for achieving resilient low-carbon transportation and mobility in metropolitan regions of Barcelona, Budapest, Göteborg, Helsinki, Ljubljana, Oslo/Akershus, Porto and Rome. Project will be running from April 2016 until September 2019 and coordinated by Anton Melik Geographical Institute of the Scientific Research Centre of the Slovenian Academy of Sciences and Arts and founded by European Regional Development Fund.

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