



Project acronym: **CREATE**

Project title: **Congestion Reduction in Europe - Advancing Transport Efficiency**

## **D 2.2 Stakeholders' needs assessment**

# **WP2 Stakeholders Needs and Study Framework**

Start date of project: **1<sup>st</sup> June 2015**

Date of submission: **14<sup>th</sup> February 2017**

Duration: **36 month**

Version: **3**

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Status: **Draft**

Dissemination level: **Public (PU)**



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## 2 Executive summary

The CREATE Stakeholders' needs assessment tries to map out the main needs of the cities in CREATE. It also intends to offer a starting point for understanding the perspectives and expectations of all 10 cities involved from CREATE. This will be a very good knowledge of:

- how to collect and analyse congestion data, describe and explain the results of the quantitative research in order to fulfil the expectations of the cities (input useful for WP3 – Quantitative Analysis of Travel)
- how to provide a comprehensive qualitative analysis that addresses the cities expectations (input useful for WP4 – Qualitative Analysis of Process)
- how to tailor the policies and guidelines on the cities needs and expectations (input useful for WP5 – Combating congestion and reducing levels of car use in European cities: strategies, business models and guidelines);
- how to propose the right mix of advanced technologies and policies addressing future challenges and opportunities that could be used by the cities to shape their future sustainable urban implementation plans (input useful for WP6 – Future developments)
- how to choose the best channels and ways to communicate the major findings of the project; and how to better facilitate the transfer of knowledge between the cities active in the project and beyond (input useful for WP7 – Dissemination and Exploitation).

The authors evaluated the best ways to analyse and present the results of the assessment. CREATE is a complex project, very ambitious in objectives and outcomes, hence the necessity for the partner – cities to express their needs throughout the entire project. Giving this ambition, a new strategy to address the stakeholders' needs has been proposed and explained in Chapter 3. This document is considered a "living" document by the authors, committed to offer a closer to reality picture of the 10 cities needs from CREATE. In fact, this is only the first draft of the deliverable D2.2 – Stakeholders needs assessment

The document is structured as follows:

- A short introduction of the concept and objectives of the CREATE project (Chapter 2 – Introduction),
- An overview of who are the stakeholders' in CREATE project; the mechanism set in place by the project to validate the main ideas, findings and results of the project – Stakeholder Engagement Group; the methodology to assess the stakeholders' perspectives and expectations from CREATE (Chapter 3);
- An overview of the results from the baseline analysis of the expectations (Chapter 4);
- Conclusions and next steps (Chapter 5).

This report is based on the results of the launching workshops with CREATE cities during the CREATE kick-off event in London and on individual discussions with the cities' representatives.

### 3 Introduction

CREATE is a H2020 project awarded in 2016 and has a duration of 3 years. The CREATE project addresses the topic of Tackling Urban Road congestion within the Mobility for Growth, part of the H2020 programme. The CREATE project is considered part of the flagship programme of EC – CIVITAS – the umbrella programme for research and demonstration of innovative sustainable mobility solutions in European cities.

Recently, different cities across Europe experienced growth in population and income, while the car ownership and use decreased. These cities become more attractive for the inhabitants that experience a higher living standard. In the same time, there are other cities across Europe that are still having problems with high car ownership and use levels, reduced network capacity, in short, high levels of congestion.

The CREATE project intends to investigate the nature and the causes of the urban road traffic congestion in 10 cities across Europe and in the Euro-Med countries - Adana, Amman, Berlin, Bucharest, Copenhagen, London, Paris, Skopje, Vienna, Tallinn - and to develop a set of policies and guidelines that could help all of them to adopt, retain and increase the benefits of the innovative urban mobility solutions.

CREATE is based on 4 major innovative ideas:

1. the way the “congestion debate” is framed in a city fundamentally affects how the transport system performance is measured and influence the public and political perceptions of the traffic related problems and their respective solutions (Jones, 2012);
2. The existence of the “Transport Policy Evaluation cycle” over a period of more than 40 years, that identifies three sequential stages (Jones, 2013);
3. The investigation of future mobility solutions tacking into account the rapidly growing population, the need to reduce the congestion levels, the advance of technology and the subsequent change in the mind-set of the users, technicians and policy makers (Pickup, 2015);
4. Facilitating the transfer of experiences and successful policies between Stage 3 cities and Stage 1 cities in order to short-circuit the trend observed in the “Transport Policy evolution Cycle”.

#### 4.1 Who are the CREATE stakeholders?

An important objective of the CREATE project is to identify and meet the needs of the stakeholders to which the research is directed:

- The ten city transport authorities that form part of the CREATE initiative: five cities that have successfully started to reduce car use - Stage 3 - (Berlin, Copenhagen, London, Paris and Vienna) who seek guidance on planning for a new phase of transport policy development; and five cities that are experiencing rapid increases in car use - Stage 1 - (Adana, Amman, Bucharest, Skopje and Tallinn), who seek to learn lessons from experiences in the first group of cities;
- Other cities in Europe and beyond that might benefit directly from the research and the city networks to which many of them are members
- The European Commission DG MOVE (the Directorate responsible for the development of transport policy);
- Transnational transport funding agencies, such as the regional investment banks (for example the European bank for Reconstruction and Development), the European Investment Bank (the investment bank for the European Commission) and the World Bank;
- Cities and professional networks that could benefit from the project's results and recommendations (POLIS, UITP, etc)
- The transport research and academic community, who can use the CREATE project as a springboard to further understanding of the congestion issue, and to educate future transport professionals.

The key stakeholders in this project are all CREATE cities, represented by the representatives of strategic departments in their authorities. Given the objectives and the ways the research is planned and implemented in the project, the main objectives of the stakeholders' needs analysis are:

- to understand the cities perspectives on the project ,
- to accomodate their needs within the work programme and
- to meet their expectations through the project outcomes.

These are the stakeholders as defined by the project. At the city level there is a large number of primary and seconday stakeholders that are interested in the local congestion issues. The interaction, collaboration and influence with the local stakeholders is addressed and documented in the individual city assessments carried out within work packages 3 and 4.

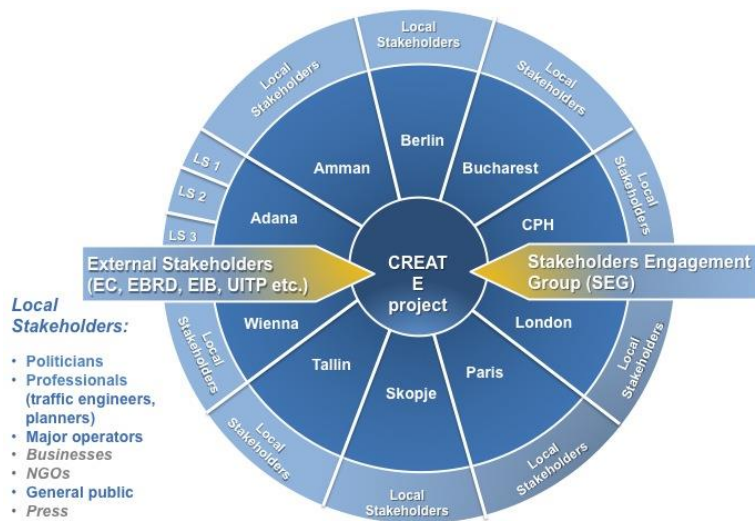


Figure 1  
CREATE stakeholders and the SEG involvement

Diagram of

## 4.2 Stakeholders Engagement Group

The Stakeholder Engagement Group (SEG) will ensure that the knowledge innovation and the guidelines developed within CREATE project will be relevant to the target markets where they will be applied.

The Stakeholder Engagement Group is seen as a “sounding – board” and it will have an important role in the project from an early stage by helping to define and then verify and test the knowledge generated by the project.

The SEG will comprise members of key stakeholder groups and it will create a forum for information sharing and detailed consideration of a broad range of views and issues as related to the urban congestion and reductions on car use. The SEG will consider and discuss issues arising from the work carried out in the CREATE project.

The purpose of the SEG is to:

- provide a forum to build a shared understanding of congestion and network performance issues amongst stakeholders encompassing different perspectives;
- discuss issues around factors affecting levels of car use, both in terms of policy measures and policy environments
- enable the dissemination of information via the SEG members to improve the outcomes of the project, and foster a wider understanding of the project's vision and outcomes;
- establish a mechanism whereby members can provide relevant information back to CREATE from their organisations or communities,
- signal any issues and concerns related to the CREATE approach and facilitate adopting appropriate solutions;
- improve the outcomes of the project by bringing a broad range of views and issues to the attention of the project members.

Representatives of different European cities that are members of Eurocities, plus individuals representing other key stakeholder groups, including academia, the mass media and NGOs, form the

## SEG

The members of SEG are meeting twice a year, during the Mobility Forum organised by EUROCITIES for its members. Till the date of submission of this document, there were organised three meetings: Tallinn (October 2015) Munster (March 2016) and Gdynia (September 2016).

The SEG debuted officially in October 2015, although the concept, membership and meeting have been prepared since July 2015. The SEG has been created in October 2015 in Tallinn, with several members of Eurocities network. From this meeting and the expressions of interest received from the participants to the event, few cities became the members of the SEG (Tabel 1)

There are other cities interested in receiving communication and updates from CREATE that are in a database managed by Eurocities in their communication activities.

Besides the cities representatives, at the meeting were present the 3 external stakeholders representing: the academic environment (Prof Mihaela Negulescu), the press and promotion environment (Peter Stonham) and the lobby and support groups.

A second meeting took place in Munster in March 2016 and a third one (a smaller group) has been organised in September 2016 in Gdynia (in conjunction with the CIVITAS Forum). The SEG has been proved to be a very useful “sounding board”, although the membership could be extended. During the SC meeting in Amman the WP leader proposed to extend the membership to other cities; the proposal has been accepted and the first steps have been made to enrol new cities in the group. Other 4 meetings of the SEG will be organised before the end of the project. The next meeting will be organised in March 2017, in Lisbon.

Figure 2 SEG meeting, Munster – March 2016



Tabel 1 The SEG members

City	Last Name	First Name	Position	SEG status
<b>Budapest</b>	Kerenyi	Laszlo	Budapest Transport Authority	Member
<b>Lisbon</b>	Machado	Pedro	Lisbon Agency	Member
	Castel Branco	Rita	Lisbon municipality	Member
<b>Malmo</b>	Brodde Makri	Maria	Malmo municipality	Member
<b>Sofia</b>	Avramov	Metodi	Budapest Transport Authority	Member
<b>Utrecht</b>	Degenkamp	Mark	Utrecht municipality	Member
<b>Venice</b>	Mella	Giuseppe	Venice municipality	Member
<b>Enschede</b>	Meeuwissen	Marcel	Enschde municipality	Observer
<b>Nice*</b>	Chirac	Jacques	Nice municipality	Observer
	Jude	Alice	Nice municipality	Observer
<b>Pisa</b>	Branchina	Marilena	SpA Navicelli di Pisa	Observer

### 4.3 Methodology to assess stakeholders' perspectives and needs

#### 4.3.1 Building on existing knowledge

Stakeholders needs assessment it is a current practice in EC funded projects that allows a better understanding of the main actors' interest from their involvement in the project. This practice has been provided very successful and it was the subject of many projects funded in different programmes, having the intention to understand the process and the most successful practices to assess the stakeholders; needs and to provide a more efficient involvement in the process.

CREATE cities and strategic partners have been involved in many of these projects, either being the subject of the assessment or organising qualitative assessment exercises.

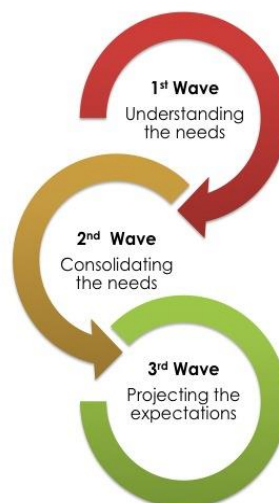
Each of the CREATE cities, especially the Stage 3 cities, have a significant experience in working locally with their stakeholders. Some of the Stage 1 cities have been also creating different ways to involve the local stakeholders in the congestion related debates. It was clear since the beginning of the project that the CREATE cities want to work with each other to enlarge their knowledge on congestion relief solutions and to apply this knowledge to their own environment and in their interaction with local stakeholders.

Many EC funded programmes and projects have organised and supported different exercises with local stakeholders; these exercises ranged from mapping the stakeholders, the assessment of their needs and finally the engagement with the key stakeholders. Many of the CREATE cities have been part of the projects and have developed locally in different ways the interaction with the stakeholders. CREATE didn't want to replicate the exercises at local level, but to mainly concentrate on the necessities of each group of cities and to define, based on their specific needs and interests, tailored information and solutions.

The actual analysis of the stakeholders has started at the beginning at the project and the first major action was held during the kick off meeting in London, September 2015.

Moreover, even during the first external workshop, organised during the KO meeting, the project received a good interest from external stakeholders, such as EBRD, developers, policy makers etc. A series of consultations and engagement exercises with external stakeholders will be carried out during the project. This line of activity supports the activities that will be carried out in WP5 – business models and WP7 – exploitation. As a result, after the KO meeting it was established that the major stakeholders for CREATE are actually the 10 partner cities, complemented by the major external stakeholders: EIB, EBRD, WB, EC, UITP, etc. The cities will incorporate the CREATE findings in the local stakeholders consultations and engagement exercises.

Figure 3 The “3-wave strategy”



#### 4.3.2 CREATE method

There is a practice in European funded projects to assess the stakeholders' expectations and needs. However, rarely this interesting exercise is actually incorporated in the actual work of the project or revisited at the end of the project, when the major conclusions/results are drawn. Therefore, EIP proposed and obtained the support of the CREATE management to develop a **3-wave strategy** of assessment of the stakeholders' needs. This strategy aims:

- **to record** the expectations at the beginning of the project – this is the stage when the city representatives have some expectations from the project, but less clear image of what they can actually obtain from the project – especially, in the case of S1 cities – wave 1 on analysis
- **to verify** if the cities expectations are fulfilled by the activities carried out through the project – both S1 and S3 – wave 2 analysis
- **to check** if their initial expectations from the project have been fulfilled and met by the project and its main results – wave 3 analysis.

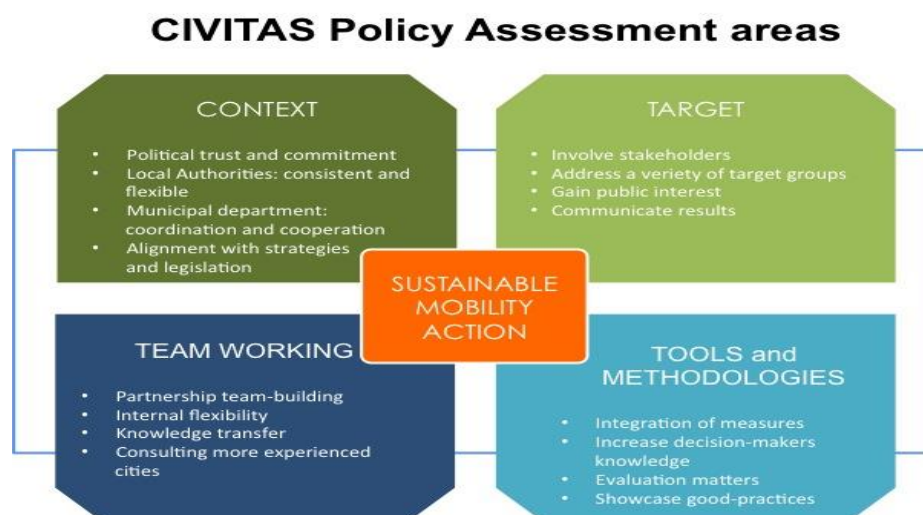
## 5 Baseline expectations

### 5.1 First qualitative exercise of the stakeholders' requirements and needs

During the KO meeting, in the interactive sessions and the one-to-one discussions with the city representatives, the expectations from the project have been clearly expressed by the cities. What is very interesting to notice is that their expectations can be categorised in 4 major areas of interest, that are in line with the 4 major domains where CIVITAS provides the policy recommendations. These areas are:

1. **data** – the interest in knowing how to collect and analyse the existing data and how to incorporate it in the future analysis and local strategies
2. **context** – which are the major factors that influence different strategies or measures that cities are implemented and of course, the nature of these factors
3. **target audience** – the communication and interaction with local stakeholders for the congestion related issues is very important; cities would like to know how to communicate and engage with local stakeholders for any measures taken for addressing the local congestion problem;
4. **capacity** – some cities are facing with major lack of capacity, therefore it is a major interest to learn how to efficiently address and implement measures to combat congestion; other cities that have been successful in implementing strategies that decongested the traffic are interested to learn how they can integrate and use the available information to further improve their local strategies.

Figure 4 CIVITAS Policy Assessment Areas

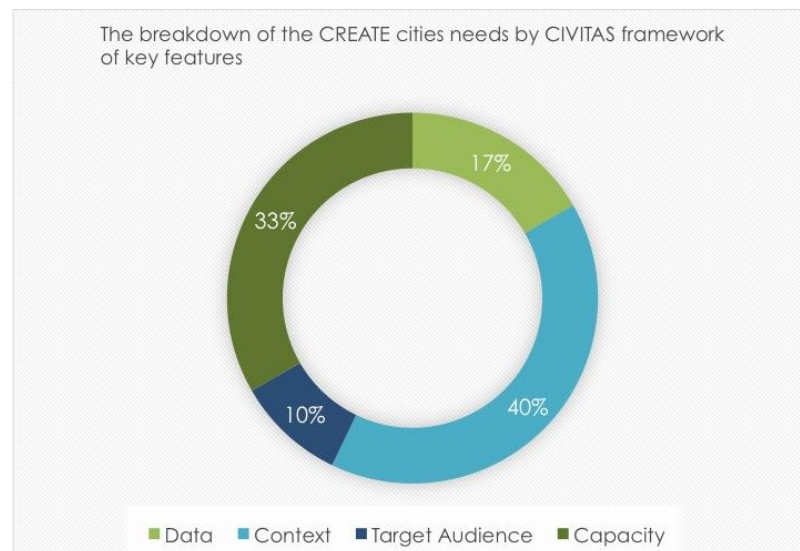


Overall, the cities major interest is in understanding the contextual situation of the congestion – 40% of the expressed opinions are related with this aspect. Namely, cities would like:

- CREATE to explain how the **people's attachment** to cars can be reduced in cities;
- CREATE to advise on how to tackle the **governance issues** in the areas where congestion levels are high;
- CREATE to tell which are the congestion related strategies to implement in order to cope with the **growing population**;
- CREATE to advise on how to integrate background **contextual factors** when the congestion issues are assessed;

- CREATE to tell how to plan for an increasing **young aged population**;
- CREATE to advise which are the most **successful strategies** to tackle the car-based congestion implemented in cities?
- CREATE to provide clear paths on how to **move forward** with existing congestion relief strategies

Figure 5. The breakdown of the CREATE cities needs by CIVITAS framework of key features



It is very interesting to notice that 33% of the opinions expressed by the cities are related to the “capacity” issues. This quite high percentage is mainly influenced by the Stage 1 cities that are experiencing major local capacity issues, not only in staffing issues (sufficient and skilled staff), but mainly in the capacity to implement new knowledge. It is highly recognised that the professional “mind-set” needs a continuous “update” and the local administrations should improve the way to implement new knowledge in the field of the congestion. The major expressed needs from cities in this sense are that:

- CREATE should provide solutions that every city can implement, even with limited existing capacity;
- CREATE to act as platform where cities have the opportunity to liaise with each other and understand other cities experience and practice.

From all the expressed opinions, 17% of them are related with the “data”; specifically cities’ needs are for:

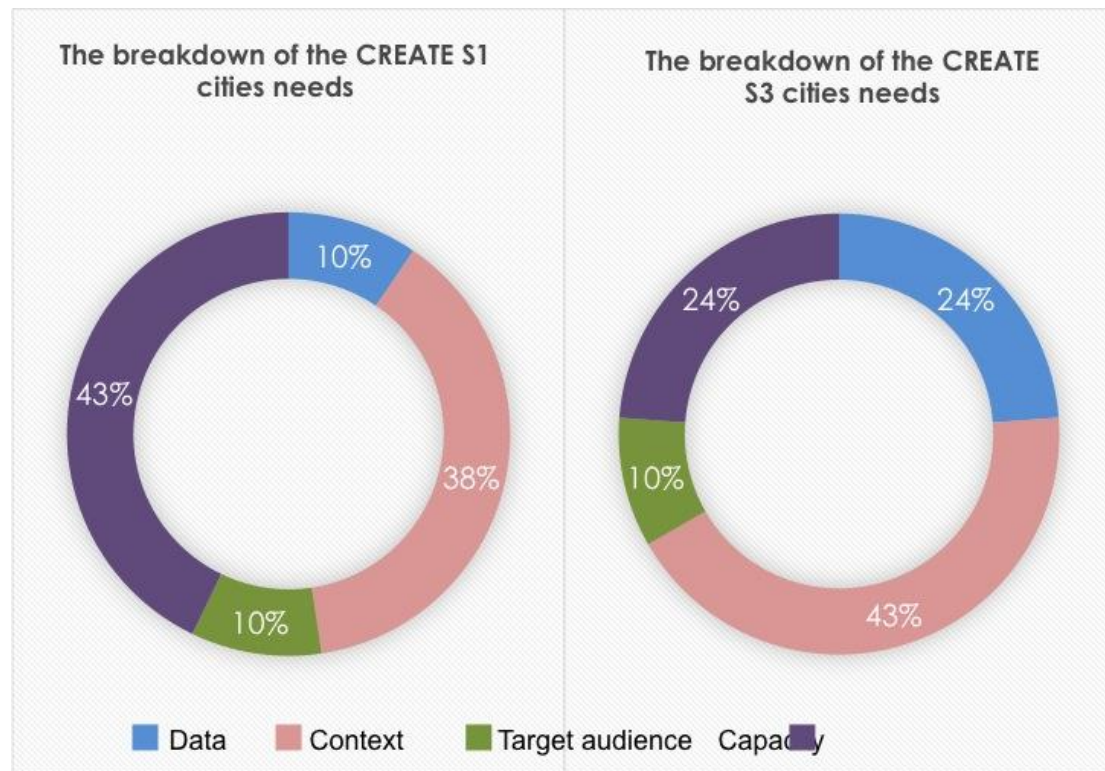
- CREATE to advise on which are **the most relevant data** that should be collected at the city level, and **how to collect it**;
- CREATE to advise on how to **better understand** the data collected over time from different sources.

Lastly, the 10% of the opinions expressed are not surprisingly related with the ways they need to interact with the local targeted groups. Both, cities with more experience in the interaction and engagement with the local stakeholders and those that are in the first phases to organise this type of interaction are very much interested in how to tailor the communication with them. Specifically, their expectation is that:

- CREATE will advise on the best way to **use champions/ambassadors** to promote the use of sustainable modes and reducing the use of cars;
- CREATE will state which are the best ways to **engage with our local stakeholders**.

If the analysis is done for each group of the CREATE cities, the situation and the proportion of their interests is significantly different.

Figure 6. The breakdown of the CREATE cities needs – Stage 1 cities and Stage 3 cities

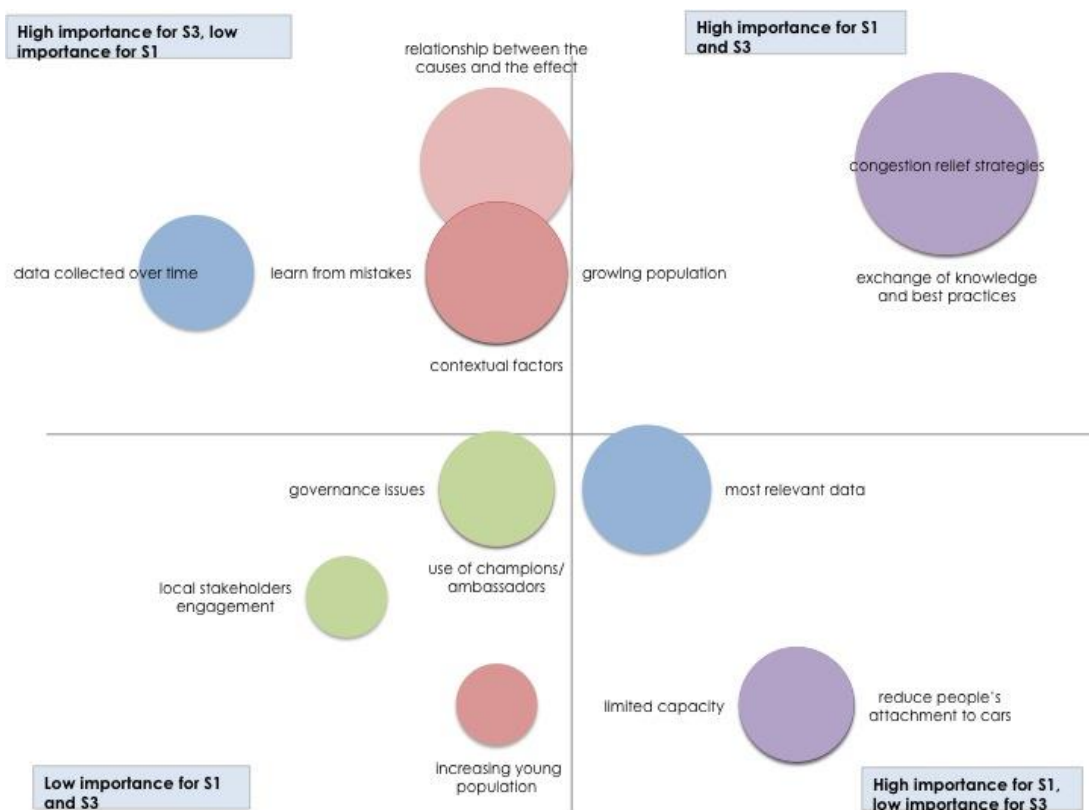


While for the Stage 1 cities the capacity issues are very important – 43% of the expressed opinion, in the Stage 3 cities this is significantly reduced, only 24%. However, very interesting to notice is that Stage 3 cities are interested in the contextual aspects – 43% of the expressed opinions; this can be explained in their interest in CREATE to explained through the analysis made in WPs 3 and 4 of which were the most successful issues/factors/situations etc that contributed to their actual success in tackling the congestion. Moreover, the Stage 3 cities are mainly interested to understand what direction they should take in the future in order to develop new strategies that will improve the quality of the life in their cities.

Lastly, it is very interesting to notice that both type of cities are very much interested to learn from each other, inside their category, but also learning from cities in every stage. It is a major interest from Stage 1 cities to understand which were the major factors that allowed cities to develop such strategies in order to become, as called, Stage 3 cities. Moreover, there is an interest in Stage 1 cities to understand how other cities in the same stage are facing similar issues and problems, and if there are common solutions. The Stage 3 cities have each of them different particularities and interests; they got in this stage of policy development through a long process and some times through the implementation of very hard and difficult measures. The CREATE cities in Stage 3 are few of the most important European capitals; an active exchange of experiences and knowledge is very much in their interest. Furthermore, it is recognised that through the fast pace of the technology development and the changes in the skills and the professional mind-set, the Stage 1 cities could provide interesting solutions that could be easily applied and replicated even in the Stage 3 cities. Therefore the dialogue between the cities from different stages should not be uni-directional, but bi-directional, and CREATE it is seen as the best platform that will allow this interaction and knowledge exchange between European cities involved in CREATE and beyond (SEG members).

In the Figure 7 there is a clear visual representation of the cities interests in CREATE, based on their importance. The colour coding represents the categories of the areas, as defined and explained previous. The number of the expressed opinions creates the dimension of each “circle”. Their position in the quadrants offers also a very important image – which of the expressed interest in the project is of a major importance for cities in Stage 1 or Stage 3. All the expressed needs and interests in the project are very well reflected and represented in the Figure 7. Very interesting to observe is that both type of cities are very much interested in the congestion relief strategies – how to be defined, which are the best ones, how to explain them, etc and on in the exchange of views and experiences between the cities. It will be of a major interest to see how these interests will evaluate and “move” and, why not, evolve during the project (stage 2 of the analysis).

Figure 7. The breakdown of the CREATE cities needs – on their importance



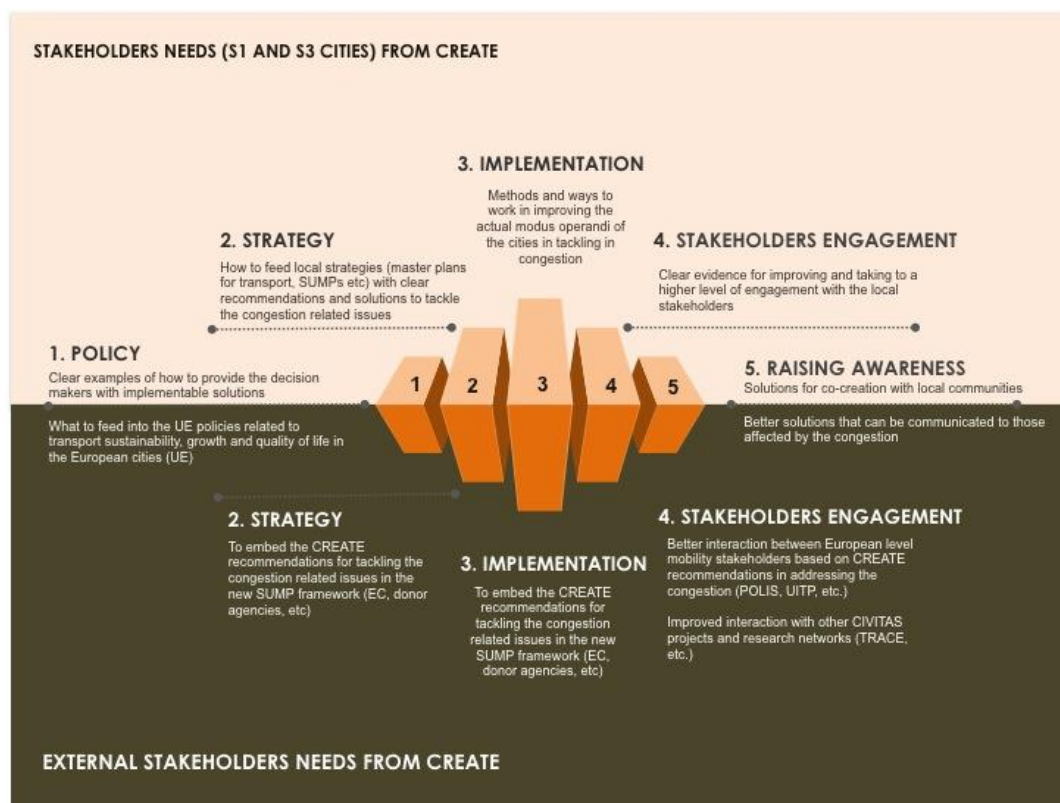
## 5.2 External stakeholders views

During the SEG meetings the CREATE stakeholders needs have been discussed and validated with the SEG members. As the majority of the cities members in SEG are either S2 or S1 cities, all of them found the analysis very interesting and accurate. While Stage 1 cities aspire for the implementation of different Stage 3 strategies in order to speed-up the process of improving the quality of the traffic in their cities, cities in Stage 2 may have already implemented in different areas Stage 3 policies. The majority of them have a large pedestrian area in the historic centres (stage 3 strategies), but still facing major congestion problems at the outskirts of the city (stage 1 situations).

During the discussions and through the validation process of the needs from CREATE it was easy to see that there are 5 major areas of interests for both, CREATE stakeholders and SEG members:

1. **Policy** – CREATE cities are interested in provide the decision makers with the best implementable solutions for addressing the congestion; while the SEG members are interested that CREATE should provide sufficient evidence that will influence the EC policies that support the growth and improved quality of life in European cities;
2. **Strategy** – CREATE cities are interested how to feed the local strategies (SUMP, etc) with clear solutions to tackle the congestion; the SEG members will be interested if EC, donor agencies etc will embed the CREATE recommendations in the new SUMP framework;
3. **Implementation** – CREATE cities are interested in methods and ways to improving the actual modus operandi of the cities in tackling in congestion; and SEG members are interested if CREATE recommendations for tackling the congestion related issues are taken into account by funding agencies;
4. **Stakeholders engagement** – CREATE cities would like to have clear evidence for improving and taking to a higher level of engagement the local stakeholders and SEG members would like to exist a Better interaction between European level mobility stakeholders based on CREATE recommendations in addressing the congestion (POLIS, UITP, etc.) and an Improved interaction with other CIVITAS projects and research networks.
5. **Raising Awareness** – CREATE cities will want to understand which are the Solutions for co-creation with local communities and SEG members want to know CREATE recommendation for the best solutions that can be communicated to those affected by the congestion.

Figure 8. CREATE cities and SEG members needs



### 5.3 Continuous engagement with CREATE Stakeholders

In CREATE a mechanism has been put in practice to allow a better communication, interaction and engagement between all stakeholders. Both Stage 1 and Stage 3 cities have a facilitator, as called Stage 1 coordinator and, respectively, Stage 3 coordinator. Their role is to facilitate the interaction between their respective types of cities and to represent them at the project level, in order to ensure that their needs and interests are well represented. Both coordinators with the support of the technical partners have put in place a series of actions to engage with the stakeholders. Their plans and ideas are presented as annexes to this document with the caveat that both documents are working documents and they are treated as “living documents” as they will adapt based on the interest of their respective cities. At the end of the project, when this document will be updated with the results of the second and third waves of needs’ assessment, the Stage 1 and Stage 3 cities coordinators will present their point of view (the evaluation) on the interaction with the cities within the CREATE framework.

### 5.4 Interaction with third parties

During the last part of the project, when concrete evidence of the 3-stage policy development based on the analysis made in the CREATE (WPs 3, 4 and 5), the major donor agencies and other major European stakeholders will be contacted and informed about the project. The actual interest and foreseen results of these interaction is to stimulate the integration of the CREATE results and recommendation in new strategies and policies developed by them.

It is also foreseen the organisation of a major stakeholders event under the umbrella and in collaboration with WPs 5 and 7. It is expected that this event will provide evidence to all interested parties of how to tackle the car-based congestion and which are the most effective and efficient ways to address it, integrate it and communicate it at local and national levels. Through collaboration with major donor organisations, such as World Bank, it is foreseen that CREATE results will be integrated in drafting programmes for countries, other than Europeans (African, Asian etc).

## 6 Next steps

Based on the first round of discussions with the cities, it was clearly that they are very much interested in the CREATE project, in its results and future impact on local, national and European mobility strategies and policies.

New rounds of discussions and interactions have been decided for the second year of the project and for the last part of the project. Through this gradually process of needs' assessment and with the support of the continuous interaction with the cities it is expected that CREATE will have a better impact and results. Moreover, through the interaction with SEG members and validations of different important findings and results, CREATE could leave EC with a very solid legacy that can be included in further programmes and policies.

## Annex 1 Stage 1 Cities Interaction and Engagement

*This part has been developed by the Stage 1 Coordinator, Clemence Cavoli, UCL*

### Introduction

One of the core objectives of the CREATE project is to accelerate urban transport development cycles in stage 1 cities. As a result, Stage 1 cities' involvement in the project is crucial. Various CREATE Work Packages, especially WP 5 and 7 are expected to make a significant contribution towards Stage 1 cities' policies.

As the project starts gathering results from WP3 (quantitative data) and WP4 (qualitative data) and with the initiation of WP5 (designing tools for policy change), dissemination and knowledge exchange is becoming increasingly important in Stage 1 cities. Stage 1 cities are expected to play a very important role in the second phase of the CREATE project.

### Stage 1 cities' representation

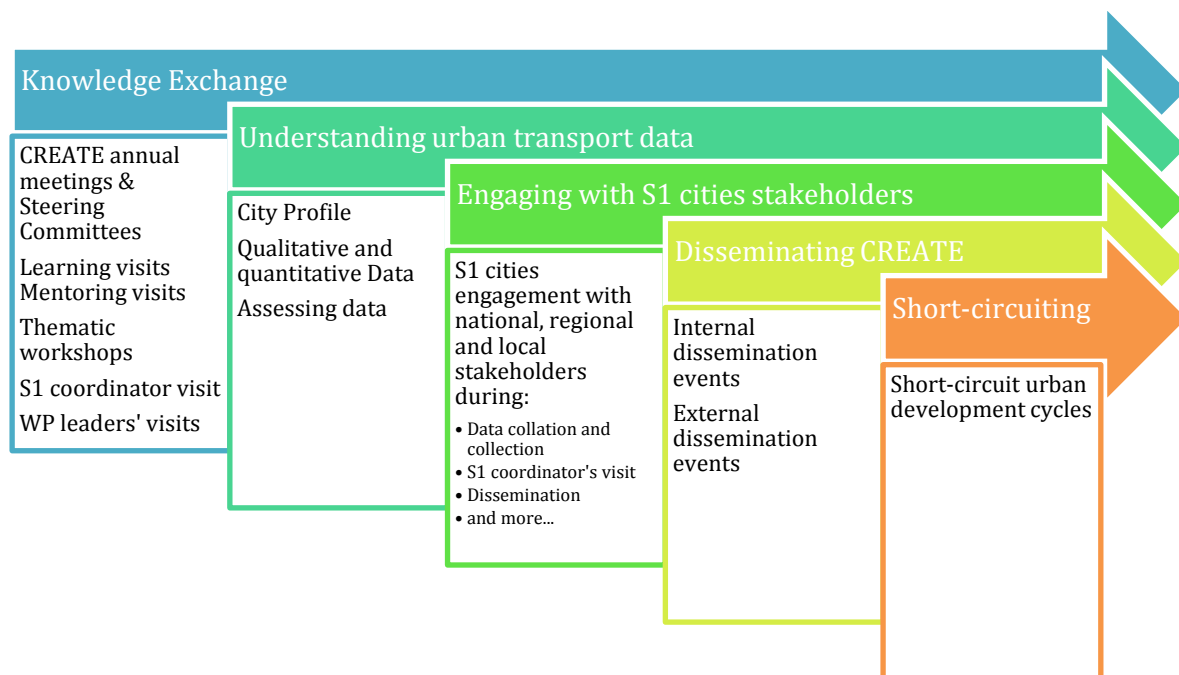
In May 2016 Dr Clemence Cavoli was appointed as Stage 1 cities coordinator for the CREATE project. Her role is to support Stage 1 cities, to coordinate S1 cities' action across work packages and to ensure that Stage 1 cities' views are well represented.

In addition to Dr Cavoli's commitment to representing Stage 1 cities, a Stage 1 city representative – from one of the S1 cities - was appointed following the annual Assembly in Paris in June 2016. The objective is to ensure that should a S1 member have an issue with the coordination or the management of the project it can discuss it with one of its peers. It is also a way to increase S1 cities' involvement in the project. The first Stage 1 city representative appointed was the city of Amman as they hosted the Steering Committee in October. The plan is for the next Steering Committee host to replace Amman. This representation mechanism ensures that Stage 1 cities' views and potential concerns are adequately heard and represented within the CREATE project.

### Objectives for Stage 1 cities within the CREATE project

Objectives for Stage 1 cities within the CREATE project are fivefold as illustrated in figure 1 below:

- 1) Knowledge Exchange: engaging with Stage 3 cities and the wider CREATE consortium
- 2) Understanding urban transport data: collating and assessing qualitative and quantitative data
- 3) Increasing the engagement with key stakeholders to address congestion and implement sustainable mobility policies;
- 4) Disseminating the results of the CREATE project at the local, regional and national level
- 5) Designing solutions to short-circuit their urban transport development cycle



**Figure 1 Stage 1 cities – Objectives & Processes**

Those objectives are further described below.

### **Knowledge exchange: engaging with Stage 3 cities and the wider CREATE consortium**

One of the key objectives within the CREATE project is for S1 cities to engage with Stage 3 cities and the wider consortium. During these engagements, relevant knowledge exchange will be generated. These engagements will occur in the context of several events:

- CREATE annual meetings provide an opportunity for S1 cities to engage with all their CREATE colleagues to discuss common challenges and solutions
- CREATE Steering Committee meetings are organized in Stage 1 cities. The objective is for Steering Committee members to visit Stage 1 cities and provide advice and recommendations
- Learning visits and mentoring visits organized in the context of WP7. Those visits provide an opportunity for S1 cities to engage with a S3 city partner to learn from their successes and their failure and receive tailored advice for their city
- Targeted workshops led by experts (S3 cities or other CREATE partners) will be organized for S1 cities focusing on certain topics such as Data collection or Stakeholder engagements.
- Stage 1 city coordinator site visit. During each of the Stage 1 city coordinator site visits, relevant engagements will take place. In addition, other WP leaders will visit S1 cities, potentially in the context of WP5.

Those engagements throughout the CREATE project should provide Stage 1 cities opportunities to assess their urban transport policy and to design progressive mobility policies.

## Understanding urban transport data: collating and assessing qualitative and quantitative data

Each Stage 1 city is being asked to gather and if needs be to collect data relevant to urban transport policy in their city. The objective is to gain an overview and a better understanding of the local situation in each S1 city and for S1 cities to better understand and assess its data. This will allow each S1 city and CREATE project partners to:

- Highlight the importance of data collection and data analysis in S1 cities to better inform their policies. This process should contribute to foster evidence-based policy, planning and decision-making.
- Identify relevant existing data or gaps in data to inform and improve local transport policies
- Receive advice and guidance on how to collate, collect and analyse data from other CREATE partners.
- Gain a deeper understanding of the challenges and opportunities S1 cities face, and predict and anticipate urban transport changes. The data collected should contribute to inform future policies in S1 cities.
- Be able to 'position' each S1 city on the urban development curve – compared to other S3 and S1 cities.

The data collected in S1 cities will help the work planned in other workpackages, especially workpackage 7 and 5. Having access to urban transport data in S1 cities will allow CREATE partners to formulate targeted recommendations in those cities. For instance, S3 cities' mentors are already using the data collected in S1 cities to prepare their mentoring visit.

One of the outputs of this data collection phase will be the establishment of reports summarizing the data collected in each Stage 1 city.

Each S1 city is being asked to collect three sets of data:

- 1) First, basic data to set up a '**City Profile**' relevant to the project including basic geographical, administrative, demographic and economic data and as much data as possible about urban transport (such as modal share).
- 2) Second, each stage one city will be asked to complete a **qualitative questionnaire** focusing on policy-making and decision making in their city. This questionnaire will be complemented by a Focus Group which will be run in each stage 1 city involving five to ten key transport experts (e.g. policy-makers, politicians, academics, consultants, etc.)
- 3) Finally, a **quantitative questionnaire** will be sent to gather additional detail about transport in S1 cities. For instance, asking them the number of buses in their city and as much quantitative data as they can possibly gather.

The data collection phase should generate useful information which will be beneficial for Stage 1 cities' policies.

## Increasing the engagement with key stakeholders to address congestion and implement sustainable mobility policies

One of the key elements for cities to accelerate their urban transport development cycles is to engage with local stakeholders such as transport experts. Those stakeholders are often able to positively contribute to urban transport policy-making. The CREATE project encourages S1 cities to actively engage with local stakeholders. Each S1 city is asked to actively engage local stakeholders throughout the project and in particular in the context of:

- The data collection phase. S1 cities are encouraged to contact stakeholders (such as academics) who might have relevant data about urban transport in their city or who might be willing to collect data in the context of the project.
- The S1 city coordinator site visit: During the visit S1 cities are asked to organize meetings with key local stakeholders in order to discuss their potential engagement in the CREATE project and beyond

- Local Dissemination events: Each Stage 1 city is required to organize dissemination events in the context of CREATE. For instance dissemination events could be hosted by a local university partner and involve students and staff. Those dissemination events should target and potentially involve a range of stakeholders in each city. Furthermore, those events should as much as possible be open to the public.

It is hoped that by the time the CREATE project finishes, S1 cities will have strengthened or built new relationships with local stakeholders.

### **Disseminating the results of the CREATE project locally, regionally and nationally**

In the context of WP7, S1 cities are expected to disseminate the findings of the CREATE project locally regionally and nationally. WP 7 will consult and collaborate with S1 cities to design useful dissemination tools. Dissemination tools can be translated into local languages. Different dissemination events are expected to take place:

- Internal dissemination events. Stage 1 partners involved in the CREATE project are encouraged to disseminate the concepts and the results of the CREATE project to their colleagues within their local authority. In addition, CREATE partners visiting S1 cities and the Stage 1 city coordinator are also encouraged whenever possible to present the concepts and the results of the CREATE project to local policy makers and politicians across policy departments.
- National regional and local dissemination events. Stage 1 cities are expected to organize and attend as many external dissemination events as they can, highlighting the concepts and the results of the CREATE project. CREATE partners visiting S1 cities are encouraged to deliver presentations on CREATE. Furthermore, towards the end of the CREATE project S1 cities are expected to organize a major regional event in their city

Dissemination events in Stage 1 cities are expected to increase in the second half of the CREATE project as the project gathers results.

**Designing solutions to short-circuit their urban transport development cycle** One of the central objectives of the CREATE project is to further understand how cities can accelerate their urban transport development cycles. In the context of WP5 (in collaboration with other WPs) recommendations will be formulated targeting Stage 1 cities (involved in the CREATE project and beyond) starting from month 21. This process will involve several phases, including:

- Gathering key findings and lessons from the analysis done in stage 3 cities. What key lessons have those cities learnt over the years? What changes have led them to move from stage 1 to 3?
- In parallel, an engagement with stage 1 cities will be initiated to understand what tools they would find useful in the context of their city and to discuss potential solutions to accelerate their development cycle

One of the questions which will be addressed to each stage 1 city is to what extent do S1 cities have the capacity to short-circuit their urban transport development? And what would short-circuiting or leapfrogging<sup>1</sup> mean in those cities? For instance, to what extent could stage 1 cities use smartphone technology to improve their current transport system?

One of the outputs of the CREATE projects will be the creation of tools specifically designed to support Stage 1 cities to accelerate their development cycle.

WP 5 also intends to formulate recommendations regarding cities' business plans or appraisal strategies in light of the results of the project.

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<sup>1</sup> Technological developments

## Annex 2 Stage 3 Cities Interaction and Engagement

*This part has been developed by the Stage 3 Coordinator, Charles Buckingham, TfL*

### Rationale for CREATE among Stage 3 cities

The basic proposition of CREATE is that future city transport and infrastructure planning will be able to be done more effectively if the factors and trends that have led to current travel patterns in advanced Western European capital cities (CREATE Stage 3 cities) are better understood.

This applies to both Stage 3 cities themselves, as they seek to plan for the future over timescales of around 20/30 years, and also to CREATE Stage 1 cities, in the sense that this knowledge should allow them to accelerate what is generally regarded as a desirable transition, and avoid some of the 'pitfalls' experienced by Stage 3 cities.

In terms of practical outputs, each Stage 3 city should benefit from the following outputs from the CREATE project:

- A synthesis – covering both quantitative and qualitative elements – of the factors that have led to changing travel demand patterns over the past few decades in each city.
- A cross-city assessment of commonalities and differences, and their role in helping cities with different geographical, institutional and cultural contexts follow a superficially similar 'transitional' path.
- Better insights – and ultimately more appropriate policies and practical tools based on these insights – for future travel demand forecasting. This is particularly crucial as the inability of traditional travel forecasting models to deal with recent societal change (technology, informal working patterns, environmental concerns, large-scale migration) becomes ever more apparent.

These outputs will help Stage 3 cities plan more effectively for their future in the face of these emerging challenges. Given that the five CREATE Stage 3 cities have followed similar evolutionary paths in quite different contexts, an understanding of the factors underlying this should in theory have wider applicability across other 'advanced' cities. A synthesis of the kind being produced by CREATE should also help raise the profile of 'peak car' type thinking among the non-technical policymaking community in each city, leading to more effective transport policies.

### Summary of key achievements with the project to date

To date, substantial technical work has been undertaken on CREATE work packages 3 and 4, respectively dealing with the quantitative analysis of trends (WP3) and the qualitative analysis of trends (WP4).

Each Stage 3 city has compiled a full quantitative analysis report of the key travel trends in their city, with their initial interpretation of the main causative factors which underlie these. These reports have now gone forward to the synthesis stage – a formal cross-city analysis of trends – which is designed to draw out common factors and assess their respective role in change.

A technical session with all five Stage 3 cities is planned to be held in Paris in March 2017, where the results from the city reports and cross-city analysis will be discussed in detail.

On WP4, each Stage 3 city has compiled technical reports summarising the role of political and institutional change in explaining travel demand trends over recent decades. This has been gleaned through extensive primary and secondary research in each city. These results parallel those from WP3. A synthetic stage within WP4 should draw out cross-city insights, differences and commonalities. At a later stage, the synthetic outputs from both WP3 and WP4 will be brought together in a final synthetic analysis.

Other key activities have included:

- For WP2, a report considering how road traffic congestion is formulated in each Stage 3 city.

- For WP6, an initial consideration of how future transport network conditions are modelled in each Stage 3 city, as a preliminary to consideration of the implications of the outputs of other work packages for this work.
- On WP7, a first round of Study Visits, where (paired) Stage 1 cities spent a few days in the appropriate Stage 3 city, learning about best practice, have been completed. A reciprocal round of Mentoring Visits, where relevant experts from Stage 3 cities visit their relevant Stage 1 city to transfer knowledge on selected agreed topics, is nearing completion.

### **Key future roles for Stage 3 cities in the CREATE project**

CREATE has, in the case of many Stage 3 cities, provided a new synthesis of the factors at play locally. Whilst useful in its own right, and an essential preliminary to the development of the CREATE recommendations for future planning, this has also raised two fundamental questions:

How do other Stage 3 cities compare?

Given the many differences in the determining factors in each city (as particularly exposed through WP4), how have we all managed to get to the same point and what does this mean for the future?

The emphasis of the analysis work for the next period is therefore focused on these questions.

The first will be addressed through increased technical liaison between Stage 3 cities. It is becoming clearer as the project progresses that local practitioners in each city would particularly value the perspective of other cities – as in many ways they are already quite familiar with the experience in their own cities – if not fully understanding how it has come about. A key aspect of the forthcoming Paris workshop is therefore a consideration of the factor or group of related factors considered ‘most important in explaining change’ in each Stage 3 city, and a reflection among all other Stage 3 cities on the extent to which this is the case, or not, in their own cities. For example, London cites the removal of effective road network capacity of a key driver of travel demand change, and Copenhagen cite active encouragement of walking and cycling as a key factor in their case. Both of these factors have also been important in all other Stage 3 cities, but have not been the primary factor driving change in these cases.

On the second question, it is becoming apparent, particularly through the work for WP4, that progression through the CREATE ‘stages’ model has not been as idealised as the model suggests. In most cases there is not a sudden transition between Stage 2 and Stage 3, for example, but rather a gradual adoption of Stage 3 type policies over a prolonged period, alongside aspects of Stage 1 policies. Stage 2 therefore becomes an essentially transitional period rather than a distinct stage in its own right. This is important for consideration of future conditions. Perhaps Stage 4 is not an entirely new set of conditions, but an extension or further embedding of Stage 3 type thinking? Granted there are particular challenges whose effects are yet to be felt – for example relating to the impacts of autonomous vehicles – but it is also possible to see a radical extension of Stage 3 type policies over the next couple of decades as well. In London, for example, the extension of initiatives promoting walking and cycling, and a very much increased (recently) focus on environmental quality seem likely to have very significant impacts on the availability of road space and the desirability of private transport in the medium term. Perhaps developments such as informal working patterns, internet-based shopping and dense multi-use developments may actually reduce the need to travel – which in turn could fundamentally challenge some of the assumptions on which future travel demand forecasting is based.

In these ways, CREATE goes to the heart of future city planning and, commensurate with this, it will be necessary to carefully engage relevant experts and stakeholders at the highest level in the next stages of the project. As with all essentially ‘technical’ research exercises, there is a danger that not enough account is taken of the stakeholder and political contexts. But there is also a particular opportunity here to demonstrate how what is generally regarded as a beneficial transition has resulted from political action that reflects essentially stakeholder (and wider) public will. How this is most effectively addressed, through technical stakeholder workshops and other dissemination activities will be a major focus over the next few months.

### **Legacy and follow-on: what will be the lasting benefits of being involved in CREATE for Stage 3 cities**

From a largely technical perspective, it is possible to draw out several aspects that should constitute a long-term legacy from the project, both among participant cities but also more widely:

- Innovative and robust scientific synthesis of the causes of travel behaviour change in each participant Stage 3 city – the first time that such has been available.
- Scientific synthesis of the respective roles of quantitative and wider societal factors in each participant Stage 3 city. Again this is the first time that this has been attempted - and is particularly valuable because it helps make a link between policies, endogenous and exogenous change, and the outcomes.
- Both of the above outputs should be of great relevance to a wide range of stakeholders within each city – both technical practitioners and policymakers, and also numerous stakeholder groups – for example as diverse as those promoting greater 'active travel', or the motor industry.
- Mutual learning and understanding of the approach of other Stage 3 cities – giving Stage 3 cities a chance to 'preview' other likely policy avenues – their advantages and problems – ahead of necessarily committing to go down these paths.

Forecasting future conditions in Stage 3 cities has always been a difficult technical challenge. This difficulty however looks like becoming more intense, as there are fundamental technical changes just on the horizon that seem likely to fundamentally affect travel demand and behaviour. The importance of good forecasting of future conditions cannot be overstated – urban transport budgets are frequently several billion Euro per year and major infrastructure projects, such as London's Crossrail – cost in the tens of billions. Getting these right has very significant economic importance.

CREATE will help improve this work on two levels. First, by consolidating past trends in a more synthetic way than has been done before. This can be used in a technical sense, for example, to develop 'back-casts' of key travel demand forecasting tools to check how well they actually represent causative factors and the relationships between them. Where there are mis-matches, CREATE outputs will offer ways to improve the performance of the tools.

On the second level, where the impacts of future technology related change are beginning to emerge, to give a 'best present view' of their likely longer-term impact by assembling and assessing the available evidence across the five Stage 3 cities. In London, for example, an interpretation of recent travel demand trends would be that there is some evidence that total demand for travel – in terms of average trip rates per person per day – might be reducing over time. Although too early to confirm this as a definite trend, it is intuitive, and it is important to confirm whether similar things are also happening in other cities and, if so, to agree on what the 'best' policy response is. For example, do we want to actively encourage less travel – with the potential concomitant loss of social interaction and health that might be implied by this?

These questions reflect cutting-edge trends and the answers go to the heart of future city planning. In this way, CREATE is expected to play a vital role in helping Stage 3 cities plan more effectively for the future.