



## D2.1

# Stakeholder Involvement Handbook

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## 1 Introduction

The AENEAS project's objective is to become a reference project in the field of urban mobility in ageing societies. Bringing together leading European players in the field of older people's mobility, AENEAS will improve the attractiveness of sustainable transport and will contribute to modal shifts towards energy-efficient modes of transport among the generation 50+. Most initiatives covering the topic of ageing societies and transport so far had a research character and rather focused on accessibility and infrastructure. Unlike these projects, AENEAS will develop concrete soft measures to be taken up by other European cities and municipalities. Providing a broad range of activities, all these local measures will address one common issue: How can alternatives to the private car fit older people's requirements and how can senior citizens be motivated to use them? In AENEAS, the cities of Donostia-San Sebastián, Kraków, Munich, Odense, Salzburg and their supporting organisations will also implement concrete on-site measures.

However, it has become clear to the partners that due involvement of stakeholders is a key to success. It needs to be considered that older people are somewhat reluctant towards classical tools of marketing and awareness raising. They really need to be personally addressed and involved for behavioural changes to be achieved. On the other hand, multipliers like older citizens' associations can help you to break the ice, while other stakeholders may not be aware of which role they play in older people's daily mobility.

The MESsAGE project (State of the Art, p.58, 2007) has described the benefits of stakeholder involvement as follows (and AENEAS agrees with this): "From a pragmatic point of view, the main benefit of citizen participation is that it creates a widespread support, which increases the acceptance and legitimacy of policy plans. By making citizens responsible for the achieved results, resistance against incorporated decisions can be avoided. They would better understand the need for a certain project and perhaps be more willing to accept compromises. Also, it can reduce the lack of trust in governmental institutes."

The AENEAS Stakeholder Involvement Handbook is intended to encourage organisations which are not familiar with stakeholder involvement to try out some of the tools and techniques in their own projects. Since excellent work has been done in this field before, this document is largely building on these experiences, however focusing on older people and relevant stakeholders respectively. For further reading, please see the recommendations at the end of this handbook.

## 2 Who are stakeholders?

### 2.1 Definition

Stakeholders are actors with a specific interest - articulated or not - in the development of a (transport) policy or measure. This implies a broad range of public and private organisations (authorities, universities, chambers, associations, enterprises, etc.), individuals (experts, politicians), the media as well as citizens. Stakeholders can be organisations or individuals.

The efficiency and effectiveness of any given policy implementation largely depends on the level of agreement between the stakeholders concerned, which makes cooperation a necessary condition for success.

For some of these actors, cooperation is certainly every-day practice and partly also regulated e.g. between local government agencies. However, considering the range of interests evoked above it is immediately clear that many important stakeholders are actually not (or only marginally) involved in policy development and implementation processes. At the same time, even those actors involved often actually work in parallel policy implementation processes without achieving desirable cooperation concerning a common policy topic, e.g. transport. Of particular interest are therefore all forms of cooperation that clearly transcend common practice, showing one or several of the following characteristics:

1. Voluntary participation of stakeholders across (sectoral, administrative) boundaries;
2. Broad involvement of citizens and civil society;
3. Involvement of private sector organisations; and/or
4. Institutional innovation, thus going beyond legal or procedural requirements.

The growing concern for stakeholder cooperation that shares all four characteristics represents a common trend in European cities, although there is still much to be learned and more practical experiences are urgently needed (Wolfram, 2003).

### 2.2 Stakeholder categories

Stakeholders can be categorised along different aspects. Often used terms are primary stakeholders or key stakeholders.

Primary stakeholders are for example organisations or individuals ultimately affected (positively or negatively) by a measure implementation, i.e. citizens, enterprises, schools, or for example people who live, work or spend time in or near to an area which may be affected. In other words, these are often people with high stake, but low influence.

Key stakeholders are organisations or individuals with a strong power position and major influence due to their political responsibility, financial resources, authority, skills and/or expertise (e.g. city administration, developers).

In addition to these categories, the role of existing local champions has to be considered in detail. Local champions are key individuals who may play a significant role in mobilising resources, creating alliances, etc. due to their personal skills and the recognition they receive among local actors. In practice, such persons can have an extraordinary influence on the process, both positively and negatively, so that their role requires an early strategic assessment (PILOT, SUTP manual, 2007)

To identify the stakeholders for a process, the following reasoning derived from GUIDEMAPS might be helpful.

There are generally six reasons why people might see themselves as affected by an issue and then choose to participate in an engagement process:

- *Proximity*: People who live, work or spend time in or near to an area which may be affected;
- *Economic*: People whose business, livelihood, property value or cost of living may be affected;
- *Use*: People who use or may use transport or other facilities which will be affected;
- *Social/environmental*: People who may be affected by secondary impacts;
- *Values*: People who have a moral, religious or political interest in the project or its effects;
- *Legal mandates*: People who are legally required to be involved in the process.

Apparently, stakeholder identification is not a task that can be concluded once and for all at the beginning of a process. It rather needs to be taken up repeatedly when scenarios and policy options become more concrete, and implications for stakeholders can be assessed more accurately. Even for some key actors, a re-assessment may turn out to be necessary in consequence of changing circumstances.

This is especially important for AENEAS, since some of the local activities do pioneer work in the field of older people and sustainable mobility. Therefore the involvement of stakeholders, particularly the participation of older people, might evolve during the project, starting with the planning of the measure, the realisation and the ongoing process afterwards.

Stakeholders can not be generally categorised, either. However they can be roughly classified under four broad categories: government/authorities, businesses/operators, communities/local neighbourhoods and other. Examples of each are shown in the following table.

Typical stakeholder groups involved in transport projects based on GUIDEMAPS			
Government/ Authorities	Businesses/ Operators	Communities/ Local Neighbourhoods	Others
European Union	National Business Associations	National Environmental NGOs	Research institutions
Ministry of Transport	Major Employers	Motorist Associations	Universities
Other National Ministries	Private Financiers	Trade Unions	Training institutions
Regional Government	International/national business	Media	Experts from other cities
Local Authorities	Regional/local business	Local Authority Forums	Foundations
Neighbouring Cities	Local Business Associations	Local Community Organisations	
Local Transport Authority	Small Businesses	Local Interest Groups	
Traffic police	Retailers	Cycle/Walking Groups	
Other Local Transport Bodies	Utility services (e.g. electric, telecoms)	Public Transport User Groups	
Other Local Authority Bodies	Engineers/contractors	Transport Users	
Politicians	Transport Operators/providers	Citizens	
Other Decision-Makers	Transport Consultants	Visitors	
Partnership bodies	Car sharing companies	Citizens in Neighbouring Cities	
Project Managers	Bicycle rental operators	Disabled People	
Professional Staff	Other mobility providers	Landowners	
Emergency services		Transport Staff	
Health & Safety executives		Parents/children	
		Older people	

### 3 How to identify stakeholders?

Stakeholders provide valuable inputs to the development of a project. Older people, for example, can provide specific knowledge on their needs, which a transport engineer or urban planner may not be familiar with. The term “stakeholder” is important since it implies something beyond the more traditional definitions, such as user or resident. A stakeholder can have a direct or indirect interest in a project.

Due to GUIDEMAPS, effective management of stakeholder involvement is important for a project for the following reasons:

- Stakeholders bring a wide range of skills, knowledge and experience to the project. If well managed, this can help to make the project more successful;
- Stakeholders play a significant role in the project process. Ensuring that they have a good understanding of the objectives of the project they can improve the quality of decision-making;
- Good management of relationships with stakeholders is an important way to ensure that opinions are based on the merits of the project itself, reducing opposition;
- Establishing and maintaining good relationships with these groups can allow complaints and issues to be addressed at an early stage and the project design to be improved; and
- Good management of relationships with stakeholders helps to avoid some potential problems.

Where stakeholders are not identified, the following problems can occur:

- Important issues may be overlooked or under-prioritised;
- Significant opposition could arise as people feel they have not had the opportunity to be involved;
- Designing a scheme that does not best address the concerns and priorities of everyone affected by the project;
- Ownership from stakeholders of the process and support for the subsequent decisions made could be lost if key stakeholders are excluded;
- Stakeholders may resent decisions made and subsequently could delay or maybe even stop the project from being implemented; and
- Identifying the stakeholders for a project will determine the engagement activities that will be undertaken; if this fails to take place, the activities may be targeted at the wrong audience

(GUIDEMAPS stakeholder engagement handbook, Volume 2)

It is essential that a preliminary set of stakeholders is identified at an early stage to contribute to the engagement planning process. In some cases stakeholders, such as local residents, may only be identifiable once design options have been generated.

It is important to review the range of stakeholders involved in the project throughout the decision-making process, as this will change as the details of the project are refined. It is also important to evaluate the success in identifying stakeholders once the scheme is implemented. Careful evaluation of the project should allow the identification of any additional groups who have been adversely or positively affected by the measures introduced (GUIDEMAPS, stakeholder engagement handbook, Volume 2).

## 4 How to involve?

Working with stakeholders can nowadays be considered common practice – yet often only particular stakeholders are involved. In many cases, only mobility transport planners and sometimes older people organisation representatives have a say, while other stakeholders are ignored, particularly non-organised older people. However, it is important to involve all different types of stakeholders throughout the whole process, addressing their specific requirements. Especially in the field of the AENEAS, project a great variety of stakeholders can be identified. First of all older people themselves should be involved. They can contribute important knowledge. They can judge if a planned measure or project considers their need. But medical associations can also contribute specific knowledge. Health problems are a big issue for older people and the planned measure or project should address these requirements. Moreover, institutional stakeholders like e.g. transport and urban planners, police, politicians or administrations are important

A dedicated strategy is needed, drawing on different formats and techniques when dealing with authorities, private businesses, civil society organisations, citizens or all of them together.

This requires a well-structured involvement of all stakeholders throughout all stages of the process. A planning culture needs to be created, based on regular communication, mutual consultation and cooperative decision-making.

Therefore suitable decision-making stages, formats and methods for involving all different stakeholder groups have to be identified and scheduled. In the AENEAS project, proposed forms are e.g. coffee parties, roundtables or organised walks and site visits (see chapter 8). Moreover, involvement activities as part of common planning practice need to be established. Different involvement tools and techniques have to be considered and the most suitable ones have to be selected for the process. Try to conclude the planning of main involvement activities before initiating a process.

It is crucial to avoid participation gaps. A participation gap exists if certain groups are underrepresented while others are overrepresented in a process. This may lead to the effect that their requirements and ideas are also weighted higher than others, inconsiderate of their actual role in society. In general, educated middle-class men tend to be overrepresented in participative processes. Moderators of participative processes therefore need to achieve balance in terms of quantity (i.e. a certain group is represented in a way that reflects its actual share in society) and quality (i.e. to avoid that certain stakeholders predominate others in meetings and events).

In detail, due to PILOT (see p.19 of this document) the following aspects should be considered:

- Choose a mix of appropriate tools and techniques to communicate your approach to different stakeholder groups at each step in the process, bearing in mind a more pro-active exchange of information and views, leading to better outcomes and minimising delays.
- Consider working together with key stakeholders in a permanent 'steering group', giving them a thorough understanding of the process from the outset, on which to base their advice and cooperate on the 'best' decisions. Establish a (technical) 'sounding board' for important intermediary stakeholders (transport operators, interest representatives, private developers or external specialists/ administrations) and regularly conduct (in)formal meetings or briefings to inform stakeholders or ask feedback to set the framework key decisions.

- However, a more holistic approach to using a ‘sounding board’ can also be valuable in case of engaging smaller primary stakeholder groups, e.g. by focus group techniques, citizen juries or workshop sessions.
- Incorporate a feedback loop into the engagement activities and identify how and when you will keep stakeholders informed of key project stages, activities and milestones. By doing so, stakeholders can see how their views, opinions and issues are carried forward into the process.
- Specify how evaluation of the involvement strategy will be undertaken during and after the engagement process. Evaluation should consider both the process (i.e. use of techniques) and the outcomes (i.e. information gained from the process).
- The team responsible for the process should coordinate all stakeholder involvement activities. Nevertheless, specialists with particular skills in communication and outreach activities may be subcontracted for general planning, implementation and evaluation tasks, as well as for particular involvement procedures, e.g. when it needs to tackle communication barriers.
- Reserve an appropriate budget for all involvement activities during the process

However, stakeholder involvement also needs to be reactive to respond to the ever changing external environment. Due to GUIDEMAPS, the following should be taken into account to avoid or overcome potential problems:

- A commitment should be given to provide consistent and transparent information to all stakeholders throughout the lifetime of the process. One of the biggest problems come up when, after bringing together various stakeholders through the engagement process, there is no follow-up and the flow of information and sense of involvement ceases.
- Stakeholders are vital sources of information and should always be encouraged to participate in a process, even where they are fundamentally opposed to it. Furthermore, any project can be improved through a process of critical analysis. Processes that fail to respond to criticism can become really unpopular, creating major opposition.
- Breakdown in communication between the team responsible for the process and the decision-makers is a frequent cause of problems. It can lead to a lack of political support for the process, or unwillingness to face up to the opposition. Even where decision-makers are represented on the project management team, do not assume that the process has the full support of the decision-making body as a whole. These people should regularly be engaged as the process progresses to ensure continued support.
- The agendas of the stakeholders will not always be the same as those of the process management team. Understanding what motivates the stakeholders is a major step towards overcoming external barriers. Bringing the groups together, using various engagement tools like visioning exercises, will help to illustrate opposing views and can engender greater understanding between stakeholders of their respective points of view.

## 5 Levels of Involvement

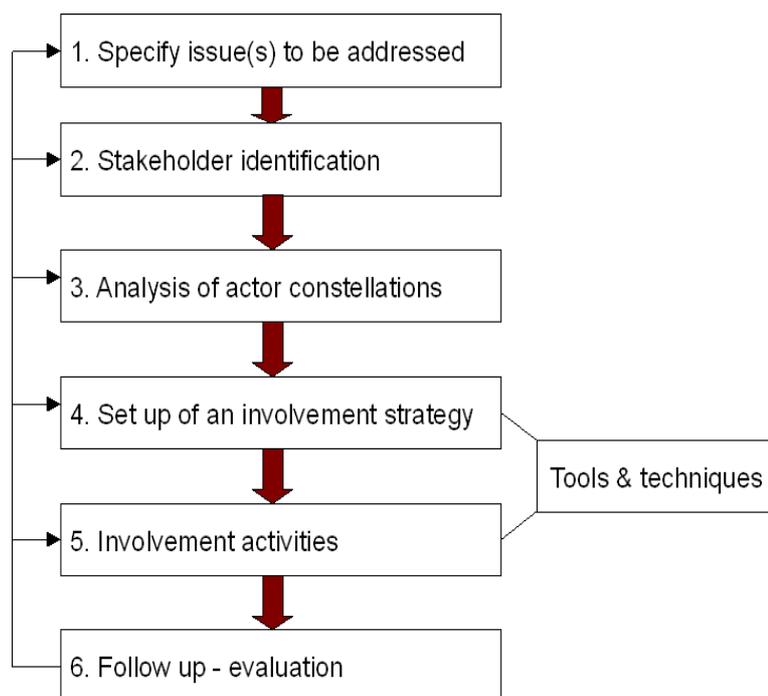
Stakeholder and Citizen Involvement have become rather fashionable in transport planning these days. Most mobility related projects integrate participative elements in their set-up. Taking a deeper look, it becomes clear, however, that there are very different levels of engagement. A public meeting simply informing citizens about policy measures cannot be put on the same level with complex participative decision making processes. In order to describe this, Arnstein (1969) has developed the so called “ladder of citizen participation”. This model has been taken up by various authors, e.g. Edelenbos and Monnikhof (2001, according to MESSAGE State of the Art, 2007) who defined five sublevels of participation:

- *Informing*: Citizens and stakeholders are only informed about (planned) activities by politicians and decision makers, but cannot influence the planning process;
- *Consultation*: Decision makers seek discussion with citizens, the results however don't consist of any commitment from the official side;
- *Advise*: Citizens may develop solutions and report problems to decision makers. Their input will be considered by the decision makers, they, however, still have the final decision;
- *Co-produce*: Decision makers and citizens jointly agree on issues to be solved and adequate solutions. The decision makers commit themselves to these solutions;
- *Co-decide*: Decision making bodies leave the policy planning to the citizens and only keep an advisory role. The results, however, need to be in-line with certain preconditions (policy framework).

## 6 How to start? Key steps

The following chapter shows in a practical way how stakeholder involvement can be carried out.

Six steps are described that are considered to be crucial for an appropriate involvement as shown in the figure below. Steps one to three deal with the question “Who to involve?” while steps four to six answers the question “How to involve?”



S. Bührmann, Guidance for Stakeholder Involvement, CIVITAS-CARAVEL project

### Step 1: Specify issue(s) to be addressed

Find out about

- People and groups that have a concrete “stake” in your specific issue
- Stakeholders are defined and identified in relation to your specific issue

### Step 2: Stakeholder identification

Put together a long list of stakeholders, identifying those who:

- Are affected by, or significantly affect, the issue;
- Have information, knowledge and expertise about the issue; and
- Control or influence implementation instruments relevant to the issue.

Identify from the list the following categories

- Primary stakeholders: Who would ultimately become affected by your measures – positively or negatively (e.g. citizens in general, different social groups or professions, city districts, business branches, individual organisations ...)?
- Key actors:
  - Who has the political responsibility (mayors, councillors, other authority levels)?
  - Who has the financial resources (public and private funds)?
  - Who has the authority (by domain or territory)?
  - Who has the skills and expertise (administrations, universities, private sector ...)? – considering transport and related domains (land use, environment, education, health, tourism ...).

**Step 3: Analysis of actor constellations**

- Analyse the long list along different criteria or attributes (interest, power, influence on each other, coalitions)
- What are the objectives of the stakeholders? (Hidden agendas?)
- What may they lose or gain?
- Systematic analysis of actor constellation
  - ⇒ Conflicts of interests or potential coalitions become clearer
- Determine clusters of stakeholders
  - ⇒ May exhibit different levels of interest, capacities, and relevance for the issue;
- Use different tools available, e.g. Influence-Interest matrix (see figure below)

The mapping of stakeholders can be easily carried out by creating an Influence-Interest-Matrix. In this diagram, the influence and the interest of a stakeholder is represented. A cluster analysis shows possible gaps in the stakeholder selection. Most important is to involve stakeholders who have a high influence and a high stake, while stakeholders with low influence and a low stake have lower priority.

***Influence-Interest Matrix***

	Low Influence	High Influence
Low Stake	least Priority Stakeholder Group	useful for decision and opinion formulation, brokering
High Stake	important stakeholder group perhaps in need of empowerment	most critical stakeholder group

#### **Step 4: Set up of an involvement strategy**

Verify analysis and assess stakeholders' availability and commitment.

Keep in mind:

- Consider role of key individuals who may play a significant role ("Local Champions", see Pilot, SUTP manual, 2007)
- Stakeholder analysis needs to be taken up repeatedly when scenarios and policy options become more concrete and implications for stakeholders can be assessed more accurately

Devise involvement strategy for mobilising and sustaining effective participation of stakeholders.

- Stakeholder analysis needs to be translated into a sequence of concrete steps in an involvement strategy
- Consider comprehensive stakeholder involvement in all project stages – limit where necessary
- The Involvement strategy specifies:
  - When and how stakeholders will be involved
  - The way in which involvement will be undertaken
  - The roles and responsibilities of all stakeholder groups to be involved
  - What skills are required (internal/external) to manage the process
  - Timing
  - Reporting procedures
- The key questions for involvement strategies are:
- Are there opportunities for communities to influence the decision-making process?
- Is engagement necessary/ helpful? Or is another approach more adequate (e.g. a marketing campaign)?
- What level of engagement is necessary and/or desirable?
- How confident are project managers that they know what the concerns of the stakeholders are?
- What resources exist to support the engagement strategy?
- How can the community itself provide input into deciding what level and form of engagement is appropriate?

#### **Step 5: Involvement activities**

Common practice is often:

- Low level legal requirements
- Involvement often on the level of information provision, public meetings, press releases, letters, notices and signs
- Involvement of stakeholders relatively late in the planning process

Common problems are:

- Disproportionate weight of some actors
- Exclusion of some actors, lack of empowerment for weak actors
- Late involvement can lead to opposition in later project stages
- Lack of credibility

However, innovative features are:

- Voluntary participation of stakeholders across (sectoral, administrative, authority) boundaries
- Involvement already in earlier project phases
- Broad involvement of citizens and civil society
- Involvement of private sector organisations
- Institutional innovation going beyond legal or procedural requirements

A wide range of tools and techniques is available (see figures below taken from GUIDEMAPS)

Consider involvement during all project stages, but appropriate time and level depend among other things on:

- Aims of involvement
- Stakeholder groups to be addressed
- Time-frame for planning and implementation
- Confidentiality of information

#### **Step 6: Follow up and evaluation**

- Keep stakeholders informed of key project stages to show how their views, opinions and issues are carried forward
- Incorporate feedback loop into engagement activities

Specify when involvement strategy will be evaluated during/after the process

<b>Classifications</b> ● generally applicable ○ partially applicable	Letter	Posters, notices and signs	Leaflet and brochure	Fact sheet	Newsletter	Technical report	Telephone techniques	Radio Shows & TV Shows	Internet techniques	Web based forums	Questionnaire surveys	Key person interviews	Exhibition	Information centre	Information session/briefing	Public meeting	Topical events	Community visit	Focus group	Workshop	Citizen juries	Technical working party	Stakeholder conference	Transport visioning event	Weekend event	Planning for Real™	Open space event
	<b>Who to engage?</b>																										
Wider audience	○	●	●	○	●		●	●	●	○	●		●	●		●	○			○			○			●	○
Targeted audience	●	○	●	●	○	●	●	○		●	●	●			●	○	●	●	●	●	●	●	●	●	●	○	●
<b>When to engage?</b>																											
Problem definition	●	●	●	●	●	●	●	●	●	●	●	●	●	○	●	○	○	●	●	●	●	●	○	●	●	●	●
Option generation				○				○		●	○	●		○	○	○	○	●	●	●	●	●	●	●	●	●	●
Option assessment	○	●	●	●	●	●	●	●	●	●	●	●	●	●	○	●	●	○	●	●	●	●	○	○	●	●	○
Formal decision taking	○			○		●				○		●			○						○	●					
Implementation plan	○	●	●	●	●	●		○	●				●	●	●	○	○	○		○		○				○	
Monitoring and evaluation						●	●			○	●	●							○			○				○	
<b>Type of Project?</b>																											
Strategy	○	○	●	○	●	●	●	●	●	●	●	●	●	●	●	●	○		●	●	●	●	●	●	●	●	●
Scheme	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	○	●	●	○	●	●	●
<b>Duration of engagement</b>																											
Restricted	●	●	●	●	●	●	●	●	●	●	●	●	●	○	●	●	●	●	●	●	●	●	●	●	●	●	●
Continuous		○			○	●		●	●					●								○					

## 7 Target Group Specific Issues

When working and communicating with older people, some issues have to be addressed. First of all, “older people” are a rather heterogeneous target group. In AENEAS, we consider the population 50+, i.e. people beyond working age (or at the threshold to post-work-life). However, you will not only find different abilities and requirements in this group, but also different values, cultural backgrounds and ideas of life. In other words, all that these people have in common is that they don’t work (anymore) and are in the second half of their life. This of course makes it difficult to provide a general picture.

In relation to this, it is often discussed if older people are over-represented or under-represented in public participation. Both is true. On the one hand, older people have less time constraints in general, so it is easier for them to attend to public meetings and information events. An often used stereotype of the “professional citizen” is that of an older man complaining about literally everything and providing advice to everybody. However, as explained above, the problem of unbalanced participation applies to all age groups and needs to be tackled by good preparation (invitation, motivation of participants) and moderation. In the context of ageing societies in general and AENEAS in particular, it is more relevant that many older people are not sufficiently represented in public participation and/ or have difficulties in making their voice heard.

Nusberg (1995, according to MESsAGE State of the Art 2007, p.65) has elaborated some factors that may influence the public participation of older people:

- Poor health (cognitive and physical)
- Poverty
- Low educational level
- Lack of transportation and access to services
- Negative stereotypes about ageing
- Age discrimination

Most likely, you will not be able to solve all these problems when trying to motivate older people for public participation – otherwise you would already have solved most problems of this group beforehand. There are, however, some points you should keep in mind when working with older people on the local level:

- **Older people don’t like to be addressed as older people.** They prefer to be considered as full-fledged members of society, being rather in its centre than a “special needs group”. However, this sometimes leads to strange situations: In a German survey, older car drivers have been asked about park & ride at railway stations. They declined the need of dedicated parking spaces for older people including more space, better light and close distances to platforms. When asked what the ideal parking space should look like, they however replied that these should have wide spaces, good illumination and should be not so far from the platforms.
- **They are not so familiar with modern communication technologies.** Even though more and more older people use mobile phones and the internet, they don’t keep step with dynamic technology developments. You will hardly find a palm in this generation, on the other hand somewhat outdated technologies like e.g. teletext / videotext are still widely in use, particularly among the 70+ aged.
- **The senior generation is somewhat reluctant to marketing.** This is a twofold problem. Firstly, older people are less interested in new things and rather rely on what they have. On the other hand, they might consider leaflets etc. as dubious. In consequence, you have to choose your means of communication well, but also consider design and content. When informing or inviting them by letter, it could help if a high representative (e.g. mayor, director of Transport Company) signs it.

- **Older people appreciate being approached directly.** Older people prefer face to face or telephone communication and finding a dedicated contact person. They very much acknowledge people listening to them. In consequence, you will succeed with formats that give older people a voice and that are rather personal than anonymous. In addition, the quality of feedback, which you receive as organiser, increases.
- **Use clear communication.** For this target group, it is essential to be informed and prepared in an appropriate way. For workshops with older people (as an example), this means to speak clearly and keep eye contact with the audience. All information should be provided in written format as well (if possible in advance). Documents should also include clear organisational information in order to avoid stress and confusion. Please use min. 12 pt. font size and good contrast of colours in order to enhance readability.
- **You can easily “bribe” older people with coffee and cake.** Particularly when addressing the generation 75+, be aware that a workshop, roundtable or other event that you are organising will be considered as a social event by your target group, since the number of such occasions is decreasing with age. In addition, a friendly and informal atmosphere may help to break the ice and raise the willingness to dedicate time to (perhaps) rather dry, technical contents.
- **You will reach older people better using multipliers.** You will find organisations in almost each community, which actively work with older people, or places where older people meet. Cooperating with these organisations, you may access your target group more easily than when trying it on your own. When looking for multipliers, don't only look for older citizen's organisations or social centres, also parishes, doctors and older people's families might be a good choice (among others).

## 8 Selected tools

In the following, three tools that are suitable to involve stakeholders in the AENEAS project are described in detail. They are all based on a form of citizen involvement and thus also fit in with the AENEAS requirements of identification and analysis of user needs. The descriptions are based on GUIDEMAPS Volume 2, where in addition a great variety of other tools is listed.

### 8.1 Questionnaire surveys

A questionnaire survey typically consists of a set of questions which a sample of the population is asked to respond to. The type of survey will depend on what information and data are required for the project. 'Open surveys' consist of questions which do not have a set of predetermined answers, providing more detailed, varied and often unexpected responses. This method is useful when detailed information on people's opinions is required. 'Closed surveys' consist of multiple choice questions, where the responses are already predetermined by the survey designer. This method is more restrictive, however, it is easier to conduct statistical analysis on the data from these kinds of surveys.



Simone Tiedtke

Questionnaires might be one of the key techniques used for obtaining people's views and time will have to be spent on designing a questionnaire which asks appropriate and relevant questions. Questionnaires may need to be administered at the end of the project to obtain information or views after a measure or change has been implemented. It is a good idea to test or 'pilot' your questionnaire before administering it to your whole sample population.

#### Practical Information

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##### Who participates and how?

Questionnaires are a useful way of obtaining information from individuals and groups. They might be administered to a specific group of people or a representative sample of the population. Using questionnaires might help to get people involved who might not ordinarily participate in a project.

##### How much does it cost?

The cost of designing and carrying out a questionnaire survey will depend on the sample size and how it is administered. Sending out surveys through the mail for example, is more costly than posting a survey on a website, but might be more effective in terms of the number of responses returned. Using a questionnaire can be cheaper and less time consuming than other techniques, such as interviews.

##### What skills are required?

Questionnaires should be designed and carried out by experienced staff. Those administering street and telephone surveys should have an understanding of how to deal with the public. For large, structured surveys, external assistance may be required for statistical analysis of the results.

### How is it used with other techniques?

Questionnaires can be very useful in supporting other techniques. Survey results can, for example, provide useful data and support for focus groups or workshops and questionnaires can be used to identify individuals who would like to get involved in more engagement activities.

### What are the drawbacks?

Some questionnaires receive poor response rates and incentives may be required to encourage people to return their questionnaires. Used in isolation, 'closed' questionnaires do not produce in-depth information and may not fully identify key issues or problems. Questionnaires will not be appropriate for some stakeholders, e.g. those with low literacy levels. All written documents should have an adequate font size (12pt. if possible) and good contrasts of colours in order to enhance readability.

More information can be found in GUIDEMAPS, stakeholder engagement handbook, Vol. 2.

## 8.2 Public meetings, roundtables and workshops

A public meeting is one of the most common forms of public engagement. At a meeting, there is an opportunity to both inform participants and to receive input from the community.

Such events, however, may have quite different formats, depending on the aims and purposes. Selection of the appropriate format and good preparation are therefore keys to success – whether or not working with older people. In addition, such events may constitute quite different levels of involvement (see ladder of involvement, chapter 5) – from mere information to real participation in decisions.



Green City

### Selected formats (non exhaustive)

- **Information Meeting:** This is the most common, but least interactive format. On the one hand, it is quite easily prepared and you may reach a large number of people. On the other hand, people might get opposed since they do not really feel being involved, other they may not even show up.
- **Roundtable:** A format that is particularly adequate for smaller, "semi-public" groups meeting regularly to discuss specific issues. This format could be your choice if you want to join different stakeholders who are represented by only one or two representatives each.
- **Workshop:** To be honest, literally everything can be named workshop. However, what we have in mind here are events where citizens and planners (and other stakeholders) work together on specific issues, using tools like role plays or case studies among others.
- **Coffee Party:** A rather informal format, fostering exchange and building contacts in an open atmosphere. It could, however, become difficult to follow a special agenda in such an environment. On the other hand, personal exchange and feedback is enhanced. Also a good icebreaker when starting to get to know each other.

Meetings such as these can enable group discussion on proposals and will help to reassure the public that its voice is being heard. Public meetings may also be appropriate when trying

to generate interest in the project and specific issues within a community. The pertinent factor here will be in effectively publicising the project and public meeting, particularly highlighting why the project is important and why they should attend.

## **Practical Information**

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### **Who participates and how?**

All stakeholders, but particularly citizens can be addressed by public meetings. In some instances, participation is structured, either by sub-dividing the group into smaller groups at larger meetings or by holding events in different geographic areas.

### **How much does it cost?**

Resource and staff needs can be substantial depending on the type of meeting and the information provided. Typically, the meeting will take two to three hours. A large hall or meeting space is required and catering for large numbers may be resource-intensive, but will invite more informal discussions and acknowledge people's input.

### **What skills are required?**

Well-developed facilitation skills are very important in this context. Public meetings or forums can often attract large numbers of people who may feel very passionately about the issue being discussed and may focus the meeting on one particular aspect of whatever proposal is on offer.

### **How is it used with other techniques?**

A media strategy is useful for a public meeting to attract the widest possible audience. For example, advertising for public events generally includes more than a single newspaper advertisement. During a public meeting, a brainstorming or visioning technique may be used.

What are the drawbacks?

- If it is only an information event, it does not foster dialogue;
- It can create a community versus organisation environment;
- It can be an intimidating space for individuals to speak;
- It can become dominated by a vocal minority;
- For some older people, the efforts to come to such an event might be too high.

More information can be found in GUIDEMAPS, stakeholder engagement handbook, Vol. 2.

### 8.3 Site visits with older people

Particularly in bigger cities, planners are not very familiar with the local situation in detail. Beyond this, it is difficult for them to put themselves in the place of older people. Joint site visits of older people and planners are a good opportunity to overcome this.

In concrete terms, this means that a small group of older people and planners (and other stakeholder like police, advisory group members, local politicians etc.) meets in a concrete area, exploring issues or black spots together. These site visits may be limited to only one transport mode (public

transport, walking or cycling). The area covered by the site visit should be quite limited, since most people (if old or young) know the area in approx. one kilometre radius around their house best.

A site visit is therefore the perfect opportunity for planners to get first hand information on people's requirements and to discuss possible solutions on-site. It provides a high level of interactivity and practical use to all participants.



Kerstin Langer

#### Practical Information

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##### Who participates and how?

Community visits and study tours are suitable for a wide range of people. It may be better, however, to hold different visits/tours, focusing on a specific neighbourhood and/or on one transport mode.

##### How much does it cost?

The cost of the community visit may depend on where people live and work in relation to the study area, for example when external experts are invited. Some costs may be incurred if transport is required to take people to the study area. Other costs could include the information pack, the provision of lunch and possible payment for attendance.

##### What skills are required?

The organiser should be knowledgeable about the study area and be able to mediate and facilitate discussion, if necessary. In addition, it is required to know who the relevant stakeholders in this area are and how to reach & motivate older people in this area. It should be avoided that only the "usual suspects" and older people already organised in an association show up.

##### How is it used with other techniques?

A community visit can be used at the start of a workshop (if near the study area) to give people an overview of the area and the local problems, prior to working through the issues in detail. In the case of a study tour, it is often useful to hold a follow-up meeting of participants a few days after the trip, once they have had time to reflect on what they have seen and heard, to discuss its relevance for the local situation.

**What are the drawbacks?**

- Day-long site visits or longer study tours may be inconvenient for some people. Plan breaks (with seats & toilets) and be prepared for people with mobility impairments. Optionally offer walking frames or sticks;
- Tours should take place in the area where people live and are familiar with the area, so they can really contribute with their experience;
- Bad weather may hamper your site visit;
- It could also happen that only people organised in an older citizen's organisation participate and bias the results.

More information can be found in GUIDEMAPS, stakeholder engagement handbook, Vol. 2.

## 9 Useful sources

In the following, some useful sources are listed where more information about stakeholder involvement can be found:

### **GUIDEMAPS - Gaining Understanding of Improved DEcision Making And Participating Strategies**

Successful transport decision-making - A project management and stakeholder engagement handbook, Volume 1: Concepts and Tools, Volume 2: Fact Sheets

The Handbook is primarily aimed at transport professionals working in local authorities or transport companies, but it is also relevant to all stakeholders involved in the decision-making, engagement and project management process: elected officials, community leaders, transport operators or financiers, campaign groups, NGOs and interested citizens.

<http://www.isb.rwth-aachen.de/guidemaps>

### **Participatory methods toolkit - A practitioner's manual (2003)**

Joint publication of the King Baudouin Foundation and the Flemish Institute for Science and Technology Assessment (viWTA).

Author: Dr. Nikki Slocum, Research Fellow at UNU/CRIS

A practical publication with the ambition of creating a hands-on toolkit for starting up and managing participatory projects, including both citizen participation and stakeholder involvement.

[www.kbsfrb.be/code/page.cfm?id\\_page=153&id=361&lang=EN](http://www.kbsfrb.be/code/page.cfm?id_page=153&id=361&lang=EN)

### **PILOT - Planning Integrated Local Transport**

Sustainable Urban Transport Planning SUTP manual. Guidance for stakeholder. PILOT manual

This manual addresses local authorities: municipalities, cities, urban agglomerations and their respective administrations. They are the key actors responsible for taking up the issue of SUTP and for driving the entire process. Moreover, being in charge of transport planning, local authorities are also the principal addressees when it comes to improving current practices. Nevertheless, it is a requirement of the manual's very subject – SUTP - to address a much larger group of actors. It is therefore equally directed towards all mobility stakeholders in urban agglomerations since they need to become involved, providing a rich source of information to initiate local SUTP debates.

<http://www.pilot-transport.org>

### **PROSPECTS (2000-2003) - Procedures for Recommending Optimal Sustainable Planning of European City Transport Systems**

Decision-Makers' Guidebook

The guidebook tries to help all those involved in decisions on land use and transport, in cities throughout Europe, whether as politicians, professional advisers, stakeholders or individual citizens. Especially it includes a useful chapter on "Participation".

<http://www.ivv.tuwien.ac.at/forschung/projekte/international-projects/prospects-2000.html>

**SCP - The Sustainable Cities Programme**

SCP Source Book Series, Volume 3: Establishing and Supporting a Working Group Process

This publication tries to explain how key stakeholders are identified and sensitised. It further tries explaining that key stakeholders are those who seriously affected by the issue, those whose capital, expertise and information is crucial to resolving the issue, and those who possess relevant policy and implementation instruments.

<http://www.unhabitat.org/pmss/getPage.asp?page=bookView&book=1635>

**Urban Governance Toolkit Series**

Tools to support participatory Urban Decision Making Process

The Toolkit contains 18 tools derived from 15 years' of cities' operational and research experience, in partnership with UN-HABITAT, in improving the living conditions of their citizens through participatory urban decision-making processes. The tools included range from Stakeholder Analysis and Vulnerability Assessment to City Consultations and Conflict Resolution – diverse techniques which can be applied in different phases of urban decision-making processes, in dissimilar contexts, and to resolve a variety of urban problems.

<http://staging.unchs.org/cdrom/governance/start.htm>

**MESsAGE**

Mobility and the Elderly: Successful Ageing in a Sustainable Transport System

The MESsAGE is a Belgium level project and was conducted from 01/01/2007 to 31/01/2009.

Older people are evolving from a minority to a much bigger share of the population: 1 out of 4 Belgians will be 60 years of age or older in 2010. Their mobility patterns and needs become more and more important to identify since their behaviour would have an impact on the whole transportation system and possibilities. The main objective of the project is to improve our understanding on this issue.

[http://www.mobiel-21.be/index\\_eng.aspx?SGREF=1131&CREF=3214](http://www.mobiel-21.be/index_eng.aspx?SGREF=1131&CREF=3214)

**Further Sources:**

Arnstein, S.(1969): A ladder of citizen participation. Journal of the American Institute of Planning, 34 (4), pp.216-224.

Edelenbos, J. and R. Monnikhof (2001): Lokale interactieve beleidsvorming. Een vergelijkend onderzoek naar de consequenties van interactieve beleidsvorming voor het functioneren van de locale democratie. Utrecht

Nusberg, C. (1995): Preface in D.Thursz, C.Nusberg and J.Prather (Eds.): Empowering Older People, 47-50. London

Wolfram, M (2003): Stakeholder cooperation and integrated policy implementation, Reader for the European training programme for urban transport professionals (TRUMP).