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Public Participation – Scheme for an integrated linear transport infrastructure development/ planning

Public Participation – Scheme for an integrated linear transport infrastructure development/planning

Part of Output 3.2 Planning Toolkit

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About TRANSGREEN

TRANSGREEN means a better connected Carpathian region with transport infrastructure that takes nature into account. The project aims to contribute to safer and environmentally-friendly road and rail networks that are being developed in the Czech Republic, Hungary, Romania, Slovakia, and Ukraine. www.interreg-danube.eu/transgreen. It will do so by improving planning frameworks and developing specific environmentally-friendly and safe road and rail transport solutions, taking into account elements of Green Infrastructure, ecological corridors in particular. An interdisciplinary partnership, inter-sectorial dialogue and the public participation will be fostered at the policy level for mutual understanding, implementation and assessment.

Output 3.2 Planning Toolkit consists of the following parts:

- Wildlife and Traffic in the Carpathians - Guidelines how to minimize the impact of transport infrastructure development on nature in the Carpathian countries

- TRANSGREEN Policy Recommendations on integrated road and rail transportation planning in the Carpathians

- State of the Art Report and Gap Analysis in the field of environmentally-friendly transport infrastructure development

- Keeping Nature Connected – Environmental Impact Assessment (EIA) for Integrated Green Infrastructure Planning

- Public Participation – Scheme for an integrated linear transport infrastructure development/ planning

- Tools for registering animal-vehicle collisions

Table of contents

1

Introduction

The Scheme for Stakeholder Participation is part of the TRANSGREEN Output 3.2 Planning Toolkit which has been developed within the framework of the Project "Integrated Transport and Green Infrastructure Planning in the Danube-Carpathian Region for the Benefit of People and Nature" (2017-2019).

It aims to give guidance on how to involve local and national stakeholders in the process of linear transport infrastructure planning. It was developed to support activities implemented in the TRANS-GREEN pilot areas.

Stakeholder participation is a mechanism which enables stakeholders, including both professional and citizen stakeholders, to get involved in the planning and delivery of innovative solutions to a variety of infrastructure and biodiversity problems. Stakeholder engagement process provides stakeholders with an opportunity to state their opinions; it creates an opportunity for debates, includes stakeholders in decision-making, and ensures that stakeholders have a sense of ownership and responsibility in the taken decisions. To be engaged means an opportunity to get informed, to learn and to deliberate. In this approach, stakeholders communicate not only with decision-makers but also among each other.

Stakeholder participation and its principles need to be respected in all types of projects, from small local projects to large infrastructure projects. Also, stakeholder participation should not only be reduced to the binding, based on the law, procedures but has to offer a wide range of possibilities to all stakeholders to be real partners in the project preparation and implementation independently on the scale of the project. The stakeholder involvement processes both a multi-criteria and multi-factor approach, which includes as its main objectives' involvement, mediation and facilitation of information and participation.

In particular, the public participation may be regarded as a way of empowerment and a vital part of democratic governance, using the concept and practice of stakeholder engagement and popular participation to engage "citizens as partners". This two-way communication process takes into account multi-factor combinations and evaluation of multiple-criteria problems, promoting the interaction between government and the public and engaging the public in the decision-making and also facilitating collective intelligence and inclusiveness.

It must be used as "a process for modernization of local government and as a sustainable form of representation and public participation; putting power closer to people and strengthening citizens' rights; making government more accountable; and ensuring that public institutions are more representative" (DETR, 1998).

Above all, because transportation is linked to various aspects of public/common lives, it is very important for people to get involved in the decision making and planning in its different stages. Therefore, it means not only "to inform more", but also to collect opinions, experience and information from different viewpoints and always to have cooperation and dialogue between those with different skills.

1

1.1 TRANSGREEN approach in stakeholder engagement

According to the Eurosite Management Planning Toolkit,[1] the consensual/participative management planning approach can be achieved in different ways:

- consultation before the plan drafting begins
- cooperative working during the whole drafting process
- consultation following various stages of plan production
- consultation on completed draft plans.

TRANSGREEN approach considers the following main levels of participation:

1. access to information
2. consultation
3. active engagement and partnership

There are two main groups of stakeholders involved in the projects, citizen stakeholders and professional stakeholders.

Citizen stakeholders include the public on all scales and in the broadest sense, both directly affected stakeholders and non-directly affected public. Public participation programmes should aim to capture the full diversity of people within a community, not only people that are the most publicly active or socially capable, and to address the needs of specific groups, innovative and integrated participation techniques are required.

This definition is in line with the Aarhus Convention – UNECE Convention on the Access to Information, the public participation and the Access to Justice in Environmental Matters[2] and the EU Directive 2003/35/EC of the European Parliament and the Council on 26 May, 2003 on the public participation. The professional stakeholders are stakeholders with political responsibility (mayors, councillors), financial resources (public and private funds), authority by domain or by territory, skills and expertise (public administrators, universities, private sector) in transport and related domains (land use, environment, education, health, tourism, etc.) (Eltis, 2015).

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1   Eurosite Network (2004), Eurosite Management Planning Toolkit, complementary guidance: a handbook for practitioners, Copyright © E T Idle & T J H Bines - https://www.eurosite.org/

2   The "Aarhus Convention" grants the public rights regarding access to information, public participation and access to justice, in governmental decision-making processes on matters concerning the local, national and transboundary environment. It was signed on 25 June 1998 and it entered in force on 2001 in European Union.

An excerpt from the EU DIRECTIVE 2003/35/EC*, in specific from ANNEX V "Public participation in decision-making" public participation concerning plans and programmes

1. For the purposes of this Article, "the public" shall mean one or more natural or legal persons and, in accordance with national legislation or practice, their associations, organisations or groups.

2. Member States shall ensure that the public is given early and effective opportunities to participate in the preparation and modification or review of the plans or programmes required to be drawn up under the provisions listed in Annex I "Provisions for Plans and Programmes referred to in Article 2".

To that end, Member States shall ensure that:

a) the public is informed, whether by public notices or other appropriate means such as electronic media where available, about any proposals for such plans or programmes or for their modification or review and that relevant information about such proposals is made available to the public including inter alia information about the right to participate in decision-making and about the competent authority to which comments or questions may be submitted;

b) the public is entitled to express comments and opinions when all options are open before decisions on the plans and programmes are made;

c) in making those decisions, due account shall be taken of the results of the public participation;

d) having examined the comments and opinions expressed by the public, the competent authority makes reasonable efforts to inform the public about the decisions taken and the reasons and considerations upon which those decisions are based, including information about the public participation process.

e) the detailed arrangements for informing the Public (for example by bill posting within a certain radius or publication in local newspapers) and consulting the public concerned (for example by written submissions or by way of a public inquiry) shall be determined by the Member States. Reasonable time-frames for the different phases shall be provided, allowing sufficient time for informing the public and for the public concerned to prepare and participate effectively in environmental decision-making subject to the provisions of this Annex.

*(source: http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32003L0035&from=EN)

Stakeholders can affect and might complicate the decision-making process, so it is crucial to carry out a proper stakeholder mapping including the stakeholders' thematic involvement, impact and the relationship between them.

Stakeholders can be differently involved in and affected by the process.

- **The directly involved stakeholders** include the subjects who are affected by the decisions in a direct way, i.e. the decision regards them and their interests or properties. These include owners, responsible bodies, decision-makers, private subjects, enterprises or investors and funding providers.
- The second group **(indirectly involved)** comprises subjects who are not directly affected by the decisions, for example, groups or individuals who have an interest in or are affected by the building of infrastructure in general.

There are different tools for the involvement of these two groups; nevertheless, independently from this division, the logic remains the same, and it is to achieve collective decision making in form of partnership empowerment (phase 5 of the participation scheme below).

These tools can be divided into two main categories: **OFFLINE and ONLINE methods.**

In the first group there are tools serving as methods of involvement, such as face to face meetings; reports and conferences; direct questionnaires; traditional advertising and promotion techniques; co-design activities...

In the second group there are tools with the aid of the virtual network, such as internet platforms; websites for documents and information; virtual forum; online surveys, social networks...

Necessary, if not essential, is also the formulation of a glossary, as a common vocabulary for sharing information among all the participants across all fields of experience, during the different phases. What needs to be emphasized, though, is that even though the underlying principle is the same across the scales and sectors, the legal frameworks differ. Public participation is obligatory by the law on the access to information and the right to be informed. Following this logic, for instance, the owners are directly involved in different phases of the decision-making processes by a public hearing. The legal background and local practices need to be reflected in different respected phases as needed in accordance with the national and regional laws and the level of enforcement of these regulations.

The TRANSGREEN stakeholders approach considers continuous consultation and involvement in all stages of the project implementation since this approach also respects the highest degree of requirements of the "Aarhus Convention"; the Convention on Biodiversity and NATURA 2000 Directives, as well as other European strategies, as central part of the European green infrastructure[3]. The management of a sustainable transport development, the protection and enhancement of green infrastructure, and the planning and monitoring of integrated linear transport infrastructure play an important role in the EU's environmental, energy and climate, as well as socio-economic and inclusiveness objectives.

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3   European Commission (2015), Supporting the Implementation of Green Infrastructure - Report http://ec.europa.eu/environment/nature/ecosystems/docs/green_infrastructures/GI%20Final%20Report.pdf

The TRANSGREEN approach also considers crucial for the success of the engagement process to inform and involve stakeholders in the early stage in order to build the commitment and trust for future actions. Stakeholders in ideal case should be involved when all options are still open, and engagement should continue throughout the planning process. This might differ based on the scale of the project. If stakeholders are involved at a later stage of the process, or at the stage when the decisions have already been made, this can create a feeling of manipulation and increase distrust for future projects.

1.2 Benefits and barriers of stakeholder engagement

Complex local and global challenges and the current request of more sustainable solutions in transport planning require a more insistent involvement and a direct voice of the public and various stakeholder groups in decision-making.

As stated in the EU's Handbook of "Stakeholder management in successful transport decision-making"[4], in Europe, different approaches to transport decision-making are used:

- Vision-led decision-making: this is normally closely associated with an individual who has a clear view of the future for their city or region, and how this can be achieved.
- Plan-led decision-making: this is usually led by transport planning professionals. It follows a formal set of procedures and can become divorced from the concerns of many stakeholder groups.
- Objectives-led decision-making: here the focus is on achieving high-level objectives and identifying problems and barriers that need to be addressed.
- Consensus-led approach: this involves the active involvement of various stakeholders, in an effort to reach agreement at each stage of the decision-making process

In practice, it is possible to use a combination of these approaches, partly by intention and partly in response to changing circumstances. In a successful transport decision-making process, the promotion of a sustainable integrated management plan and public participation can help to:

- Promote local solutions to local challenges;
- Uncover the "hidden" knowledge of the community and identify needs and key concerns;
- Provide new perspectives on the issues and problems that are revealed;
- Avoid legal action against a project by residents or other people with concerns;
- Reduce costs and delays to a project;
- Identify stakeholder concerns early in the planning process when changes may be easier to make;
- Create productive partnerships between the project team, local community, businesses, government and other stakeholders;
- Empower stakeholders and create a "sense of ownership/belonging and citizenship";
- Improve public acceptance of the project;
- Create political credibility.

4   European Commission, CIVITAS Network, Successful Transport decision-making. A project management and stakeholders engagement Handbook - https://civitas.eu/sites/default/files/guidemapshandbookweb.pdf

Engagement of stakeholders in public participation brings knowledge about problems and needs into the planning process, it solicits the views of citizens on proposed options, allows the development of alternative solutions, and provides an opportunity for the public to discuss and understand complex issues. It enables better quality of decisions and creates a common basis for harmonized actions. It raises awareness about behavioural modes, helps to overcome conflicts and increases public support and social empowerment. Stakeholder engagement also increases the legitimacy of the planning and decision-making process as it enables a dialogue and deliberation about the issues. It also enables stakeholder's feedback on the acceptability and usefulness of management actions.

At the same time, however, structured public involvement is a demanding process, often accompanied by barriers which are mainly related to weak capacities and skills for participation, difficulties in reaching consensus, prolongation of the planning process due to the engagement, and increased costs.

(more on barriers and problems can be found in the latter part of this guideline)

1.3 Stakeholder participation principles

According to the "Guidelines on Stakeholder Engagement in Preparation of Integrated Management Plans" delivered by the Institute of the Republic of Slovenia for Nature Conservation, the following main principles are crucial for successful stakeholder engagement:

- Efficiency: The efficiency principle requires clear and well-designed procedures as well as a stakeholder engagement plan for informing, consultation, and active participation of stakeholders in the decision-making process.

- Inclusiveness and transparency: This principle requires an open and transparent engagement process and inclusion of a wide range of participants from the community with a special focus on the proper selection of key stakeholders and tailored consultation processes.

- Effectiveness: The effectiveness principle requires that stakeholders' views be taken into account and have a real impact on plan or policy development and implementation. In cases when there is no clear genuine role for stakeholders to play or when it is not sure that they can influence decisions, the involvement is not reasonable and could bring negative effects.

2

Procedure of public participation

The objective of the proposed procedure of public participation is to engage the stakeholders in the project. This needs to be done in gradual steps as it is a continuous process with its internal logic. All the steps need to be performed since one is related to another, as a continuum of interaction. The process needs to be efficient without unnecessary stages which can render the stakeholders uninterested after the initial stages.

The procedure has 5 main steps in which the decision makers are engaging with the stakeholders with one initial phase of stakeholder mapping which provides the essential early information about the stakeholders of the project. This part of the paper is devoted to description of the procedure including the recommended tools to be used to successfully achieve the successive phases and positively finish the participation procedure. Figure 1 describes the phases of the procedure and its internal logic and table 1 provides a sheet of main phases with a brief explanation of each phase which is to be used by practitioners as a tool for running the procedure in the projects.
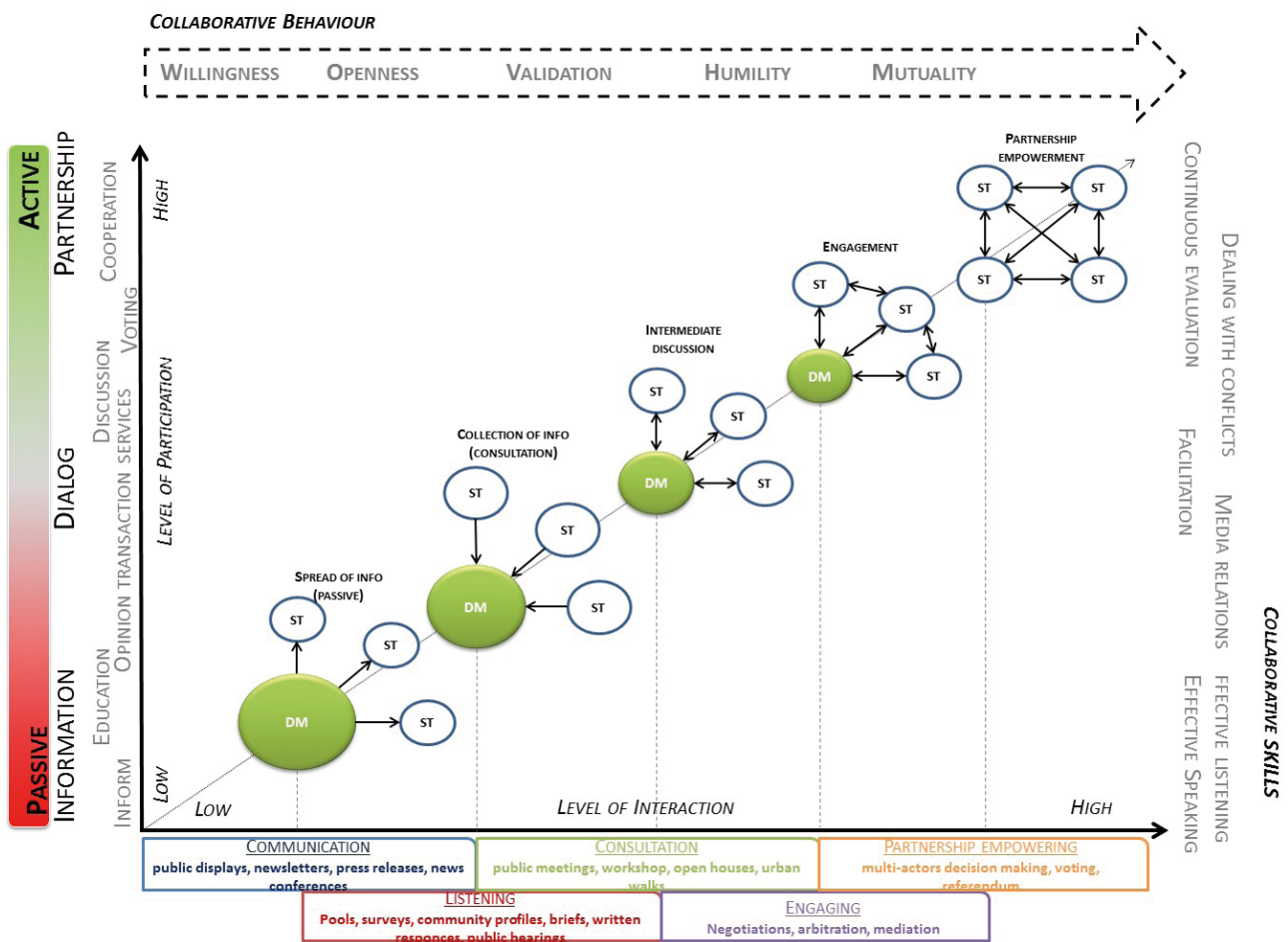

Fig. 1. Participation procedure (source: Finka et al, 2017) © SPECTRA CE EU

2.1 Phase 0 – Stakeholder mapping

When developing a participatory process, it is important to understand who is or could be affected by the decisions and the actions taken, and who has the power to influence their outcome. Therefore, before the beginning of the actual participation process, it is crucial to identify who are the key stakeholders and those who are directly or indirectly affected by the project.

The objective of this introductory phase is to establish who are the key stakeholders in the territory relevant for the project. Infrastructure planning itself is a largely complex endeavour and it is important to understand that participation increases the complexity of the whole project. Therefore, it is important to find the most relevant stakeholders to make the participatory process efficient.

Stakeholder participation is a tool which enables relevant stakeholders to get involved in the planning and delivery of innovative local solutions to local problems.

The involvement of the stakeholders has 5 main levels which can be interpreted as the steps in which the decision makers are engaging different stakeholders with different intensity and in different positions.

In the phase 0 it is important to identify all relevant stakeholders, which includes the decision makers, key players, NGOs, territorial and domain authorities etc.

This phase of the participatory procedure is taking place only within the team of decision makers and is not interactive as the rest of the phases. It maps out the stakeholders and sorts out their relevance to the project, first selecting them according to whether internal (directly involved in the planning, management, financing) and external stakeholders (public and private entities) and then deepening this distinction into direct and indirect economic relations.

Tools available for stakeholder mapping include:

- expert opinions,
- focus groups,
- interviews,
- self-selection,
- via events,
- check-list of the likely stakeholder categories or any combination of these tools.

It is important that communication is focused on awareness and instruction/involvement/training, ensuring that the information was coordinated, consistent and transparent. The following table **(Table 1)** is a tool for project partners when mapping the relevant stakeholders by the project. The table consists of several categories including the basic information about stakeholders, the type of the stakeholder, their position, the level of their involvement and their impact on the project. The table includes some pre-added options for stakeholder classification and should be perceived as a recommended format without being obligatory.

Table 1

Substantial stakeholders for transportation (based on Eltis, 2015)

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

The **Appendix 1** of this document contains a questionnaire for the field work.

It consists of several questions which are aiming to obtain the baseline information and should enable to compare a change in the stakeholders' knowledge and attitudes before and at the end of the TRANSGREEN project. The questionnaire is also guidance for the project partners who organize the local kick-off meetings.

Table 2
Stakeholder mapping tool

Stakeholders associated with/interested in the topic		Field of activity	Official role/responsibility	Type	Position	Impact		Importance*	Involvement		Level of involvement	
Name	Contact info					Positive	Negative		Direct	Indirect	Current	Desired
				Examples:	Examples:	X		Phase 1 +	X			
				consultant	citizen			Phase 2 ++				
				advisor	state body			Phase 3 +++				
				decision-maker	subject of law			Phase 4 ++				
				investor	professional			Phase 5 +++				
				broader public								
				interest group (NGOs, clubs, quasi-governmental body								
				voluntary activist								
				entrepreneurs (e.g. in forestry - forest business, agricultural enterprises)								
				owner								

*please, pre-asses the involvement in respective phase (+ interested; ++ very interested, +++extraordinarily interested)

See Appendix 2 for example of stakeholder mapping – case pilot area Kysuce-Beskydy (Czech Republic – Slovakia).

2.2 Phase 1 – Spread of information

Phase 1 **Spread of Information**	**Purpose**	to inform about the project, create basic groundwork for further steps
	Behaviour	willingness to participate
	Skills	effective speaking, ability to provide the right amount of information
	Tools and communication channels	newsletters, advertising, factsheets, press releases, social media

Fig. 2. Phase 1

The objective of the initial phase is to provide the public with objective and balanced information and to assist their comprehension on the project and the participatory process, about the possible alternatives and challenges. It is important to find the fine line between adequate amount of information and overwhelming the stakeholders with facts and resulting confusion and lack of interest.

Collaborative behaviour: The collaborative behaviour in the first phase is willingness on which the phase is built on. Willingness to participate is the objective of this phase, meaning that the provided information is aimed at catching attention and kindling interest of stakeholders to take part in the project.

Purpose of the phase: The purpose of this first phase is to inform the stakeholders about the project, its objective, its vision and how the project will continue. In this phase the stakeholders obtain appropriate amount of information which will familiarize them with the project and their role in the project. It is an initial stage which creates the basic groundwork for further steps.

Collaborative skills: The most important collaborative skill in the first phase is effective speaking and the ability to provide the right amount of information to catch the attention and to inform, but not exceedingly much to discourage the stakeholders. The information needs to be provided in a sensible way, sufficiently ahead of time and it needs to be delivered to the right stakeholders (which is the objective of the previous phase – stakeholder mapping.).

Tools: Using of newsletters, both via regular mail or emails, advertising in newspapers and on project websites, using fact sheets and other means of information delivery to stakeholders can be used.

Communication channels: More conventional channels such as leaflets or ads in newspapers can be used, together with press releases, fact sheets or newsletters; increasingly more effective and widely used is using the social media such as Facebook or Twitter.

Table 3

Tools for directly and indirectly involved stakeholders recommended in Phase 1

TOOLS - Direct Stakeholders	TOOLS - Indirect Stakeholders
Newsletters (mail or e-mail); Journal; Websites; Training on general topics of transport development and green infrastructure concept	Newspapers; Journal; Websites; Information Sheets

It is important to be aware that the choice of participation tool even in this phase should reflect country-specific or In other words sectoral law. Under the specific law we mean the EU/national/sub-national and specific sectors law (spatial planning law, building code, environmental protection law, Strategic Environmental Assessment (SEA), Environmental Impact Assessment (EIA), transportation law etc.).

2.3 Phase 2 – Collection of Information

Phase 2 **Collection of Information**		
Purpose	to inform and educate decision makers about inputs from stakrholders	
Behaviour	openness	
Skills	ability to listen effectively and openly	
Tools and communication channels	• pools, surveys, community profiles, briefs, written responses and online tools such as Public Participation Geoinformation Systems • public events, regular mail, social networks	

Fig. 3. Phase 2

The second phase is dedicated to collecting the responses and information from the stakeholders. It is an opposite process to the previous stage where the decision makers were the ones addressing the stakeholders. The stakeholders have obtained the introductory information and provide the first feedback stating their interest and willingness to collaborate.

Collaborative behaviour: The collaborative behaviour required from the stakeholders is openness, i.e. to be open about their ideas and opinions and express them to the decision makers to enable them to capture those and respond to them, incorporate them into the project and help to clarify potential confusion and prevent conflicts.

Purpose of the phase: The purpose of the second phase is to inform and educate the decision makers about the ideas, opinions and concerns from the stakeholders. It is one of the introductory phases which aims at establishing the initial cooperation and gain trust on which the successive phases are building on.

Collaborative skills: The collaborative skills necessary is the ability to listen effectively and openly. The first round of information collection captures a variety of feedback including not relevant feedback and it needs to be understood why it is so and help clarify potential misunderstandings for the future.

Tools: The available tools for collection of information include for example pools, surveys, community profiles, briefs, written responses and online tools such as Public Participation Geo-Information Systems (PPGIS) and other similar platforms enabling stakeholders to post their ideas using for them convenient ways.

Communication channels: Public events, regular mail, social networks (Facebook, Twitter etc.).

Table 4

Tools for directly and indirectly involved stakeholders recommended in Phase 2

TOOLS - Direct Stakeholders	TOOLS - Indirect Stakeholders
Surveys; Interviews Meetings; Financial Schemes and medium- long term time schedule; Briefs/Summary; Public Participation Geo-Information Systems (PPGIS); SWOT analysis /matrix (strengths, weaknesses, opportunities, and threats)	Community profiles; Public Participation Geo-Information Systems (PPGIS); On-line platforms/ tools; Summary report of stakeholders' opinion, motivation, ideas about TRANSGREEN topics. (Could be shared through media/social media for a more direct and effective communication)

2.4 Phase 3 – Intermediate discussion

Phase 3 **Intermediate discussion**		
	Purpose	to create a dialogue and foster transaction of opinions
	Behaviour	validation and justification of ideas
	Skills	mediations and facilitation
	Tools and communication channels	• public meetings, workshops, urban walks, open houses • public events, various interactive forms of discussion

Fig. 4. Phase 3

The intermediate discussion presents a significant change in the communication between the decision makers and the stakeholders. It turns one-way communication into two-way communication, i.e. a discussion and it increases the level of engagement of both sides in the participatory process.

Collaborative behaviour: The collaborative behaviour of the third phase is validation and parties are attempting to justify their ideas and opinions on the project and are clarifying their views.

Purpose of the phase: The purpose of intermediate discussion is to create the dialogue and foster transaction of opinions, i.e. facilitate the discussions under the rules of effective, open and inclusive conversation. The participants should feel appreciated and listened to and this way they are starting to become relevant and genuine partners in the project.

Collaborative skills: The necessary collaborative skills include mostly media relations and the ability to facilitate the discussions.

Tools: The available tools include public meetings, workshops, urban walks, open houses and any other formats of discussion which enables decision makers to debate with stakeholders.

Communication channels: Public events, any interactive form of discussions.

Table 5
Tools for directly and indirectly involved stakeholders recommended in Phase 2

TOOLS - Direct Stakeholders	TOOLS - Indirect Stakeholders
Face-to-face meeting; Workshops; interactive form of discussions	Public meetings/events; Urban walks; Open houses; Questionnaires; Postal and online survey

2.5 Phase 4 – Engagement

Phase 4		
Engagement	**Purpose**	to ensure partnership through dialogue
	Behaviour	humility and mutual respect
	Skills	conflict resolution, facilitation
	Tools and communication channels	• negotiations, arbitration and mediation • face-to-face meetings, virtual channels e.g. tele-conferences, Skype-meetings

Fig. 5. Phase 4

The fourth phase of participatory procedure is to engage the stakeholders with the decision makers. It is a process of closer involvement and direct work with stakeholders throughout the participatory process. The objective is to ensure the proper understanding and consideration of concerns and aspirations. The decision makers should work towards reflecting all relevant ideas and opinions in the project.

Collaborative behaviour: The engagement phase is based on humility and respect as the main guiding principles of the participatory process in this phase.

Purpose of the phase: The purpose of this phase is to ensure partnership through continuous dialogue in the form of discussions while respecting the views and concerns of stakeholders, and this way to prevent potential conflicts which could hinder the participatory process.

Tools: The tools to facilitate this phase include negotiations, arbitration and mediation to assist the dialogue and help to reach a consensus favourable for all parties.

Communication channels: direct face-to-face meetings mostly, including virtual channels such as tele-conferences, Skype-meetings etc. for cases where the physical presence of stakeholders and decision makers is not possible.

Table 6

Tools for directly and indirectly involved stakeholders recommended in Phase 4

TOOLS - Direct Stakeholders	TOOLS - Indirect Stakeholders
Training on specific topics and innovative tools of transport infrastructure planning; Action Planning; Face-to-face meetings; conference/tele-conference; Short-term Report	Public meeting; participatory workshops; Final Report

2.6 Phase 5 – Partnership, empowerment

Phase 5 **Partnership, empowerment**	**Purpose**	to foster cooperation in the project via partnership
	Behaviour	mutuality and support of participatory process
	Skills	conflict resolution, continuous evaluation of the process
	Tools and communication channels	• multi-actor decision making, voting or referenda • face-to-face meetings, virtual channels e.g. tele-conferences, Skype-meetings

Fig. 6. Phase 5

The last phase of the proposed participatory scheme is partnership and theoretically reaching the stage of empowerment of stakeholders in the participatory process. It is the higher level of cooperation in which the decision makers and stakeholders form a partnership where their role is more balanced. The scale of the project matters and in case of large infrastructure projects (with high public interest), equality between stakeholders and decision makers cannot be always reached. Nevertheless, partnership can be achieved where decision makers and stakeholders respect each other's opinion and aim for consensus. Transportation planning constitutes a sector of local governance with limited historical experience of involving the community in the policy process. This is, therefore, one of the main challenges of the project to allow citizens (public) to express their opinion, even if in possible contrast with institutional/governmental decisions. The more the sharing of sustainable project choices will be, the higher the empowerment capacity and partnership level will be.

Collaborative behaviour: The collaborative behaviour for the partnership phase is mutuality and the support of participatory process, acknowledging the strengths and weaknesses of the decision makers and stakeholders and working towards the common objectives as equal partners.

Purpose of the phase: The purpose of this phase is to foster cooperation in the project via partnership and empowerment.

Collaborative skills: The most important skills in dealing with conflicts which might arise, and continuous evaluation of the process using the feedback of all participants in the procedure to keep the momentum of the process and keep the actors involved.

Tools: The tools in the fifth phase include multi-actor decision making: voting or referenda. In this specific phase, the correct disclosure of information and the training of the involved public become very important. Sharing of specific skills is fundamental; professional knowledge and data are needed to enhance common ability to express a correct opinion and to take decisions also at technical and institutional level.

Communication channels: direct face-to-face meetings mostly, including virtual channels such as tele-conferences, Skype-meetings etc. for cases where physical presence of stakeholders and decision makers is not possible.

Table 7
Tools for directly and indirectly involved stakeholders recommended in Phase 5

TOOLS - Direct Stakeholders	TOOLS - Indirect Stakeholders
Multi-actor decision making; Voting/referenda; Meetings	Voting/referenda;

3

Problems and challenges

One of the crucial factors of success of any participatory efforts is the deliberation of risks and threats to participatory procedures and taking measures to eliminate them in the early stage. Ondrejicka & Ondrejickova (2014) on their case study of the city of Trenčín in Slovakia and the project "Trenčín Si Ty" argued for main problems as inadequate capacities of decision makers in participatory process preparation, problem of high-tide of public interest, trust of the public, language issues or finding the right leader of participatory initiative. The concluding section deals with these issues in a little more detail.

3.1 High-tide wave of public interest

The practice shows that frequently, when the participation process begins, there is relatively high interest from the stakeholders provided that the initial steps were done well (stakeholder mapping and informing). Nevertheless, the practice also shows that the interest of stakeholders decreases quickly, too, similar to the rising tide; it is large at first and then gradually decreases. As the process continues, only several individuals and organizations remain interested and participating. This happens often when municipality is leading participatory processes and catches the attention of its citizens who are attracted and then their attentiveness rapidly falls. This is caused by absenting experience of stakeholders, low trust in the process, perhaps too high expectations. Another issue is that stakeholders in general gather more quickly and more passionately against something (e.g. Not-in-my-backyard or NYMBY effect) than in favour of some project.

There is no one way to deal with this challenge and the recommended tools depend on the nature of the project, same as any participatory tool. Generally speaking, it is recommended to initially choose methods asking the stakeholders to approach the decision maker, such as public discussions, urban walk method etc. This can also be against something, but the participation process leader needs to change the motive into something positive to keep the momentum and keep stakeholders interested, to strive for finding a solution and consensus about the core issue. As the topic might 'get old' and make stakeholders less and less interested, it is possible to change the method to keep the attention of stakeholders through interesting form of participation, e.g. focus groups or event activities. The stakeholders often do not feel interested in direct participation in the form of vocalizing their opinion; therefore, tools such as a pin-wall with flashcards where stakeholders can write and pin their ideas might be beneficial idea, too. Last but not least, it is crucial to keep an eye on fostering the trust between the decision makers and stakeholders, to make stakeholders feel listened to and appreciated.

3.2 Trust, apathy and scepticism of the public

Low level of trust of citizens and other stakeholders is a common problem in Central and Eastern Europe countries. This is obvious from any previous participatory processes where stakeholders enter these processes already with apathy and mistrust in the process, often thinking that it is just a formal process and the decision had already been done. Working on increasing the level of trust therefore becomes a key issue to be focused on to produce solutions inspired by citizens reflecting their needs and expectations.

The whole process of participation is in a way a process of trust building between the decision makers and stakeholders, inherently a two-way process. Keeping this in mind, it is important that also the decision makers trust the process and be genuinely interested in the participatory processes. There are three recommendations to ensure the authenticity of the participation:

- openness and constant flow of information among decision makers and stakeholders, enabling their participation in each phase of the process using adequate tools and methods, focus on both professional stakeholders and groups with wider interests and less knowledge about the issue in question.
- there should be a clear declaration of interest from decision makers and subsequently clear demonstration of significance the decision makers are putting on the participatory process. This can be done in several ways, for example using legal urban planning tools to reserve the land designated for a particular project or any other way where the key decision maker exhibits their determination and openness for the project and its participatory component.
- it is important thatcooperation with institution or individuals be established who are respected by the community (local leaders) who could give help gaining trust of stakeholders in the process.

3.3 Non-unified terminology

Spatial and economic development of the territory is a multidisciplinary field with wide range of issues being considered and it is a field of study for various disciplines. All this complexity makes it difficult for stakeholders to understand the issue in question on the one hand, and on the other hand, even to find a common language (also known as a problem "I don't understand the language of your tribe"). For participatory methods it might create a problem of not understanding the key terms, mis-understanding the projects or it contributes to disinterest of stakeholders to participate in the project. Moreover, this is also a problem for professional stakeholders from various fields who are not familiar with the key terms or interpret them in different ways.

It is important to keep in mind the need to unify the terminology and explain the key terms to create common baseline knowledge for stakeholders. When publishing materials in all phases of the participatory process, the language of these materials needs to be fit for the recipients and include glossary of key terms which might cause misunderstandings. This way it is ensured that all the actors involved in the participatory process are on the same page language-wise and it is possible to con-siderably reconcile potential problems in the initial phases. During public events, in the beginning, it is beneficial to formulate the problem, objective or basic points of departure in simple and compre-hensive language. Additionally, it is recommended that a discussion facilitator/mediator familiar with the project and able to capture these misunderstandings in the language be used and explain it even repeatedly during the process.

3.4 Long road to success

Planning the projects often stretches over a longer period of time and, moreover, their impact shapes the territory for even longer. Therefore, there is always a risk that the launched initiatives do not meet their objectives, they are changed during the project lifetime and in the end they do not turn successful. Frequently, their unsuccessful delivery is coded in the initial stages. When the continuity of the project is not ensured and the project misses the necessary strategies and actual measures in accordance with the vision and objectives, the outcome might not meet the desired objectives.

The factor of success in projects often lays in a resolute decision of the project leaders as the main decision makers to launch a long-lasting project including participatory process where the stakeholders are directly included during the whole period of the project. The precondition of a successful project is a well-defined and accepted vision which is adhered to during the whole project. The vision can be already formed together with stakeholders and this way be more welcomed and accepted. Additionally, the decision makers need to aim at continuous participatory process and stay in touch with stakeholders from the beginning to the very end to ensure the continuity of the project and their involvement.

3.5 Voice of the public

The age-old problem of democracy and its forms of voting and discussions is the problem of the voice. The voice of vocal minority vs. the silent voice of majority. In other words, to recognize the seeming majority of stakeholders in favour of some particular solution, seeing behind the hidden interests and to identify the true majority of votes in the participatory processes.

To accomplish this, it is crucial to be very careful when summarizing the results from participatory events and to provide means for more shy stakeholders to express their opinion, rather than favour seemingly easier method of letting speak those who want to speak, but to moderate the discussions and balance out the opinions.

To conclude, it is necessary to reiterate that any participatory effort is a lengthy process which is ongoing from the very beginning of any project until the very end of the project period and oftentimes it continues after the project completion in monitoring and evaluation.

4

Glossary

Consensus	An outcome from group decision-making in which the group develops an agreement that is good enough (though not necessarily perfect) so that all of the people at the table are willing to support it.
Dialogue	An exchange of views and opinions to explore different perspectives, needs and alternatives, with a view to foster mutual understanding, trust and cooperation on a strategy or initiative
Engagement	A process in which a subject builds and maintains constructive and sustainable relationships with stakeholders impacted over the life of a project.
Facilitation	A process used to help a group of people or parties to have constructive discussions about complex, or potentially controversial issues. The facilitator provides assistance by helping the parties set ground rules for these discussions, promoting effective communication, eliciting creative options, and keeping the group focused and on track.
Local communities	Refers to groups of people living in close proximity to a project that could potentially be impacted by a project.
Non-Government Organisations (NGOs)	Private organisations, often not-for-profit, that facilitate community development, local capacity building, advocacy, and environmental protection.
Partnerships	In the context of engagement, partnerships are defined as collaboration between people and organisations to achieve a common goal and often share resources and competencies, risks and benefits.
Public participation	A process that consists of a series of activities and actions conducted by a sponsoring agency or other entity to both inform the public and obtain input from them. Public participation affords stakeholders the opportunity to influence decisions that affect their lives. Other terms for public participation include public involvement and public engagement.
Stakeholder	Any group or individual who can affect or is affected by a company and its activities.
Stakeholder engagement	The process used by an organization to engage relevant stakeholders for a clear purpose to achieve accepted outcomes. Stakeholder engagement drives strategic direction as well as operational excellence.

Based on (EPA, n.d.; European Bank for Reconstruction and Development, 2014; International Health Terminology Standards Development Organisation, 2013).

5

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5

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5

6

Appendix

Appendix 1

QUESTIONNAIRE

What is your job, field of expertise?

    a)   Nature protection

    b)   Landscape planning

    c)   Roads/Railways planning or Administrating

    d)   Police

    e)   Hunting/Game management

    f)   Agriculture

    g)   Other: ....

How long have you been working in this field?

    a)   0 – 4 years

    b)   5 – 10 years

    c)   11 – 20 years

    d)   More than 20 years

How will you evaluate your knowledge about following topics?

	Good	Basic	Low/Zero
a) Biology and ecology of wild animals	☐	☐	☐
b) Migration of wild animals	☐	☐	☐
c) Habitat fragmentation	☐	☐	☐
d) Impact of transport on wild animal species	☐	☐	☐
e) Ecological corridors and fauna passages	☐	☐	☐
f) Technical measures to secure safe migration of wildlife through the traffic routes	☐	☐	☐
g) Lawn on green infrastructure/ecological corridors	☐	☐	☐

6

How do you perceive capacity of existing road infrastructure system in your region in comparison to traffic intensity?

a) Traffic intensity is below road capacity

b) Traffic intensity is at road capacity

c) Traffic intensity is over road capacity

d) I do not know

How do you perceive capacity of existing rail infrastructure system in your region in comparison to traffic intensity?

a) Rail intensity is below road capacity

b) Rail intensity is at road capacity

c) Rail intensity is over road capacity

d) I do not know

When we talk about conflicts between traffic and wildlife, what do you personally consider first? (check one or more answers)

a) Safety on roads, insurance events

b) Animal mortality on roads

c) Threatening populations of wild animals

d) Eco-ducts, green bridges, overpasses, underpasses etc.

e) Fencing

f) Restrictions

g) Others:...

h) I do not know

What do you think about the conflict between traffic and wildlife in your area?

a) It is a big problem and it is necessary to adopt some measures to solve it

b) It is a problem, but to solve it is not so urgent

c) It is not a problem that we should pay a special attention to

d) I do not know

If you consider there is a conflict between traffic and protection of wild animals, what do you think is a major obstacle to solve the problems?

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a) Money

b) Legislation

c) Lack of capacity

d) Lack of knowledge

e) Others: ………………………………………………….

f) I do not know

If there is a consultation or public hearing concerning new development plans, projects, spatial planning, etc. are you participating actively?

a) I must participate because it is part of my profession/work

b) I participate often as a non-professional stakeholder, interest group member, local community, citizen….

c) I participate but only rarely

d) I do not participate

What are your expectations from the meeting?

a) To gain new information and knowledge about wild animals, traffic, conflicts between them, ecological corridors etc.

b) To have a possibility to discussed relevant problems (safety on roads, mortality of animals on roads etc.)

c) To make new contacts

d) To gain information about the TRANSGREEN project

Would you like to receive more information about the TRANSGREEN project regularly?

a) Yes, via: Email ☐   Newsletter ☐   Web ☐   Newspaper ☐

Other: ………………………………………………………………………….

b) No

Questionnaire developed by Tereza Thompson, Barbara Immerová, and Hildegard Meyer

Appendix 2

Example of stakeholder mapping – case pilot area Kysuce-Beskydy (The Czech Republic – Slovakia)

The Czech Republic	Slovakia
Field of nature protection	
There are two levels of administrative structures on regional level which are important from the viewpoint of the project goals:	
The Ministry of Environment of the Czech Republic	The Ministry of Environment of the Slovak Republic
The Nature Conservation Agency of the Czech Republic (NCA)	The Slovak Environmental Inspection
	The State Nature Conservancy of the Slovak Republic
	District Offices with regional competences
	District Offices
	Municipalities
Field of transport development	
The Ministry of Transport of the Czech Republic	The Ministry of Transport and Construction of the Slovak Republic – Department of Traffic Infrastructure
Road Administration of Moravian – Silesian Region	National Motorway Company (NDS)
Roads Directorate of Zlín Region	Slovak Road Administration (SSC)
Roads and Motorways Directorate – Administration Ostrava, Zlín, Brno	Railways of the Slovak Republic (ŽSR)
Railway Infrastructure Administration – General Directorate	Transport Research Institute (VUD)
Railway Regional Directorate Ostrava	Self-Governing Region (SGR) – Department of Transport
Railway Regional Directorate Olomouc	Municipal Office - Department of Transport
Railway Construction Administration East	District office with regional competences – Department of Transport
	District offices – Department of Transport
	Police – Regional offices –Department of Transport
	Police – District office – Department of Transport
Field of spatial planning	
The Ministry of Regional Development of the Czech Republic	The Ministry of Transport and Construction of the Slovak Republic
Regional District Administration Offices (Moravskoslezský, Zlínský, Olomoucký)	Self-Governing Region (SGR) – Department of Spatial Planning
Regional District Administration Offices (Moravskoslezský, Zlínský, Olomoucký)	District office - Department of Spatial Planning
All other municipalities	Municipal Offices - Department of Spatial Planning
	Regional Development Agency
Other stakeholders	
Friends of the Earth Czech Republic – Olomouc local group	Hunters Association in Regions
	NLC – National Forest Centre
	Owners & land users – Farmers and Entrepreneurs
	Fatranský spolok

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Project Partners

Austria – WWF Central and Eastern Europe (former WWF DCP, project lead)
Czech Republic – Friends of the Earth Czech Republic – branch Olomouc, Nature Conservation Agency, Transport Research Centre
Hungary – CEEweb for Biodiversity
Romania – Association "Milvus Group", WWF Romania
Slovakia – National Motorway Company, State Nature Conservancy of the Slovak Republic, SPECTRA – Centre of Excellence of EU – Slovak University of Technology in Bratislava

Associated Strategic Partners

Austria – Ministry for Transport, Innovation and Technology
Czech Republic – Ministry of the Environment
Hungary – National Infrastructure Developing Private Company Ltd.
Poland – Ministry of Infrastructure and Construction
Romania – Ministry of the Environment, Ministry of Transport
Slovenia – Ministry of Infrastructure
Ukraine – Ministry of Ecology and Natural Resources, Transcarpathian Regional State Administration – Department of Ecology and Natural Resources