

## Results WP.5.1 / WP.5.2

### Deliverable 5.1

INTERCONNECT  
Interreg South Baltic

Support A.5.1 and A.5.2  
Hanse- und Universitätsstadt Rostock

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## WP 5.1

### 1. ANALYSIS OF PARTICIPATION PROCEDURES

#### 1.1. AIM AND NEXT STEPS

The aim of this analysis is to identify how various stakeholder groups (incl. citizen groups) are involved in designing and implementing mobility policies in Rostock. Gaps shall be mapped, the quality of the dialogue approaches and governance schemes shall be assessed and a report with suggested changes and solutions shall be prepared.

As proposed in the tender, team red has used the Mobilitätsplan Zukunft (MOPZ) for the Rostock region, as a basis for the analysis. The plan, the steps taken towards its implementation and other PT steering documents have been thoroughly analyzed

Our desk based analysis of the relevant documents provided by the Hanseatic City of Rostock describes the procedures and shows the timeline and a diagrams of the procedures and the stakeholders involved in the planning process or affected by the implementation of the plan or other planning activities related to public transport in the Hanseatic City of Rostock. In a further step team red will produce a consolidated, i.e. generic diagram of stakeholder involvement. This diagram will differentiate between different categories of planning involvement: (involved in planning; involved in financing; involved in decision making, affected by planning). It will further differentiate different geographic scopes and types of involvement (e.g. local / regional / national and public; private; civil society; etc.).

Further, team red will conduct max. 7 stakeholder interviews to assess the quality of the procedures and identify gaps and lessons learnt.

#### 1.2. ANALYZED PLANNING DOCUMENTS

- Zukunftsplan Rostock (FNP – land use plan)
- MOPZ Mobilitätsplan Zukunft
- Enter.Hub
- NAHVERKEHRSPPLAN (tender for update 2019)

The official Rostock guidelines for public participation (*Leitfaden Bürgerbeteiligung*) have been taken into account as well. However, as the document has just been finalized and still needs to be politically approved by the city parliament (*Bürgerschaft*), no experience has been gained that could be analyzed. For developing the overall methodology for analyzing participation procedures for all five INTERCONNECT partners, the document will provide valuable input.

#### 1.3. ZUKUNFTSPPLAN ROSTOCK (FNP – LAND USE PLAN)

The Hanseatic City of Rostock is the central economic, scientific and cultural location in Mecklenburg-Western Pomerania. According to current forecasts, the number of residents will continue to rise by at least 25,000 over the next 20 years. New building and open spaces will be required for a wide variety of needs in order to meet the needs of the future population of around 230,000 inhabitants.

The city will prepare the new land use plan (Flächennutzungsplan – FNP) for the expected growth. The plan determines which areas will be made available in the future for housing construction, commerce

and industry as well as for science and research, leisure and recreation as well as urban green areas and traffic routes.

The FNP defines the future use of the entire area of Rostock in rough outlines: Where will people live? Where is which trade? Where are which infrastructures? Which areas will not be used for construction purposes in the future? The FNP is important: on its basis, all legally binding development plans for the city will be drawn up.

#### 1.3.1. PARTICIPATION PROCEDURE - ZUKUNFTSPLAN

The participation procedure for the Zukunftsplan is very diverse and still ongoing. From participation activities of the past year, nine core theses have been formulated. There will be more public participation in 2019 before the plan is finalized in 2020.

Objectives of the procedure are to discuss with the citizens the future of their city: Where and above all how should Rostock grow? What are the objectives for urban development? And what is to be conserved?

#### 1.3.2. PARTICIPATION INSTRUMENTS AND METHODS - ZUKUNFTSPLAN

##### *Online participation phase I*

*Collection of approx. 750 ideas in an online forum*

1. Categorization of the ideas into 5 fields:
  - a. mobility / transport
  - b. residential issues
  - c. economy
  - d. social aspects
  - e. environmental aspects
2. Public participation phase I  
Zukunftswerkstatt (workshop event)  
Discussion of the resulting ideas from the online participation  
collection of approx. 250 additional ideas
3. Conclusions and results from phase I  
Elaboration of 3 scenarios based on the collected ideas
4. Online participation phase II  
Comments and evaluation of the 3 scenarios

##### *Public participation phase II -Zukunftswerkstatt*

### 1.3.3. TIMELINE - ZUKUNFTSPLAN

12 January 2018	Kick-off for the city dialogue
13 - 20 January 2018	4 participation stands
09 February 2018	End of 1 <sup>st</sup> online participation
19 February 2018	Zukunftswerkstatt
20 March 2018	Thematic workshop: LIVING
22 March 2018	Thematic workshop: ECONOMY
05 April 2018	Thematic workshop: ENVIRONMENT
10 April 2018	Thematic workshop: MOBILITY
16 April 2018	Thematic workshop: SOCIAL ISSUES
29 June 2018	Zukunftswerkstatt "Jugend plant Rostock" (the youth planning Rostock)
20 Aug. to 2 Sept. 2018	Info tour
29 September 2018	Zukunftswerkstatt
28 January 2019	Results forum

Invitations for the participation were published in the usual media (press, radio, online) and were sent out to public stakeholders.

The city administration maintains a list of public stakeholders from which they can preselect those members to be invited to the participation procedure that are relevant for the respective topic at hand.



#### **1.4. MOBILITÄTSPLAN ZUKUNFT (MOPZ) – MOBILITY PLAN FOR THE FUTURE**

Rostock's mobility plan for the future defines the strategic basis for the development of traffic systems in the coming 10-15 years. In the 3-year planning process relevant stakeholders including the citizens and municipal administrations have been involved.

##### **1.4.1. PARTICIPATION PROCEDURE - MOPZ**

In order to make a plan that is widely accepted and the measure implementations resulting from the plan have a high usability, the City of Rostock decided to conduct a transparent and cooperative planning procedure with a high share of multi-level public participation.

At the beginning of developing MOPZ four objectives have been formulated for the participation procedure:

- Involving stakeholders relevant to transport planning in the working process,
- Presenting and discussing important planning steps and results in public,
- Closely integrating the planning process with the committees of municipal self-administration, and
- Enabling transparent and continuous flow of information to all interested parties; this includes making use of new media

##### **1.4.2. COMMITTEES AND WORKING GROUPS - MOPZ**

Three committees consisting of planners and experts with different responsibilities and interests accompanied the process.

- Steering group
- Technical working groups
- Forum

The meetings of the committees were facilitated by an external service partner.

The entire project team was managed by the Amt für Verkehrsanlagen and IVAS (consulting engineers)

##### *Steering group*

- Basic technical and procedural decisions
- 7 meetings between 2013-2016
- Preparation of decision-making processes in the bodies of municipal self-administration

##### *Three technical working groups (Facharbeitsgruppe – FAG)*

For the elaboration of concrete content aspects and planning proposals, members from administration, interest groups, mobility service providers, transport experts from city and region, two meetings each, plus a joint final meeting, subject areas:

- Road traffic and commercial traffic (including stationary traffic)
- Ecomobility and multimodality
- Mobility management and compatibilities

*Forum*

- Four public participation events under the direction of the Senator for Building and the Environment, each with up to 100 participants from administration, politics, interest groups and the general public, accompanying exhibition with background information.
- Internet platform "Rostock-bewegen.de", with a continuous flow of information and exchange of opinions
- Two online participation phases with involvement of local self-administration bodies

*Communication*

- Large posters, website, e-mails, flyers, information stands at the annual Climate Action Day and local events.

**1.4.3. TIMELINE - MOPZ**

2011/2012	18 transport conferences in each administrative unit of the municipality public discussion, summary and visualization, documentation
12 November 2013	1 <sup>st</sup> Steering Committee meeting
27 February 2014	Public participation event
3 April 2014	2 <sup>nd</sup> Steering Committee meeting
17/18 June 2014	Technical working group (1)
23 September 2014	Public participation event
6 November 2014	3 <sup>rd</sup> Steering Committee meeting
1 July 2015	4 <sup>th</sup> Steering Committee meeting + information to Construction and Planning Committee
9/10 September 2015	Technical working group (2)
23 September 2015	Public participation event
19 January 2016	Workshop (joint) Committee on Urban and Regional Development and Planning Committee
21 April 2016	5 <sup>th</sup> Steering Committee meeting
2 June 2016	6 <sup>th</sup> Steering Committee meeting
8 September 2016	Technical working group – concluding session
11 October 2016	Public participation event
27 October 2016	7 <sup>th</sup> Steering Committee meeting
30 November 2016	Presentation (together) to the local advisory councils
December 2016	Public review process for the MOPZ

#### 1.4.4. DIAGRAM OF THE PARTIES INVOLVED IN DEVELOPING THE MOPZ

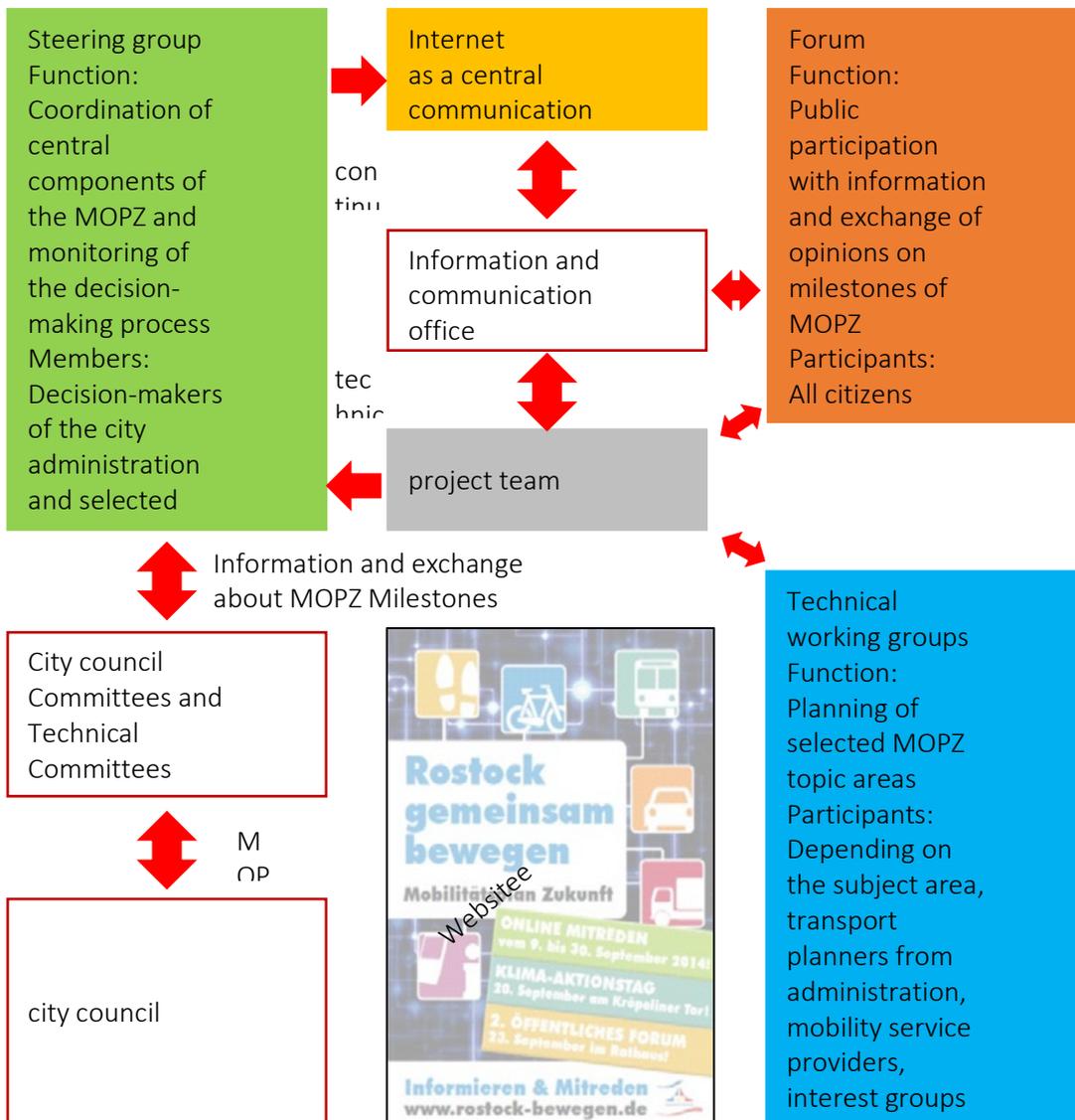


Figure 1: Diagram of the parties involved in developing the MOPZ

#### 1.5. ENTER.HUB (URBACT 2013-2015)

One of the challenges of the ENTER.HUB project (URBACT II) was to “guarantee multi-level governance”. [<https://urbact.eu/enterhub-complete-overview>, last viewed 28/02/2019]

Within the scope of ENTER.HUB a potential and demand analysis was conducted. The goal was to identify and to contact key stakeholders of a potential development, to investigate their demands and their interests and to choose the right funding and next steps. In the course of the demand analyses interviews and focus groups were conducted (e.g. with the University of Rostock, the Chamber of Commerce, freelancers and creative scene, surrounding businesses). The analysis helped narrowing down the topic, identifying key partners and creating a dialogue on the topic.

From URBACT and INTERREG projects Rostock's planners have learned: make a spatial plan and complement it with an action plan, a communication plan and a funding plan.

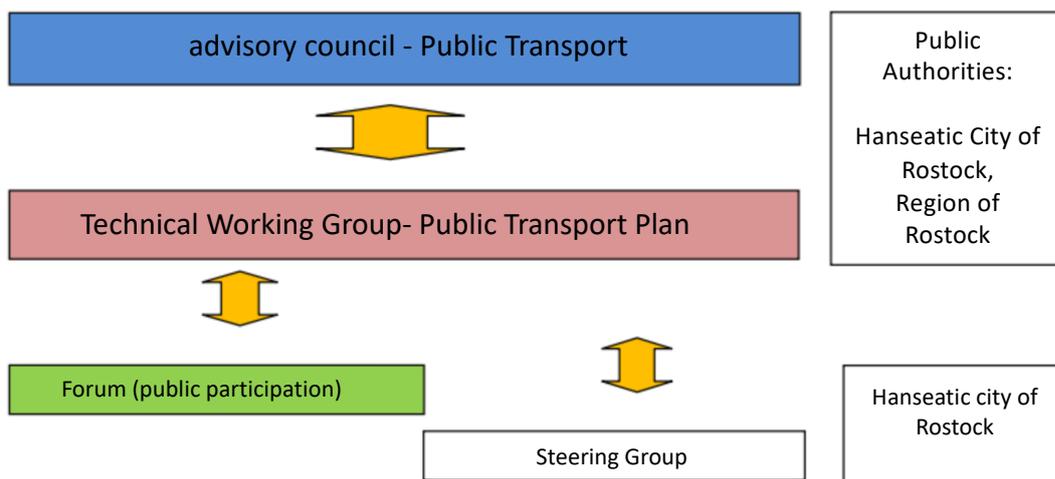
„In the ENTER.HUB project we are in the excellent situation, because we are landowners, we have planning autonomy to create in a very early stadium of planning aim definition a complex development strategy.

Now we implement in step 2 –basing on LAP- a wide discussion and political decision-making process, no high risks given. Our suggestions have to find an appropriate position in the city development project ranking list. Evaluating the 1990s: we prefer public and nonprofit investments. “

[[https://urbact.eu/sites/default/files/lap\\_rostock.pdf](https://urbact.eu/sites/default/files/lap_rostock.pdf) last viewed 04/04/2019]

## 1.6. NAHVERKEHRPLAN (URBAN TRANSPORT PLAN)

### 1.6.1. STRUCTURE OF THE PLANNING PROCESS



### 1.6.2. COMMITTEES AND WORKING GROUPS – NAHVERKEHRSPLAN

#### *Technical Working Group – Public Transport Plan*

The technical Working Group consists of both affected public authorities as well as the Transport providers “Regionalbus Rostock GmbH” and “Rostocker Straßenbahn AG” and the Association of regional transport providers.

Their goal is the intensive, Accompaniment of the production of the public transport plan and the preparation of decisions Meetings will be held every two month

#### *Public forums*

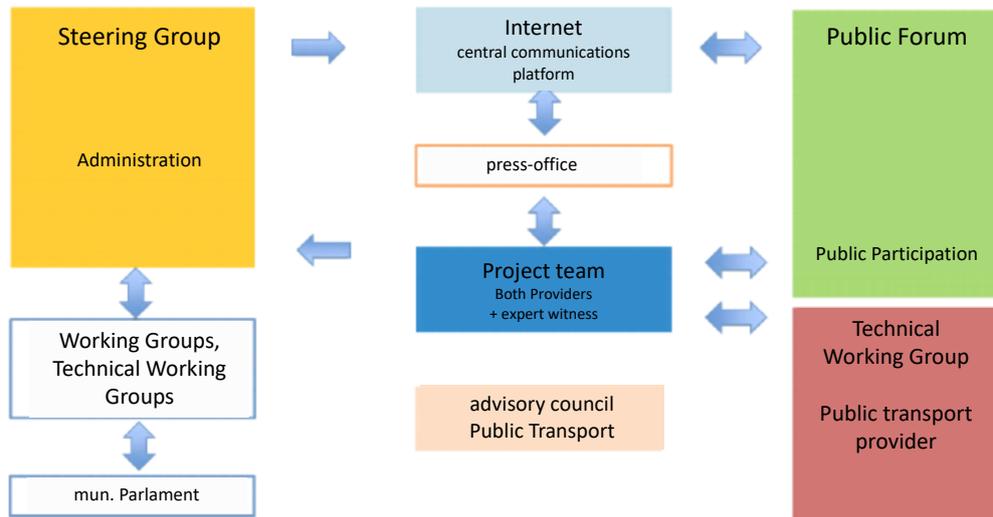
Within the framework of four public forums in the Hanseatic and university city of Rostock, citizens, representatives of political bodies, local advisory councils and other interested parties will be informed about the planning progress and involved in decisions. A transparent process can thus ensure early acceptance of the results. Within this framework, the public (interested citizens) and decision-makers (politics, tasks, local transport plan - participation procedure and administration) should be able to engage in a lively exchange. The discussion should be structured.

#### *Steering Group*

The steering-group unites the administration of the Hanseatic League and the university city of Rostock. It includes representatives of the Offices for Schools and Sports, for Traffic Facilities, for Urban Development, Urban Planning and Economy, for Environmental Protection, for Tourism and for Mobility. Central components of the local transport plan (HRO) are coordinated here and the decision-making process is intensively monitored. Depending on the topic, it is possible to form sub-working groups or topic-dependent working groups. However, a tight structure is planned. The steering group meets quarterly. The local advisory councils (a total of 19 local district councils elected by the citizens) participate via the forums.

Important planning steps and their results should be made transparent and presented to the public. In order to involve as broad a spectrum as possible of all relevant groups and interests in the development process, the Forum is intended to be the core of public participation in the Hanseatic and university city of Rostock. Here, positive experience has already been gained in the development of the Future Mobility Plan. The entire process is accompanied by an Internet portal as a central information and communication platform for all process participants and interested parties. Print media will also be used. Flyers and brochures with compact information will complement the process. Various media will be used to invite participants to the public forums.

### 1.6.3. STRUCTURE OF THE PUBLIC PARTICIPATION PROCESS - NAHVERKEHRSPPLAN



### 1.6.4. LEITFADEN BÜRGERBETEILIGUNG (ROSTOCK GUIDELINES FOR PUBLIC PARTICIPATION)

The official Rostock guidelines for public participation (Leitfaden Bürgerbeteiligung) have been taken into account as well. However, as the document has just been finalized and still needs to be politically approved by the city parliament (Bürgerschaft), to date no experience has been gained in applying the guidelines that could be analyzed. Nonetheless, for developing the overall methodology for analyzing participation procedures for all five INTERCONNECT partners, the document provides valuable input – not regarding actual planning experiences, but as universal guidelines for all public participation procedures undertaken by the municipal administration.

### 1.6.5. SUMMARY OF THE FINAL DRAFT GUIDELINES (AS OF 7 MARCH 2019)

*Table of content:*

1. Objectives and background
2. Definition – what is public involvement
3. Principles
4. How do I find out what the city is planning and what projects are planned for participation?
5. How can I propose public involvement?
6. Who coordinates civic participation in Rostock?
7. What significance do participation concepts and methods have?
8. What happens to the results of the participation procedure?
9. How can public involvement continuously be improved?
10. Appendix – Glossary

Public involvement complements and strengthens the representative democracy.

Residents are involved in municipal planning and decision-making processes for urban development, ecological, cultural or social projects and plans through their participation in the shaping of these processes. Undertakings and projects of municipal enterprises are also to be included in citizen participation.

Through the application of the guidelines the possibilities of public involvement in municipal decision-making processes for residents are intensified. A culture of public participation will be developed between citizens, administration and politicians. The guidelines inform about the possibilities, limits and rules of public participation in Rostock.

Residents can influence democratic processes and decisions in many different ways. In addition to the regular elections, there are other so-called formal and informal forms of citizen participation. The guidelines mainly deal with informal participation.

The intensity of citizen participation defines how much influence the public has on political decisions and can be described in four stages. The prerequisite and basis for all stages is that the administration provides binding information about the city's plans and the planned citizen participation. This can be done in many different ways and through various channels: e.g. at public forums, question and answer sessions in the municipal parliament, via print or all kinds of other media. The four stages are:

1. consult
2. involve
3. cooperate
4. authorize

The principles for public involvement in Rostock are:

- Equal opportunities for all citizens to participate
- Early involvement
- Easily accessible and transparent information
- Clarity about the objectives and framework conditions of the participation
- Commitment and comprehensibility in dealing with participation results and political decisions
- Appreciative dialogue at eye level

The administration publishes a list of relevant projects and plans of the city. This list of projects is a transparent and easily understandable source of information from the city for its inhabitants. In this way, all interested residents can inform themselves at an early stage about current or planned projects of the city.

In addition, all residents have the right to propose a participation procedure.

The Coordination Center for Citizen Participation will be created as a central point of contact.

The guidelines explain the significance of methods used in the procedure and of the participation concept and its scope.

How to handle the results and what to do with them is topic of another chapter before the document concludes by recommending evaluation of the public involvement and fostering continuous development of the procedures (and of the guidelines as such).

In our opinion, the major weakness of these guidelines may be the perspective and prerequisite of interested citizens (How do I...?) and not the position of the city that really wants to get people involved regardless of whether they are particularly interested or not (How can we mobilize and motivate our citizens?).

## 2. STAKEHOLDERS AND INTERVIEW GUIDELINES

team red has conducted 5 interviews with persons who took a role in the participation procedures during development of the future mobility plan MOPZ. This includes an interview with a stakeholder on the side of the local authority who managed the development process and the public participation.

### 2.1. CRITERIA FOR THE SELECTION OF STAKEHOLDERS FOR AN INTERVIEW

- Stakeholders representing different modes of transport (car club, public transport association, cyclists federation etc.)
- Stakeholders representing an organization for the protection of the environment, e.g. Friends of the Earth, Greenpeace
- Stakeholders representing the interests of different members of the civil society, i.e. families, children/youth, disabled/impaired people, the elderly etc.
- Representatives of local businesses, e.g. trade association
- Stakeholders of the various administrative bodies with regard to scope (local, regional) and functional departments (urban planning, transportation, economy etc.)

### 2.2. DRAFT INTERVIEW GUIDELINES

For activity 5.1 each partner will be conducting interviews with stakeholders who were actively involved in past participation procedures for public transport planning.

The research question derives from the INTERCONNECT project objectives: How were/are individual stakeholder groups (actively) involved in a planning process? Different categories of involvement are being looked at: involved in financing, involved in decision-making or affected by the implementation. Moreover, different geographic scales of involvement (local/regional/national) as well as types of involvement (public, private, civil society) are being taken into account.

Prior to the interviews, during the selection of the interview partners, the latter two aspects can usually be found out. In some cases, the form of involvement or participation may be known too (workshop, online procedure).

The interview itself covers four topic areas:

- A. The **factual elements** such as the **form** of participation event (forum, online survey, expert discussion/focus group etc.), the **role or function** of the person within the planning process (involved in financing, involved in the implementation, affected by the implementation etc.) as well as the **participation procedure** as such, i.e. invitation, role-out, setting (location, time of day, number of participants, range of participants, professional facilitator?, catering?, method) and so on.  
The purpose is to get the person starting to talk, to remember the event. It is important to let the interviewee speak freely, to give room for his or her story. In the best case he or she will already provide answers to questions B.-C. before you even ask.
- B. The next step is to find out more about the **emotional** side of the experience with public participation. Did he or she have the feeling they were **taken seriously**? How did they feel involved?  
Behind these questions is the question of motivation. The way people feel involved and to what extent their contribution is really wanted can influence or even determine the character of their input, e.g. timid, aggressive or open.

- C. The third topic area deals with the **consequences** of their contribution, the **results** of the participation. In what way have their comments or objections been **taken into account** in the planning procedure? It is also interesting to know, if the interviewee felt that the contributions of others in the participation procedure were taken into account.
- D. At the end of each interview the person should be asked for a **conclusion**. This enables him or her to come up with aspects that have not been touched before. It is clear that an assessment is wanted.

After having collected first experiences with these interview guidelines, they may need to be fine-tuned or even updated.

We calculate approx. 30 minutes per (telephone) interview. For the following analysis (without full transcription) the interview should be recorded. This should already be announced in the official invitation. At the beginning of each individual interview, permission for the recording has to be granted.

In order to increase the readiness of the persons to agree to an interview, the official invitation should be sent out by/in the name of the public authority.

### 2.3. INTERVIEW PARTNERS (CITY OF ROSTOCK)

- Cycling association:  
ADFC Regionalverband Rostock e. V. – interview on 14 June 2019
- Environmentalist association:  
BUND Rostock – no feedback
- Local administration; Department of traffic infrastructure:  
Amt für Verkehrsanlagen – interview on 13 June 2019
- Local administration; Department of urban planning:  
Stadtplanungsamt – no feedback
- Regional association of transport providers:  
Verkehrsverbund Warnow GmbH – no feedback after clarification by e-mail
- Local chamber of industry and commerce:  
Industrie- und Handelskammer zu Rostock – interview on 19 June 2019
- Chamber of craftsmanship:  
Handwerkskammer Nordost – no feedback
- Local Transport provider:  
Rostocker Straßenbahn AG – interview on 20 June 2019
- Regional administration; department of planning:  
Landkreis Rostock, Planungsamt – interview on 12 June 2019

## 2.4. INTERVIEW RESULTS - HANSEATIC CITY OF ROSTOCK

### 2.4.1. OBSERVATIONS ON DIFFERENT TYPES OF PARTICIPATING GROUPS, AND DIFFERENT LEVELS OF RESPONSIBILITY

Among the interview partners were public institutions as well as public interest bodies, which have to be involved in every decision of the administration. Associations of civil society that pursue rather sectoral interests but whose opinions are often more detailed than general due to this fact are also included in the municipal participation procedures.

For organizational reasons, private individuals who have participated in publicly accessible participation formats could not be interviewed. However, the impression arose from the conducted interviews that these "independent citizens" represent only a very small part of the formats with physical presence anyway. With online formats, this is very likely different. It is assumed that even the members of a participating organization, will primarily express private opinions as private individuals and do not or only in parts adhere to the policy of their organization.

Members of the surveyed organizations can be directly or indirectly affected by the planning projects. Some organizations are involved in decision-making in the participation procedures for the planning projects, but are not ultimately entitled to vote, some are entitled to vote, some are even involved in financing.

Organizations do not seem to generalize, taking part in all levels of public participations, but chose carefully on which level of the process they participate.

Conflicts can arise when certain groups or organizations are not involved to the extent that they consider necessary.

In Rostock this was the case in the case for a public entity that would have had a great interest in being part of the MOPZ steering group but was not invited by the administration.

This organization then had to be content with a lesser responsibility than it would have liked.

On a positive note, it has not withdrawn from the process in response to this, but has participated in a more diversified manner, i.e. in many different formats.

This ranged from written comments on the draft plan as a carrier of public funds to the animation of employees to participate privately in online forums.

Even if this is probably less the case, the opposite is also conceivable in which an organization is considered to have more responsibility (and thus more work) than it considers sensible or can actually afford.

### 2.4.2. OBSERVATIONS ON THE PROCEDURE

#### *Time and Duration:*

Citizens' forums usually take place on working days after work and last at least 2 hours, often even longer. The opinions of our interview partners were ambivalent. On the one hand, the evening session makes it possible for the working population to participate, but since the participants have already completed a full working day, the level of concentration and motivation is often not very high at these times. 2 hours should not be exceeded.

The specialist working groups within the administration are not subject to these constraints and for this reason alone the discussions are often more efficient.

#### *Participants; Number and Structure*

Partly because of the long duration of some public formats, the number of participants decreases towards the end of the event.

Often, even for large-scale events, the number of participants is low because the tasks of the planning procedures are too abstract and not accessible to the general public.

This also leads to the fact that always the same people participate in the events.

There is a certain kind of people whose idealism is very high and who often take part in such participation procedures. However, the broad mass of the population is not reached.

A more differentiated participant structure would be useful, because the discussions often fray and the participants concentrate too much on unpleasant details than on the big picture, even when discussing rather general topics.

#### *Moderator*

For the above reasons, there is general agreement that most public events require the use of external moderators to lead and focus the discussions.

This often avoids or at least mitigates the threat of conflict between members of civil society interest groups and the responsible administrations.

#### **2.4.3. METHODS**

The methods used can determine the success or failure of a public participation event.

It is important that formats are chosen that occupy the participants and that as few one-sided lectures as possible are presented. These often include too complex and possibly monotonous content and are generally more difficult to follow for a broad public.

According to one of our interview partners, this was more successful with the public participation of the "Zukunftsplan" than with the "Mobilitätsplan Zukunft".

The frontal presentations were thematically limited to well-prepared and understandable information and succeeded in conveying a lot of information in a relatively short time.

Within the forums there were small working groups in which very heterogeneous participants discussed predetermined topics.

Participants did not have the choice of which theme table to choose but were assigned to their theme tables before the event based on color cards.

After the lecture phase, the work at the tables was very active. Each color group went through different stations with different topics. The discussions were prepared, led and evaluated by a moderator.

#### **2.4.4. PERCEPTION OF THE MOOD OF THE DISCUSSIONS; SENSITIVITIES**

Some interviewees were of the opinion that committed and, in some cases, very clearly expressed personal opinions are definitely part of a participation procedure. Overall, however, there were little intensive or even aggressive discussions in the public participation process of the MOPZ. The time horizon of the planning was too long, and the contents of the discussions therefore rather general. A heated atmosphere is more likely to occur with land rezoning or short time horizons.

There are also concrete measures in the MOPZ, but nobody is as directly affected by them as with the land use plan (Zukunftsplan).

For this reason, the mood in this participation process was rather relaxed. In the case of local conflicts of interest, however, the situation can be quite different.

The interests of the participants were very differently distributed. Many of the participants concentrated above all on the interests of walking, cycling and public transport. Criticism and even doubts regarding the basic conditions chosen for the plan, as well as regarding the objectives (in this case the achievement of a modal split of 30:70 in favor of ecologically sustainable transport (cycling, walking, public transport), arose especially amongst those who had other special interests.

There was also criticism of the fact that some participants had to struggle with ready-made opinions about their points of view because they belonged to certain interest groups. In the eyes of these participants, this seriously disturbed a targeted and open discussion.

In the specialist working groups within the administration, this was somewhat better, but similar overall.

Another point of criticism was that the role of the media because existing conflicts were exaggerated. Overall, there was rather positive feedback, especially from associations that were held accountable for the first time.

#### 2.4.5. CONSEQUENCES, SCOPES

At MOPZ participation events, in which our interview partners took part, the administration refused to, or could not make direct statements on some topics. This was criticized by some interview partners, because it took away the substance of the discussions, although there was of course a basic understanding that some of the topics were often too complex to be conclusively discussed or even decided within the events.

Participants felt more involved in the process, the more specific the topics.

The question of whether organizations were given the opportunity to make a concrete contribution was hence answered rather heterogeneously by our interview partners.

While the public interest organizations often had this impression, other civil society organizations often missed it out.

Some associations also saw themselves as mediators between the concrete goals of their members and the overarching goals of MOPZ, which proves a well reflected understanding of the goals of a public participation process.

One interviewee stated, that it only makes sense to collect proposals for concrete measures if there is a real possibility that they will actually be implemented, even if there is a very large number of proposals. Otherwise, the participation would at best fulfil an alibi function that does not do justice to its actual significance. General objectives and expressions of interest alone are not enough, to motivate the public who are especially interested in solutions on a small-scale local level.

Overall, among the organizations we interviewed, there were only a few that did not recognize and accept, that the overarching goals of a planning process are the results of political will on the part of the governing parties and not the results of a democratic process within civic participation.

Within these limits, however, the organizations also want to discuss comprehensively without excluding topics and are also willing to make sacrifices for the success of the project, such as incurring additional expenditure, although the decision on this often cannot of course be made within the participation processes.

However, this entails the risk that their results may be thwarted again afterwards. A solution to this problem could be the participation of Decision-makers from all levels involved.

In some cases at public events during the public participation process of the MOPZ, individual citizens with a great deal of commitment seemed to have had the same weight as an association that is not on the list of public interest bodies and therefore had to limit itself to the publicly accessible formats like any guarantor. This annoys these kinds of associations because they see themselves - to a certain extent - as legitimate representatives of a larger group of citizens.

On the whole, many found the frequent repetitions in the discussion due to the participation of individuals tiresome.

It is noticeable that the interviewees from the associations seem to contradict themselves to a certain extent here, when they generally argue for more public participation, but on the other hand react sensitively when individuals are given too much importance in the process.

#### 2.4.6. CONCLUSION

In general, regarding the participation process of the MOPZ, associations that were on the list of the public interest bodies felt well involved, others who were not on this list regard themselves as underrepresented and feel that this is the reason for insufficient results of the planning process itself, especially if these do not correspond to their own beliefs.

All in all, the overall length of the process was criticized, because - according to some interview partners - the general motivation level drops over such a long period of time.

A universal problem of multilevel-governance and planning is the balanced and satisfactory involvement of all parties, this also applies to participation procedures.

Some see the limit of participation reached and sometimes even exceeded when political processes are slowed down by it. To their belief, participation is not to be seen as an end in itself but as a tool for planning.

Others lacked innovative thinking and forward-looking visions on the part of the administration, both in the organization of the participation processes and in the results of the planning.

In this context, it was also stated that - for all participants - the participation process mostly raises expectations that are not fulfilled in the end. Here, more consistency is often required in the implementation of the results, which would mean increasing the significance of the participation procedures within the planning process.

On the whole, participation is still too low for many groups; this can be improved by more widespread invitations or different formats, but also requires a higher general interest of the public in local politics. In a nutshell, those who do not participate should not complain about the results afterwards. Overall, it was also noted that participation in the "Zukunftsplan" was more active on the part of citizens.

Central results in a nutshell

	negative	positive
Procedure and participation	<ul style="list-style-type: none"> <li>• Duration of public events</li> <li>• Duration of the overall process</li> <li>• Large number of events</li> <li>• Low number of participants</li> <li>• Topics too abstract</li> <li>• Too many fierce individual discussants</li> </ul>	
Methods:	<ul style="list-style-type: none"> <li>• Too many frontal presentations</li> <li>• Too abstract frontal presentations</li> <li>• Some very crowded discussion groups, some with too few participants</li> </ul>	<ul style="list-style-type: none"> <li>• Short, crisp and precise frontal presentations in the Zukunftsplan</li> <li>• Every discussion group goes through different topics</li> <li>• Assignment of participants to discussion groups in order to balance number of discussants in the groups</li> </ul>
Perception	<ul style="list-style-type: none"> <li>• ready-made opinions</li> <li>• Fierce discussions on concrete local problems and solutions</li> </ul>	<ul style="list-style-type: none"> <li>• Fierce discussion</li> <li>• relaxed mood in the discussion of overarching topics</li> </ul>
Consequences	<ul style="list-style-type: none"> <li>• Some topics excluded from the discussions</li> <li>• Low reliability of inclusion of the results in the planning process</li> <li>• Few actual decisionmakers present</li> </ul>	
Scope of participation	<ul style="list-style-type: none"> <li>• Non-acceptance of overarching goals of the planning procedure and the political will behind them</li> <li>• Arbitrary choice of public interest bodies (with deeper involvement in the planning process)</li> </ul>	<ul style="list-style-type: none"> <li>• More involvement the more specific the topics</li> </ul>
Conclusion	<ul style="list-style-type: none"> <li>• expectations that are not fulfilled</li> </ul>	<ul style="list-style-type: none"> <li>• Appreciation of the possibility to speak out</li> </ul>

## 2.5. PARTNER WORKSHOP / ROSTOCK

On April 11th a joint Partner-workshop was held in Rostock. The goal of the workshop was to find a common approach and to guide the partners in the development of the work steps of the work package 5.1. and to come up with a task list for every partner region.

The Rostock results described above and the steps necessary for their preparation were presented to the partners at the workshop in order to give them an example for the processing of their tasks.

In order to obtain a specified task list, the participants were asked to propose planning instruments that should be analyzed in order to generate comparable results for their regions.

The results of the partner tasks are needed in order to have a functional basis for WP 5.2, which focusses on an analysis of these results, evaluating the cross-sectoral aspects of participation and planning in the south Baltic area.

The task list was directly elaborated on the workshop in Rostock for the participating partners from Blekinge and Guldborgsund. For the partners from Pomorskie region and from Klaipeda, the tasks were agreed on in telephone calls just after the Rostock workshop.

### *Task list for all the partner regions:*

1. Analysis of the road maps for participation within the chosen planning documents
2. Interview with the responsible person for organizing the participation process (from the planning body)
3. 3 to 5 interviews with persons representing stakeholder organizations within the planning process.
4. Summary on the findings to be included in the overall report (3-10 pages in English)

## WP 5.2.

### 3. RESULTS FROM THE REGIONS AND REGIONAL SEMINARS

#### *Methodological Notes*

The results of the partner-tasks was delivered by the partner regions by September 2019. Although the task lists for all regions differed only in the planning instruments to be analyzed and were otherwise identical, the results submitted were very different, both in terms of the respective approach and in terms of their scope and content.

Based on the results submitted by the regions the following series of questions was tentatively answered by the authors of this report and the answers were discussed on the regional seminars in the partner regions.

1. Is the public transport development discussed solely by public transport experts for the public transport community?  
*(...Or do the discussions generally include other important stakeholder groups?  
Which groups are these?)*
2. Does public transport planning, implementation and monitoring consider other aspects clearly affected by public transport?  
*(...like social justice, economy, climate change, etc.)*
3. Which sectors of the society are influenced by public transport, which are neglected?  
*(...or at least less affected)*
4. Which sectors of the society are influencing public transport, and which are not?  
*(...or at least less than other sectors)*
5. To what extent are public transport aspects dealt with, when making mobility plans and local or even regional development strategies?  
*(...or to which extent are the different spatial planning disciplines integrated?)*
6. To which extent does the user get the possibility to influence planning or operation?  
*(...through any sort of public participation or constant evaluation tools)*
7. Are there any PT-related cross border planning activities?

One of the original reasons for organizing these regional seminars was to get some local stakeholders to take part in the meetings in the partner regions, however this was achieved with very different levels of success in the different regions.

The missing or incomplete input from some of the regions made a comparison of the results complicated and the imponderability related to the partner inputs made it necessary to restructure the working structure of the seminars transforming them into work-sessions in order to discuss important topics related with the planification and evaluation of public transport, based on the questions above.

However all of the local work sessions had their very own character and produced results that made clear that not only were the results of the inputs almost incomparable but as well the local structures and procedures of public participation themselves and the topics related to them.

### 3.1. POMORSKIE REGION

In The Pomorskie Region three documents have been reviewed regarding their public participation procedures.

1. SUMP for Gdynia
2. SUMP for Metropolitan Area Gdańsk-Gdynia-Sopot (OMGGS)
3. Pomorskie Regional Development Strategy 2030

However most of the information in this chapter is drawn from the SUMP for Gdynia that has already been approved while the other two planning instruments are still in a very early stage and most of the decision concerning participation have not been made yet.

#### 3.1.1. RESULTS OF THE PARTNER TASKS FROM WP 5.1.

##### *Sustainable Urban Mobility Plan (SUMP) for Gdynia*

Gdynia, as one of the first major cities in Poland, has created a SUMP, which is currently under review in the year 2019. For the evaluation of the existing plan an online survey on “[www.mobilnagdynia.pl](http://www.mobilnagdynia.pl)” is used. The SUMP has been prepared in co-operation with Roads and Green Areas Management together with a SUMP working group, stakeholders, citizens; research units (University of Gdańsk ; Gdańsk University of Technology) and the Public Transport Authority.

The SUMP working group is a central institution continuously contributing to the elaboration of the plan. It is formed from the three main institutional stakeholders

- Road and Green Areas Management
- University of Gdańsk, Gdańsk University of Technology
- Gdynia’s and Public Transport Authority.

The remaining stakeholders are included throughout the planning process in various stages from a rather general consultation in the early stages to a more specific one in a more advanced stadium.

- meetings at different work stage
- email correspondence
- workshops
- marketing surveys
- direct interviews
- electronic surveys
- consultations related both to the SUMP and the potential measures (e.g. pedestrian zones, the vision of the plan, transport behavior and preferences of Gdynia’s inhabitants).

A summary of the most important consultations and the number of citizens included is provided in the table below.

Form of consultation	Form of contact	Participants	Respondents
Marketing research "Preferences and transport behaviour of Gdynia's citizens."	One-to-One interviews	2 000	Inhabitants of Gdynia aged 15-75
Pilot study on changes in the organization of traffic on "Skwer Kosciuszko" street	One-to-One interviews	211	Participants of traffic in the center of the City of Gdynia
Meeting with stakeholders - transport sector	face to face conversation	15	transport sector
Meeting with stakeholders - education sector	face to face conversation	13	education sector [schools and preschools]
Meeting with stakeholders - inhabitants	face to face conversation	7	Inhabitants of Gdynia
Marketing research on travel preferences and behavior of pupils	Paper surveys	1234	Pupils aged 16-20
Marketing research of expected changes in traffic organization on "Świętojańska" street	Paper surveys	2727	Inhabitants of Gdynia, residents of "Świętojańska" street
Marketing research of expected changes in traffic organization on "Świętojańska" street	online surveys	795	Users of the www.mobilnagdynia.pl website, entrepreneurs, inhabitants
Marketing research of expected changes in traffic organization on "Jana Pawła II" and "Skwer Kościuszki" streets	One-to-One interviews and online surveys	800 and 46	inhabitants of Gdynia, Users of the www.mobilnagdynia.pl portal
Participation of residents in the process of transport planning	online surveys	251	Inhabitants of Gdynia
Discussion on SUMP objectives	N/A	16	ZDiZ, ZKM, PKT, District Councils, City Guard, the University of Gdańsk, Gdańsk Technological University, Maritime University.
Debate "Sustainable mobility in Gdynia - pedestrian zones"	face to face conversation	100	Inhabitants of Gdynia
Research on the Gdynia education sector in the field of mobility	Paper surveys	67	School directors
Meeting with students	face to face conversation	About 100	Students and university academic staff
Consultations on the vision of mobility development in Gdynia	online surveys	103	Inhabitants of Gdynia

Table 2. Forms of consultations with stakeholders/participants in the process of developing SUMP for Gdynia

Apart from the physical consultations, interactive two way communication tools were used in planning phase as well as tools for a continuous evaluation of the status quo.

SeeClickFix:

a publicly available website that allows cyclists to report bicycle infrastructural problems.

NaprawyTo.pl (Let's fix it):

This tool is very similar to the one mentioned above, but will work across various modes of transport. For example it was used to indicate barriers for handicapped people during inclusive walking tours organized within the program "Gdynia dla Wszystkich" (Gdynia for Everyone) which was funded by the city.

Gdynia Contact Center - Digital Residents Assistant

The latest and most developed tool is a smartphone application which is not only focused on transport but on the interactive evaluation of various topics related with public space and public life in Gdynia. It can be downloaded for free in the "Apple App Store" and "Google Play Store" and helps to indicate problems citizens encounter in their daily use of public space.

This is a tool that offers the possibility of a continuous evaluation rather than being focused on one single planning tool.

The scheme below shows a summary of all the parties and groups involved in the elaboration of the SUMP of Gdynia.

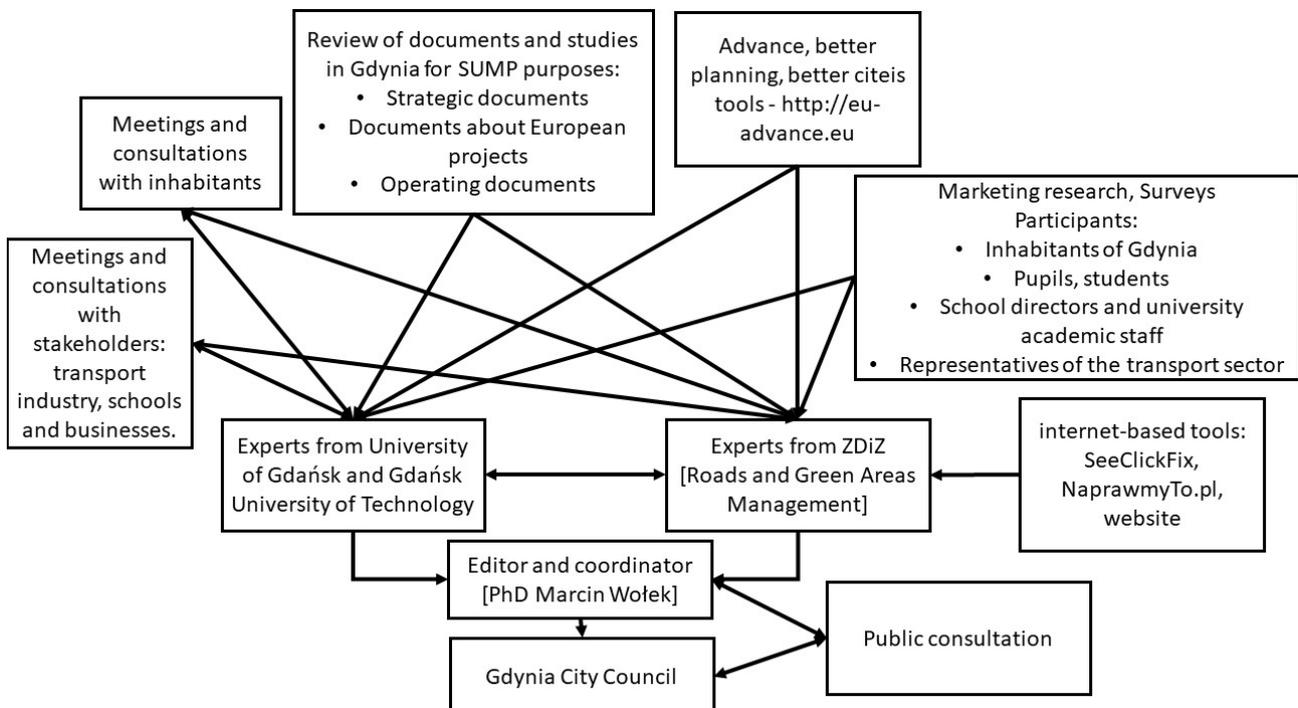


Figure 2. Diagram of the parties involved in developing the SUMP for Gdynia

### *SUMP for The Metropolitan Area Gdańsk-Gdynia-Sopot (OMGGS)*

The Metropolitan Area Gdańsk-Gdynia-Sopot (OMGGS) was chosen alongside five other urban areas in Poland, to take part in the pilot project on the development of the Sustainable Urban Mobility Plans (SUMP) for metropolitan areas.

The first stage of the SUMP coordinated by the Ministry of Investment and Economic Development, in cooperation with the Ministry of Infrastructure, the Centre for European Union Transport Projects and the European Investment Bank will be completed by the end of 2019.

Public consultations have not been carried out yet and cooperation between stakeholders has not yet started. However based on interviews conducted with:

- The project manager of the SUMP for Gdańsk-Gdynia-Sopot
- An Expert in the field of transport and sustainable urban mobility plans

the following informations about the public participation procedure can be given.

#### Participants invited to work on SUMP for Gdańsk-Gdynia-Sopot:

- Representatives of municipalities - municipal offices
- Companies related to transport and shared mobility
- Transport operators
- Metropolitan Transportation Union of the Gdańsk
- Pedestrian- and Bicycle officers
- Inhabitants
- Universities (University of Gdańsk and Gdańsk University of Technology is substantially supporting the project)
- City Police
- Seaports Gdynia and Gdansk
- Lech Wałęsa Airport

The participants will be invited to collaborate on the SUMP for Gdańsk-Gdynia-Sopot via existing communication channels such as:

Websites, Notice boards, Online newsletters, Official letters and free city newspapers

Ideas and comments may be posted via email. Meetings with residents will be organized periodically and Information stands will be organized cyclically at the local events.

Residents will be able to submit their own ideas and comments through information stands.

One of the tools that is planned to be used is ADVANCE: better planning, better cities! Audit (<http://eu-advance.eu>). The main tool of the ADVANCE Audit is a self - assessment questionnaire which will be answered by the members of the ADVANCE working group (cities representatives and internal stakeholders).

The following Diagram summarizes the parties that will be involved in the sump for the Metropolitan area of Gdansk, Gdynia and Sopot

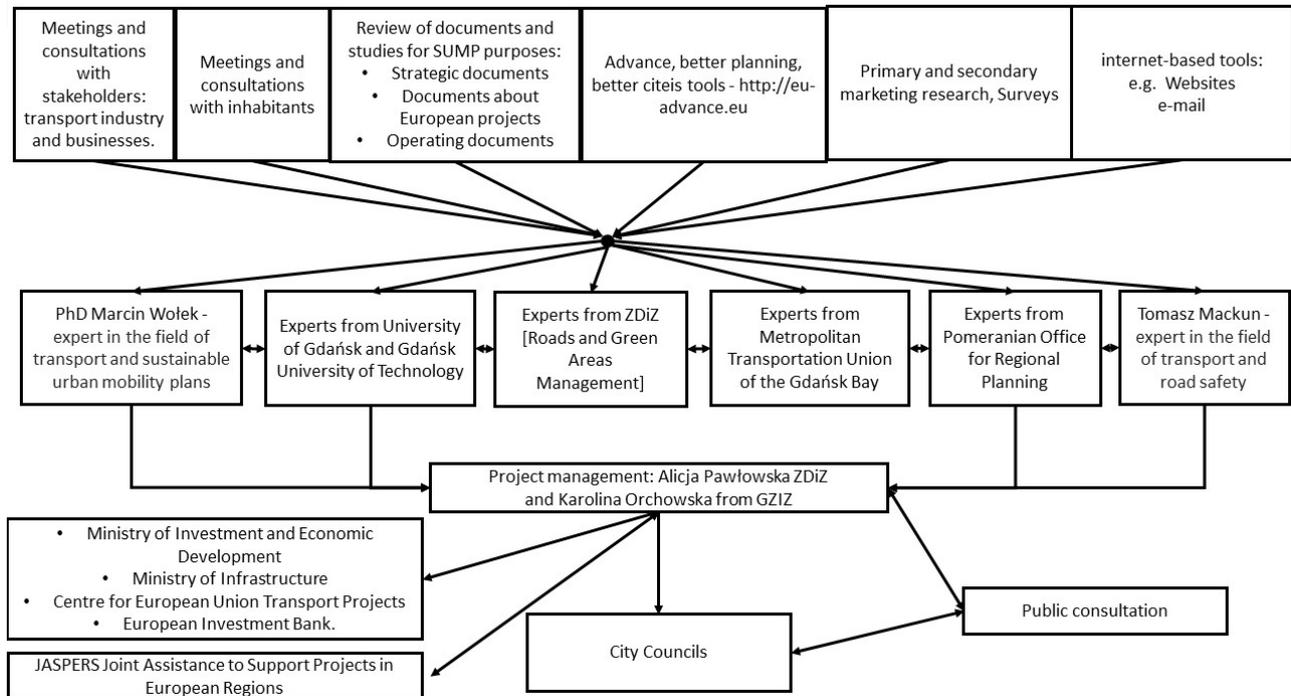


Figure 3. Diagram of the parties involved in developing the SUMP for OMGGs

### *Pomorskie Regional Development Strategy 2030*

The Pomorskie Regional Development Strategy is a document presenting the main directions of development of the Pomorskie region (Pomeranian Voivodeship) for the next 10 years. The strategy will decide on the directions of spending public funds, including EU funds, by the Pomeranian self-government until 2030.

Key themes of the Pomorskie Regional Development Strategy:

- Competitiveness of the economy,
- Circular economy,
- Sharing economy,
- Role of the scientific and academic sector;
- Education,
- Labor market,
- Health,
- Social integration,
- Social and cultural capital,
- CSR,
- Quality of life,
- Mobility,
- Energy,
- Resilience to climate change.

The work on the Pomorskie Regional Development Strategy 2030 will be based on the involvement of:

- Experts (including scientists from the University of Gdańsk and Gdańsk University of technology),
- Representatives of local self-governments,
- Representatives of non-governmental organizations,
- Representatives of entrepreneurs,
- Residents (among others through the use of social media). Residents can also keep track of progress in creating strategies through the website - [www.strategia.pomorskie.eu](http://www.strategia.pomorskie.eu)

Presently three groups of experts are working on the Strategy

- Experts from Internal structures of the Marshal's Office of the Pomeranian Voivodeship
- Four teams of a dozen specialists operating in 4 subregions (Chojnice, Metropolitan District, Vistula and Słupsk) consisting of
  - o local government officials
  - o representatives of non-governmental organizations and
  - o representatives of universities.

Each team develops a diagnosis, analyzes barriers and development potentials and defines a vision for the development of its subregion by 2030.

- Experts with whom about 70 in-depth interviews will be conducted

Every draft of the Pomorskie Regional Development Strategy 2030 will be consulted on a regular basis with various bodies, in particular:

- Development Strategy and Spatial Policy Committee (Parliament of the Pomeranian Voivodeship)
- Voivodeship committee for social dialogue
- Voivodeship Labor Market Council
- Pomeranian Entrepreneurship Council
- Pomeranian Council of Non-Governmental Organizations
- Voivodeship Urban and Architectural Commission
- Pomeranian Senior Policy council
- Youth council of the Pomeranian Voivodeship

During the creation of the strategy, conferences are organized in which all interested parties can participate (for free, prior reservation required). The completed project of strategy will also be subject to public consultations (this is required by law), during which everyone will be able to comment on the document.

The development of the strategy will last until the end of 2020. The draft of Pomorskie Regional Development Strategy will be created by the end of 2019. In December 2019 the draft will be adopted by the management of the Pomeranian Voivodeship. In the first half of 2020, the project will be consulted publicly. By the end of 2020, the Sejmik of the Pomeranian Voivodeship will approve the document

### 3.1.2. REGIONAL WORKSHOP

The regional Workshop was held on October 10th 2019 in Gdansk, in the Headquarters of InnoBaltica. The following chapter summarizes the discussion-results based on the questions asked and tentatively answered in advance.

1. Is the public transport development discussed solely by public transport experts for the public transport community?

Regarding the involvement in the planning activities the SUMP – working group in Gdynia included three organizations:

- Road and Green Areas Management
- University of Gdańsk, Gdańsk University of Technology
- Gdynia's and Public Transport Authority.

Two of these organizations are typically part of the transport community, but many of the involved persons in the transport community are at the same time the scientists from university. The involvement of the universities incentivizes and internalizes the academic “Outside the box thinking” which makes the planning process something similar to a real-time experiment, which needs possibilities of adjustment to work properly.

Apart from this NGOs and other organizations of civil and economic life are included in the consultations summarized in Table N°2 on page 24.

2. Does public transport planning, implementation and monitoring consider other aspects clearly affected by public transport?

Within the planning process a big variety of stakeholders from different sectors of the society is involved through different forms of rather classic consultations.

3. Which sectors of the society are influenced by public transport, which are neglected?

Accessibility for disabled people, may be a topic which is not probably not neglected but at least not sufficiently integrated in the entire planning landscape. This does not only apply to local public transport, where of course innovations in accessibility are introduced continuously, but the planning system rather lacks a holistic overall strategy regarding accessibility for disabled persons, which applies in every planning decision.

4. Which sectors of the society are influencing public transport, and which are not?

Whereas a cross-section of the society, the economically important parts of the society, the education sector have a strong representation in the planning process through stakeholder consultations, as shown in Table 2 (page 24), the vulnerable parts (like elderly people, or disabled persons) seem to lack a powerful representative.

5. To what extent are public transport aspects dealt with, when making mobility plans and local or even regional development strategies?

Urban planning is very in line with transport planning. Transport is a topic in all planning decisions affecting public space and the strategic program for transport is applied to every planning activity. Issues related to this program are publicly discussed in an open conference dialogue before taking planning decisions.

6. To which extent does the user get the possibility to influence planning or operation?

Especially the monitoring of the functionality of transport and public space is opened up to a very broad public, making intensive use of interactive websites and smartphone applications, which offer a possibility of easily commenting on concrete issues, with a direct geographical relation through the use of GPS functions.

7. Are there any PT-related cross border planning activities?

Cross border aspects don't play a decisive role in public transport planning in the Pomorskie region. However, both the airport and the seaports have an important voice within the planning process of the SUMP for Gdańsk-Gdynia-Sopot.

However the main focus discussed in the regional workshop is the effort to create a transport association in the Gdansk, Gdynia, Sopot area, which means the integration of over 60 different operators. This effort has already been pursued for a decade and may finally be resolved by the implementation of a MAAS Application.

### **3.2. REGION KLAIPEDA**

#### **3.2.1. PREVIOUS RESULTS / INFORMATION ABOUT THE MODUS OPERANDI OF THE KLAIPEDA TRANSPORT AUTHORITY**

There were no previous informations submitted by the Klaipeda transport authority, which made the regional Workshop even more an information event rather than a discussion.

Even though the transport authority is a public entity it is not running on subsidies, which would make its service a common good, financed by the public domain in a public interest.

This has been the case in Lithuania, as well as it is in most of the other European countries. However, due to its importance to the population, public transport has become subject to political opinion making, which leads to promises and even decisions related to the service, that were not financially covered by the subsidies. Because of this problem many transport authorities in Lithuania went bankrupt with the result that the service had to be stopped, at least for a certain time.

The Klaipeda public transport authority was close to the same fate, when they decided to deny all public financing which gave them a basis for disobeying the political decision related to their service. By this step they freed themselves from political control and started making their own decision purely based on economic parameters.

Today the Klaipeda transport authority works differently. It is purely financed by its service like a private entity would have to be. This means, that the public and especially politics actually does not have a voice in the decisions of the transport authority, since they are economically driven only.

### 3.2.2. REGIONAL WORKSHOP

1. Is the public transport development discussed solely by public transport experts for the public transport community?

Transport development is discussed between the transport authority as the provider of the service and the municipality in the role of an interested party. However the final incentive for the transport authority to offer a service is the existence of a market. They are not subject to planning decisions of the municipality, they rather cooperate on an almost equal level.

2. Does public transport planning, implementation and monitoring consider other aspects clearly affected by public transport?

For the reasons explained above, planning and implementation of public transport only depend on economic factors

3. Which sectors of the society are influenced by public transport, which are neglected?

Since public transport is not considered a public interest financed by subsidies, the social welfare aspect of public transport is basically neglected by public transport planning. A concrete example is the complete abolition of all social benefits introduced when the Transport Authority was still operating under political control.

4. Which sectors of the society are influencing public transport, and which are not?

On one hand it is the political decisions of the municipality, which On the other hand private entities are potential clients of the public transport authority. In order to achieve the implementation of a service however, the route must operate beneficially or the interested party needs to be prepared to pay the difference.

5. To what extent are public transport aspects dealt with, when making mobility plans and local or even regional development strategies?

Long term urban planning processes in Klaipeda municipality are divided in three phases.

- 1- Survey
- 2- Suggestions of the municipality elaborated on the basis of the survey results
- 3- Various Stakeholder groups with different thematic focus discuss the proposals
  - a. Social Safety
  - b. Education
  - c. Economy business
  - d. Good governance
  - e. Urban infrastructure

The results are implemented within 3-Year action plans, which does also apply for decisions on public transport taken jointly by the administration and the transport authority.

6. To which extent does the user get the possibility to influence planning or operation?

The electronic ticketing system in the Klaipeda region registers every trip made with public transport in real-time, which offers the possibility to quickly react on demand developments on existing routes.

7. Are there any PT-related cross border planning activities?

The Kaliningrad Region is obviously a threshold for transport connections to Poland and Germany, leaving air transport as the only direct transport alternative to these countries.

Palanga Airport is connected by a special line operated by the Klaipeda transport authority.

### 3.3. REGION BLEKINGE

#### 3.3.1. RESULTS OF THE PARTNER TASKS FROM WP 5.1.

The following report describes the planning and participation process for the "Regional Strategy for public transport 2020 - 2023". The following plans were taken into consideration for its elaboration:

1. Region Blekinge development strategy 2014 – 2020
2. Regional infrastructure plan for Blekinge 2018 – 2029
3. Regional cycle strategy for Blekinge 2018-2029.

Various important institutions and groups were involved in designing and elaborating the strategy. The formats used varied depending on the organization involved.

#### *Travelers / customers (Travelers panel Dec. 19th 2018)*

The participants were chosen by asking those who were interested to be involved in the development of public transport to apply for participation in our Travelers panel. A selection process amongst the applicants was then carried out with regards to geographical spread, gender distribution and various ages. At the end there was an evening of intensive three hours discussions and dialogues with ten selected persons.

#### *Residents with special needs (June 11th 2018)*

In the consultation the following organizations were represented:

- Neuropsychiatric Association
- National Association of the visually impaired
- Asthma and Allergy Association
- Swedish Confederation of Disabled Persons

A three hour consultation gave many inputs focusing on issues of accessibility, adaptation of technology, vehicles, stops and the staff's working methods.

#### *Traffic companies (Nov. 13th 2018)*

The number of companies that offer services in public transport procurement is relatively limited, so a representative of all existing companies in the region was invited to a consultation prior to the development of the regional strategy for public transport.

The following organizations followed the invitation:

- National organization of bus companies
- 2 bus companies
- 1 boat company.

The focus of the consultation was procurement and the traffic companies' terms and the way they affect travelers and the development of public transport in general.

#### *National organizations (Dec. 5th 2018)*

The regional transport strategy needs to follow Sweden's national guidelines, laws and international agreements. In order to secure this a number of national and regional organizations were invited for a consultation:

- Blekinge Institute of Technology
- the County Administrative Board
- the County Council
- Swedish Transport Administration
- National Board of Housing, Building and Planning

#### *The regional council's work committee*

The committee consists of elected politicians from Region Blekinge Board who are responsible for the operational decisions about public transport and had participated in elaborating the strategy for public transport all the way before the final decision.

An hour of information and dialogue was conducted to ensure that the ambitions are in line with the will of the democratically elected members.

#### *The municipal councils' work committee (Karlshamn municipality)*

The five municipalities in Blekinge may have a different perspective than the regional management. Different questions that are important for each municipality were highlighted here. In order to be able to balance contrary municipal and regional interests.

#### *Interviews:*

For the stakeholder interviews, instead of the open Interview guidelines supplied by Team red, closed Interview questions were used, which took less time to answer than conducting an open interview.

#### *Questions:*

1. Did you perceive the invitation to the consultation as an opportunity or a burden?

All of the interviewees saw the possibility to participate in the consultations as a possibility, however there was one who did not understand to what kind of product he was actually contributing.

2. Did it feel that the consultation provided a good picture of the traffic supply program goal?

The general opinion amongst all interviewees, was that a sufficiently good understanding of the objectives were provided.

3. Did you get a good picture of Region Blekinge's ambition regarding public transport?

The general opinion amongst all interviewees, was that a sufficiently good understanding of the ambition were provided.

4. Was the consultation planned in such a way that you received enough information to be able to ask relevant questions?

In this question the interviewees are of split opinions. Two of them felt they were provided a healthy basis for questions, two of them didn't

5. Did you feel that you had the opportunity to submit your comments and that these would become part of the document basis.

Regarding the consideration of the comments in the actual planning process and their implementation into the planning documents most of the interviewees expected their contributions as valuable for the planning process, one said, that a longer and more detailed cooperation would be necessary to fully implement her comments.

6. Did you receive information about the continued process up to the final decision of the regional strategy for public transport?

Apparently information was provided on how the administration wanted to use the inputs, whereas for one of the interviewees this was not enough, which is why she wanted to continue working on the strategy.

### 3.3.2. REGIONAL WORKSHOP

1. Is the public transport development discussed solely by public transport experts for the public transport community?

A big variety of interest-groups is involved in the decision-making regarding public transport. Some of the most important ones are the groups representing the Users, and the Economy. Normally representatives of these groups are invited to Face to Face consultations with the municipal authorities with about 5-15 participants. In the results of the partner tasks in chapter 3.3.1., supplied by the region of Blekinge some of the groups are mentioned.

2. Does public transport planning, implementation and monitoring consider other aspects clearly affected by public transport?

An important topic is the free transport for municipal schools, in order to offer students and pupils a possibility to reach their educative institutions within an acceptable amount of time.

3. Which sectors of the society are influenced by public transport, which are neglected?

Most sectors of the society are strongly influenced by their transport options. This influence can be a strong limitation when these options are poor. The Transport authority has an own economic and political board, whose objective it is to find acceptable solutions for every area. In rural areas this is obviously but complicated.

4. Which sectors of the society are influencing public transport, and which are not?

Blekinge is a region with many rural areas and it is therefore important to apply the principle of equality, which means solutions must be found for every area. In order to do this.

Sometime these solutions need to be innovative because of the low efficiency of many rural transport services. In some areas demand responsive transport services are being implemented in order to solve this problem.

5. To what extent are public transport aspects dealt with, when making mobility plans and local or even regional development strategies?

Spatial Planning is a comprehensive process, including transport aspects in all mayor and minor planning instruments.

6. To which extent does the user get the possibility to influence planning or operation?

There are control mechanisms in place to evaluate transport services

Transport agencies

Experts efficiency

7. Are there any PT-related cross border planning activities?

Cross border planning activities were not discussed during the workshop.

### 3.4. GULDBORGSUND

#### 3.4.1. RESULTS OF THE PARTNER TASKS FROM WP 5.1.

##### *Background*

Guldborgsund Municipality, rather than supplying the actual answers to the interviews, has summarized the results of four interviews with involved parties in the city center renewal plan for Nyköping.

The plan and the way of involving the citizens and the businesses in the city planning has resulted in a change of procedure for the municipal plan work and especially for the methods of involving of the citizens in the municipality planning.

There was a need for developing the functionality and the accessibility of the city center and the connection to the harbour. The City Administration and the city council had for some years tried to involve architect companies in preparing new plan, but progress was slowly, and it was not possible to find the needed financing. Therefore, three years ago, in 2016, the Guldborgsund city council decided to start the planning in another way.

They wanted to start with hearing the ideas and wishes of the citizens and the business community in Nyköping. The result of these hearings should be the background for a tender for a city plan for the development of the city Center.

##### *The development and implementation of new procedures*

The city administration started the first year developing the new procedure with the help of a consulting company. Both a Technical coordinator and a communications manager were appointed and a steering committee for Nyköping City Center Renewal Process was established including the following institutions:

- Political Committee for Infrastructure, Environment and Properties, of Guldborgsund City Council.
- Park & Roads Department
- Center for Infrastructure and Environment of Guldborgsund Municipality.
- Business Lolland-Falster (business development organization),
- VoresNykøbing (“Our Nykøbing”, a member-organization with 235 business companies in Nykøbing and surrounding areas),
- Museum Lolland-Falster (situated in Nykøbing city center),
- Facaderådet (House Front Board with the focus on the facades of shops and buildings in the city)
- Nykøbing citizens (invitation on Website and Facebook account of Guldborgsund Municipality)
- The contracted consulting company
- Technical Coordinator and Communication Manager

The steering committee discussed and decided the plans for the work and found a new way in order to get in contact with the citizens and businesses.

A “caravan office”, was opened in a refitted caravan, in the city Center equipped with employees from the administration. Flyers invited the citizens to and give their ideas for the city-development.

Parallely “høring.dk”, a new electronic system for handling ideas and comments was set up by the Municipality.

It directly allows give ideas and comments regarding certain topics and can also be used to categorize incoming ideas, and provide a good overview or even an idea database.

The ideas from the caravan were also fed into the system by the administration.

Information about the system and invitations to comment and send in ideas were published via various channels, like the website, the Facebook account and another flyer made available in multiple public locations in the city center.

After a test period in the city center with relatively low participation of younger citizens, the caravan was relocated to the campus, but even there it was necessary to actively contact people in order to convince them to participate.

In general it was a new situation to which the citizens had to get used, but eventually the participation not only included people who normally go to public hearings, but the actual users of the city center. Even the public schools used the possibility to work with the ideas and classes came to the caravan with ideas which they had worked out in school.

### *Results*

In a second step the administration published a tender for a development plan of the city center. The plan had to be based on the ideas and comments gathered and categorized in the “hearing-system”. The communication group informed via Facebook and web-page that the ideas from the citizens were going to be used in the actual planning process. Transparency regarding the results of the participation process was very important. In total about 600 ideas were collected, where in a traditional participation procedure the expected outcome would have been about 100-150 answers/comments. This second phase included testing of the ideas, wherever it was possible. Temporary street furniture or a temporary playground and ice ring were set up in the public space, before the plan was actually decided on. This way people could witness the implementation of their ideas and even see how they

actually worked. An evaluation of the experiences was given to the architects who were chosen in the tender.

Another positive aspect of the new process was the collaboration within the steering committee VoresNykøbing, Business LF, the municipality and the other members now know each other a lot better than before, which opens a potential for further collaborations. New ideas like electric busses in the center and upcoming events are already discussed between them.

The measures in the town center were supposed to be finished September 2019.

### *The future*

In a shop in the city the architectural plans for the city center are exposed and further comments are being collected. The new city center office is accepted very well and it will be maintained until at least November 2020.

The new procedure involving the citizens, businesses and shops through will be used also in the procedure for preparing the regular municipal plan. Furthermore, “dialogue groups” have been established in each town where the administration personal (1-2 persons) from the Park & Roads Department and the Center for Infrastructure and Environment meet twice a year with organizations in each town in order to discuss the ideas from the citizens and also to have a platform to inform about activities in the municipality in general.

The representative from “Vores Nykøbing” is in near future going to give an information to a regional organization about the procedures for involving trade, businesses and citizens in the Guldborgsund Municipality – this is as positive sign and interest from other sider for the work that has been done in Guldborgsund Municipality.

### 3.5. ROSTOCK

#### 3.5.1. ANALYSIS RESULTS

For the results of the analysis in Rostock please see the exemplary analysis of planning procedures in chapter 1 of this document

#### 3.5.2. REGIONAL WORKSHOP ROSTOCK WITH PARTICIPATION OF A REPRESENTATIVE FROM GULDBORGSUND

The regional Workshops of Rostock and Guldborgsund were held as a combined Workshop in Rostock on October 24th 2019.

1. Is the public transport development discussed solely by public transport experts for the public transport community?

As shown in the Rostock results, there is a broad variety of stakeholders involved in decision-making in public transport development. In Guldborgsund, since the planning instrument analyzed in the partner-tasks is an urban development plan rather than a transport plan, it is not possible to answer this question based on the delivered results. However the discussions in the workshop show that the general participation procedures in Denmark are very similar to the German ones, with a strong focus on forums and physical participation events.

2. Does public transport planning, implementation and monitoring consider other aspects clearly affected by public transport?

In both countries school transport and its organization is an important issue. The same applies for the economic sector, especially by catering for higher demands on routes covering trips from residential areas to business areas and vice versa.

A third factor is rural transport, where a compromise has to be found between a service offering at least a minimum level of coverage and all the economic issues this may produce for the operators. All the discussants agree that this is an area which is urgently in need of new solutions and in both regions demand responsive solutions are tested.

3. Which sectors of the society are influenced by public transport, which are neglected?

Though all the discussants agree that there is no sector being completely neglected, they also agree that economic constraints of the operators are the most important limiting factor.

4. Which sectors of the society are influencing public transport, and which are not?

In many areas the public transport planning is stuck within the general planning system and factual constraints, having very little to do with actual transport problems may influence decision making.

This is one reason for which participation procedures are sometimes still seen as a threat by the administrations, because at times decisions do not depend solely on the conditions and the situation in one field of planning but are rather connected to many other fields, which may be difficult to explain to a broad public.

Funding is another big factor in decision-making in public transport, especially when it comes to areas who are not beneficial but depend on public funding.

5. To what extent are public transport aspects dealt with, when making mobility plans and local or even regional development strategies?

In both regions all the spatial planning disciplines generally treat transport as one of the preliminary issues, which means both regions have a complete integration of transport aspects in other planning instruments.

6. To which extent does the user get the possibility to influence planning or operation?

Representatives of user groups are involved in the general participation process, which may allow them to influence the decision-making in the planning process, but there are little to no mechanisms allowing users to substantially influence public transport services during their time of operation.

7. Are there any PT-related cross border planning activities?

Both Regions have introduced a combined public transport ticket connecting the public transport systems of both regions and the crossing of the Baltic Sea on a ferry operated by Scandlines. The Ferry operator however does not take any responsibility in providing a seamless transfer from the ferry into the public transport networks, which leads to the problem that there are crossings which arrive at night, transporting pedestrians, but not offering any public transport connection into the city of Rostock. Discussions about a shuttle service from the ferry terminal to the nearest functioning public transport station did not produce any results until now. Additionally Danish travelers have complained that no information about this option is given on the Scandlines webpage; that tickets can only be bought online via the smartphone app of the Verkehrsverbund Warnow, which is only available in German. Available are single tickets, day tickets and group-tickets, but they can only be bought on the day of travel. A purchase in advance is not possible.

Related with these topics the question arose how much pressure a municipal planning authority is actually able to apply on operators of private transport services.

#### 4. CONCLUSION AND RECOMMENDATIONS

All partner-regions are aware of the importance of participation procedures, and there are some similarities but also major differences in the way participation procedures are actually used and carried out.

In all regions, the classical multi-stage planning processes exist, with parallel public participation in forums (partly on the Internet) and different types of face-to-face events.

Big participation events, completely open to the public are a central part of the process in all partner regions. The problems of this type of event are also well known in all regions.

In such procedures, there is often a distrust of the participants towards the administration but also of the administration towards the public.

The latter in particular often leads to the participation procedure representing a pure administrative fulfilment of duty, and thus lagging far behind its possibilities.

It is well known that these participation processes are very unlikely to achieve a representative cross-section of society, but instead attract interest groups who are more interested in a certain aspect of the plan, than in the entire comprehensive planning process. This is why different types of (organized) groups are invited to take part in the planning process, and various channels are used to involve individual citizens approaching different types of citizens.

In the planning process described by the Guldborgsund region, even if it was not directly about public transport, there are some interesting approaches how the administration can approach the users instead of waiting for them to come and get involved in the planning process. This kind of active approach to the user has great potential. It uses their local knowledge and many years of experience in using a particular location in order to improve it. It is also important that in this case the individual user is addressed rather than a representative of a particular user group. This increases the representativeness of the submissions and takes some of the political explosiveness out of the planning process, since factual constraints or lobbying interests are initially ignored.

Another interesting consideration was addressed both in Gdansk and in Blekinge. It is the difference between a traditional approach that produces a plan at a certain point in time and for a certain period of time, but cannot respond to changes and problems that arise during the period of validity of the plan.

On the other hand, an agile approach can evaluate a situation continuously and, if necessary, readjust. This approach is clearly under-represented in most participation procedures to date. Only the Pomorskie region has reported the use of Internet applications and apps, which allow to address certain problems in real time, and also track the reaction of the responsible administration to the issue addressed. This results in a considerable time-lapse between the emergence of new necessities and their solution, because this can usually only happen in the next planning process.

In this way, a continuous bilateral dialogue between user and operator or administration can be established with relatively simple means. By responding quickly to the issues raised, the administration has the opportunity to establish trust directly with the user and to demonstrate its responsibility.

In public transport, cooperation between public and private actors is always an important issue. Often the private providers in this cooperation are so important for the transport and also for the city development that only few conditions are made to them, if at all.

In some cases, however, the interests of private providers run counter to municipal interests or the interests of the public. In these cases courage and unity of the local political actors are often required to assert themselves against the interests of large commercial enterprises. The authors are convinced, however, that in such cases the economic value of cooperation for these commercial enterprises is often underestimated by the local authorities and that open negotiations, if they were to take place, could often lead to better results for the local authorities.

Another issue is the organisation of transport associations, which, as seen in the examples of Gdansk, Gdynia and Sopot, can often take years or even decades, because not only the actual service but also the pricing policy and the timetables of the individual operators must be integrated.

A relatively new possibility is offered by the Maas (Mobility as a service) Apps, which are able to coordinate transport services across operators without their full integration into a transport association. In order to do this, different providers feed their timetables and sometimes even realtime information into a common routing App which also offers a common payment platform. There is no need to intervene directly in the pricing policy of the individual providers involved.

Of course, such an app rarely offers the full benefits of a completely integrated transport network, such as coordinated timetables and special prices, but this type of integration is often much easier and faster to organize, which makes it a very interesting alternative.

However, the main conclusion of this study is that there is still much untapped potential in public participation in transport planning, that administrations and providers could and should make use of in their planning processes, but also in the continuous evaluation and the improvement of operations of public transport.

An exemplary participation process taking into account pieces and ideas from all partner regions could look like this. (the imaginary project being the new development or the improvement of an existing public transport service on a particular corridor):

1. In a first step as a basis for the process a demand estimation for the corridor could be carried out, in order to confirm the need of a new service and to provide a common basis for the coming process.
2. In a second step targeted surveys could be done with actual users the corridor.

Of course, as a part of the survey the origins and destinations of the users should be queried as usual, but it is at least as important to know which improvements would make the most sense for them.

This could be done using a "wish-list question" (open question on the ideas or wishes of the users regarding the public transport on a certain corridor).

This "wish-list question" should be actively taken to the users, but it should also be available on the internet or asked at public information events directly on the corridor.

3. In a third step, the users' suggestions could be categorized and a number of planning offices could translate them into implementation concepts that fulfill the most important wishes of the users as good as possible.

The concepts could then be discussed internally with the planning offices, those responsible in the administration as well as with the operators and stakeholder groups.

Both their technical and financial feasibility should be clearly documented in the concepts.

4. The concepts could enter in some sort of competition, but it should still be able to combine ideas from various concepts to form official proposals, that could again be presented to the public on events on the corridor and brought to the attention of the users.

These events could include temporal pilot or test-measures in the public space, for the users to develop an understanding on how the measures will work in a bigger scale.

5. The presentation period could include a possibility for the public to vote for a preferred combination of measures or a preferred concept. This possibility should exist online and physically.

6. Based on the resulting preferences of the public the final combination of measures could be voted on by the local administration in a democratic process.

7. In order to evaluate the function of the service from the beginning an App based evaluation tool should be available to the public as soon as the new service is available and the demand-development should be monitored by the means of an electronic ticketing system.

It is important to understand, that this is an imaginary integrated planning and participation process exemplarily designed by the authors of this report in order to document the potential and methodological possibilities of participation procedures within transport planning processes. The authors are aware that this process is unusually broad and complex for a public transport decision, however in many cases, the traditional decisions in public transport have not yet succeeded to conceive a transport system which animates users to actually use it because of its quality. In many cases the decisions for public transit are either of economic nature or related to the non-existence of other alternatives for the user. A well communicated and publicly tangible process may change this and provide a step forward in the necessary behavioral change towards a more sustainable mobility.