Governance and Participation

Thematic Report/2

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A number of city cases were used to stimulate exchange and discussion, and facilitate network activity on the subject of "Governance and Participation":

- The Enter.Hub network partners Creil Agglomeration, Ulm, Preston, Łódź and Orebrö
- The Belgian city of Leuven

Thanks to all representatives, sources from these cities for their very detailed and valuable contributions to the sharing of experience.

Introduction

From Government to Governance

The concept of Governance has been central in a change of approach to the management of city development in recent years - multi-level, multi stakeholder, multi-disciplinary, networked, participatory... governance. Together with the seemingly indispensable, omnipresent notion of partnership, the governance model has been generally accepted by policy makers and practitioners as the most effective mechanism to steer, modernise and implement growth and development processes. Cooperation between essential stakeholders has become a standard practice designed to maximise achievement of public policy, to realise societal and economic objectives and deliver productive results - at the same time; satisfying the aspirations of both public and private interests.

Many commentators suggest that we have witnessed a movement from government to governance, but this trend is not without an element of controversy or divided opinion. Some consider the application of "governance" as challenging the fundamental democratic quality of society, with concerns about power and social order, even the weakening of established parliamentary and representative democracy. Others see governance as a necessary extension of that democracy, "a development that is embedded in a democratic form of society but goes beyond the traditional or existing democratic structure and process".

Whichever position we choose to support it appears that governance is here to stay and therefore within the context of the Enter.Hub project it is particularly important to understand such mechanisms which are becoming more and more influential in underpinning the development process – and this especially in relation to the specific project theme.

Similarly in view of the societal impact of Railway Hub developments (primarily positive but also certain potentially negative impacts), network partners want to have a clear

picture of how "Participation" is incorporated in the governance model. While the term governance would seem to suggest that participation is an integral component. Is this indeed always the case if we consider the resistance of citizens to the High Speed proposals in Stuttgart for example? So how can participation contribute to improving management and delivery processes in relation to Railway Hub initiatives?

A Change of Model – Why Governance?

The increasing complexity of challenges facing society, its policy and decision makers, as well as a growing range of actors responsible for delivery of products and services are most commonly cited as explanation for the emergence of governance constructions. For instance the ambitions at the heart of EU policy to achieve integrated, sustainable, participative development or smart, inclusive, green growth, simultaneously imply a degree of difficulty and the need to adopt more adapted delivery models. National, regional and city policies linked to traditional management structures have struggled to reconcile the often conflicting demands of achieving economic competitiveness, social inclusion and environmental sustainability.

Equally however, many of the justifications for adoption of public-private partnership can be put forward as fuelling the drive towards multi-level, multi-stakeholder cooperation:

- The perceived/real need to improve management and delivery performance in order to efficiently achieve set objectives and targets

- The possibility of accessing alternative and/or additional sources of finance

- The goal of generating added value in terms of revenue, quality of service and transversal societal benefits

- The need to accelerate implementation – on budget and on time – cutting through administrative or institutional obstacles

- The benefit of incorporating expertise (i.e. project development and management skills, organisational techniques of the private sector) and knowledge (the "finger on the pulse" contribution of community organisations)

- The advantage of focussed representation, leading to a more effective sharing of power and risk

- The opportunity to increase flexibility, and capacity to respond to changing situations or unexpected developments

Matthias Lievens of the Leuven Centre for Global Governance studies describes the resulting models of governance as "new modes of steering and regulating society by engaging cooperative networks of public and private actors (multi-disciplinary, multi-level, multi-actor perspective) to tackle well-defined concrete problems with a strong managerial or administrative focus". So an applied management structure capitalising on cross-cutting approaches, exploiting soft law processes, and targeting effective performance – a form of "Government+" engaging private and civil society (relevant stakeholders addressing publicly relevant issues) in the "coordination of action involving associative as well as market transactions within a framework of social and legal convention".

Table 2. Major Stakeholders in Transportation Governance and Finance

Federal	State	Regional Transportation Planning Organizations	Local Governments	Transit Agencies	Other
• Congress • U.S. Department of Transportation (U.S. DOT) • Six major federal land management agencies • Three primary environmental protection agencies	• Governors • Legislatures • Departments of transportation (DOTs) in states and other jurisdictions • State transportation commissions or boards • Other state agencies with related responsibilities, including non-highway modal agencies	• Urban: 383 metropolitan planning organizations (MPOs), ranging from one to 26 per state • Rural: 180 regional [transportation] planning organizations (RTPOs or RPOs)	• 3,043 counties • 19,431 municipalities • 16,504 townships • 767 highway special districts	• 640 urban operating systems, including 600 public agencies • 2,000 rural operating systems	• 85 bridge, tunnel and turnpike authorities • 561 federally recognized tribal governments • Private operators and owners of transportation assets • Regional and county toll authorities • Regional mobility authorities (8, Texas only) • Operators and users, and their representative interest groups • Voters • General public

Source: Intergovernmental Forum on Transportation Finance, 2008.

Complex Transport Stakeholder Relationships in the United States

The Specific Case of the Railway Hub

The subject of the Enter.Hub project provides us with one of the most compelling arguments to adopt and apply the principles of sustainable , integrated and participative urban (regional) development. The task of establishing or regenerating a transport node to function as "a state of the art" hub concept - maximising transport and communication, economic, societal, and environmental benefits - is extremely complex. It clearly requires the interaction of a broad stakeholder base, even simply considering issues: of scale (inter-national to local policy levels; high speed or only optimisation/integration of high performance networks); of location (inner city, inner city edge, suburban fringe or external "Greenfield"), or; "fit for purpose" levels of existing systems and practices. During the first Enter.Hub network event, project partners highlighted the fact that within the "Hub" configuration the railway station is no longer only a place used to access a particular transport medium or even to transfer between modes.
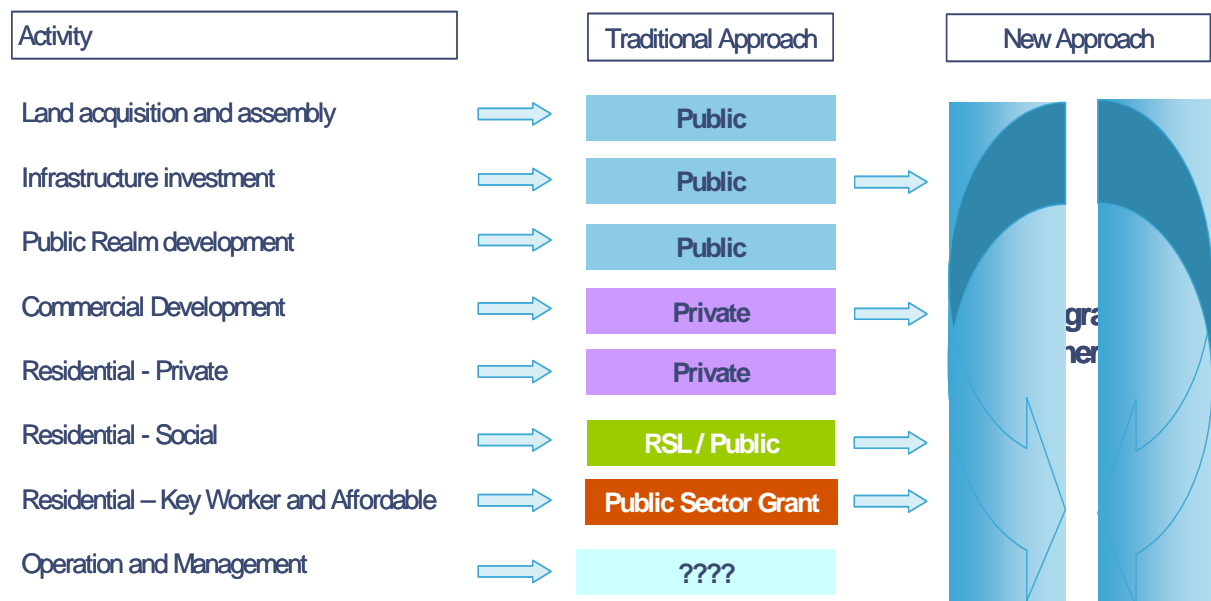
Transportation obviously remains core business, the initial motivation for development, but the "Hub" label implies a drive to concentrate new urban added value. Ancillary issues and functions (commercial, cultural, residential...) become more important and therefore also require adequate representation in the development management process. Many public authorities have identified the prime site position to align their sustainable development location policy with the unique opportunities presented by the existence or establishment of a key transportation node.

Role of Public Sector	Role of Private Sector	Role of Community Groups
Leadership/Champion	Investment capital	Help to identify local needs/ problems and different possible solutions
Initiate development	Hands-on approach: project development and delivery	Voluntary work, knowledge and support
Develop strategic vision	Finance	
Subsidy provision, invest/ co-finance appraisal/	Delivery	Involvement in process as part of administrative procedure
Negotiation with property – land owners	Provision of knowledge/ information	Hands-on approach in community based regeneration
Use of legal powers	Networks with other private investors	May be absent where there is no community
Project management/ co-		

management	Innovation in service delivery	
Evaluation & monitoring	Provide delivery impetus and reduce/avoid delay	
Allocates and secures funding		
Complements private sector initiatives		

In URBACT I the project Partners4Action analysed stakeholder roles in function of Public-Private partnership

At the same time the emergence of the Railway Hub, provides us with an operational example typifying another characteristic of current governance constructions. This relates to the blurring of traditional relationships and roles in respect of delivering utilities and services. Long established competence boundaries have been put in question and transformed - where for instance the public authority becomes enabler rather than provider, the railway company is freed to act as property developer or real estate manager and the private sector is encouraged to contribute to enhancing the public realm… An atmosphere of co-production transcends the code of contractual convention with the changing intervention motivation of railway companies (traditionally always key stakeholders) representing perhaps the most remarkable and interesting aspect of the governance evolution. New forms of joint leadership are appearing in these types of project replacing or at least transforming the established "single driver" model.

Activity	Traditional Approach	New Approach
Land acquisition and assembly	Public	
Infrastructure investment	Public	
Public Realm development	Public	
Commercial Development	Private	
Residential - Private	Private	
Residential - Social	RSL / Public	
Residential – Key Worker and Affordable	Public Sector Grant	
Operation and Management	????	

Modified structure of roles and responsibilities – Source: Price Waterhouse Coopers

Keywords

Effectiveness – Efficiency – Flexibility – Transparency – Partnership – Accountability – Risk reduction – Joined-up – Cooperative network – Speed - Coordinated

1. Governance and the Hub - Challenges

1.1. Some General Principles

There are a number of difficulties - encountered by cities but equally other authorities, agencies and key stakeholders – associated with the adaptation to governance processes, even when there is recognition of the need to break away from existing sectoral or compartmentalised approaches.

Tuna Tasan-Kok and Jan Vrancken identify a number of challenges which successful governance constructions have had to overcome, not least the evident problem of reconciling "the private sector interest with the concept of public good". They highlight 4 general challenges for multi-actor cooperation:

- Conflicting interests and competing aims of stakeholders
- The confrontation between organisational hierarchy and the need for coordinated action
- The effect of institutional complexity which even hampers institutional innovation required to accommodate complex multi-actor and multi-level relationships
- Shifting aims and goals of actors over time (particularly in a market based context)

These potential obstacles are certainly recognisable in the case of Hub development, but Hub initiatives also add their own specific accents to this story.

1.2. ENTER.HUB Challenges

During exchanges at Local Support Group level Enter.Hub partners have deepened the analysis of these more specific challenges. While each city is operating in its own territorial and institutional context there are clear common issues which arise and repeat across the network – and of course there are particular issues which relate to specific local conditions, structures and individual city experience.

Two principal concerns emerge. Firstly the question of dealing with the role and position of railway agencies or companies. With a thematic focus on railway hubs it is hardly surprising that the railway company is key, if not the dominant stakeholder in the field - as main service provider and net coordinator but often also as principal landowner and infrastructure manager. The key stakeholder role is not necessarily a guarantee that this agency is prepared to enter into a construction which might be perceived as diminishing a position of some considerable power. Fortunately in most cases the traditions of cooperation (frequently national railway company embedded in state institutional fabric) and mutual benefit are used to advantage to bring all parties to the table. However for a location embarking on a new initiative this is a bridge which always has to be crossed whether by process of regulation or negotiation. Today this is often further complicated by new independent status afforded to railway companies, able to function as private or semi-private operators, as well as the division of responsibility across different operators (either different companies as service providers through franchise systems or separate divisions created to manage infrastructure and passenger transport for example) in part in response to EU competition legislation.

The second main aspect that all partners have raised is the challenge of involving civic society, citizens and end-users, in the Hub development process. While some partner cities have even little experience with participation, all are interested in how participation can be applied in the HUB context to create added value and ensure that development responds to the real needs of affected communities. Here again the Railway Station Hub exhibits some particular characteristics in this respect, alongside the influence of the highly technical nature of certain activities, or the strong elements of market led or strategic development interest. For example, potentially affected or impacted populations (residents,

shop-owners, travellers, commuters…) are not simply confined to the immediate locality but describe a much wider catchment area and a broad range of diverse interest groups. In this situation, which levels of participation can be envisaged and how can this be organised, also to make a constructive and responsive contribution to the governance model? While governance logically includes the component participation, there is also a potential element of contradiction here. Is it possible to balance the justified "right" to participation with the underlying motives for the governance approach such as cutting through red tape, speed of implementation, efficiency and flexibility? As Lievens suggests "does effective problem solving through the mobilisation of a set of actors with adequate power to achieve set (agreed, negotiated) goals not inevitably lead to the following of a consensus logic – a consensual focus on solution". Or as the political sociologist Claus Offe comments "the sponsors and practitioners of governance, whoever they may be, logically and politically can do without opposition, for all relevant actors are included in cooperative networks (or at least should be so in the case of good governance)". In relation to the railway hub therefore, the forms and rhythms of participation may require to be much more carefully considered than in other types or scopes of project.

The case of Leuven

In the city of Leuven 4 primary stakeholders came together to give a joint mission to the Project Team City Design to produce a master plan for the station area development (1992).

The first time in Belgium that public authorities and service providers – under the impulse of a city – worked together on a spatial project of such magnitude.

The responsible city councillor testified that "the initial period of cooperation was difficult, characterised by a significant degree of distrust, the process and procedure was new, the partners did not know or understand each other sufficiently, there were diverse expectations and hidden agendas. For instance we felt that the prime concern of the Railway company in the beginning was simply to maximise profits from the exploitation of its own surplus property (which was indeed extensive)."

1.3. Additional Challenges Facing Enter.Hub Cities

- Establishing acceptance that "mobility" in the widest sense is a reference theme to focus integrated action and not single agency solutions

- Agreeing on a common perspective for network development, for development of the immediate Hub area, for the station district, the city...

- Assessing legitimacy of organisations, defining the representative validity of potential stakeholders and identifying, engaging those with decisive power

- Engaging with economic stakeholders: entrepreneurs to invest in the station area, and; those operating at scale levels wider than that of the locality or city, so that the Hub can be at the core of a wider scale economic dynamic

- Understanding current territorial hierarchies and reconciling local vision with wider perspectives

- Involving all necessary stakeholders (including end-users, specific relevant target groups, missing or unwilling but essential voices) – defining the roles they should play and developing appropriate participation tools and mechanisms within a Hub

- Convincing people that they can really play a part, influence the decision making process

- Creating strong, decisive leadership within the governance model, where plural forms of leadership often evolve

- Working across administrative boundaries to deal with neighbouring municipalities or territorially structured service providers

1.4. Adapting Existing Participation Techniques to the Hub

The rail link serving the city of Preston in the UK is due to be electrified in December 2015. Therefore the local authority is currently involved in forward planning of the station as a Hub facility, aimed at maximising the benefits associated with expected improvement in transport speed and efficiency. As the governance structure begins to

form around this initiative, UK legislation, existing planning practice and local policy combine to require the inclusion of participation as a fundamental part of the process.

The city has little experience of applying a participatory model to the specific situation of developing a railway Hub, but has a long tradition of involving civic society, stakeholders and citizens in urban planning and development projects. The particular spatial configuration of the city centre illustrates perfectly many of the challenges, listed in this chapter – spatial complexity where the important bus station is located on the opposite side of the city centre. This in turn increases the number of stakeholders affected by, or who have a real interest in the project – and therefore makes participation a pre-condition if effective development solutions are to be achieved.

Preston Rail Station to Bus Station – Preston case study

Preston Railway Station was built in 1880 with extensions in 1903 and 1913. The current Preston bus station was built in the 1960's in the brutalist style at the opposite end of the City Centre to the railway station. Although there have been attempts to replace the bus station in recent years on a new location more accessible to the railway station the bus station has recently been listed as being of architectural importance (the railway station is already listed) so the challenge now is to find ways of linking the two. The planning system in the UK requires a considerable degree of front loaded consultation, which should inform the plan. As part of the preparation of a new plan for the City Centre local residents and businesses have been invited to comment on issues the plan should address including connectivity between the two stations at various stages in the plan preparation. The process: "Your City Your Say" resulted in over 1,000 individuals and businesses commenting pro-actively on how they thought the issue could be addressed. The results of that exercise are now being realised in the "Fishergate Central Gateway Project". Fishergate is the city's principal street and is the primary pedestrian route between the railway station and the bus station. Consequently, Fishergate acts simultaneously as the main shopping street in the city centre and is important for the movement of pedestrians, buses, taxis and cars. The Fishergate Central Gateway Project will transform the city centre by enhancing the pedestrian experience through the heart of the city centre through introducing principles of 'shared space'. This will reallocate vehicular space to pedestrians shifting the focus to more sustainable forms of transport, encouraging greater social interaction and, through careful design and traffic management reducing the speed of vehicular movement. These key aspects come together to create an attractive, safe and tranquil social environment which will increase the propensity to walk in the city centre.

2. Governance and the Hub - Experiences and Lessons

In order to focus the exchange of experiences and allow the network to draw some useful conclusions concerning Railway Hub governance models, partner cities and their URBACT local support groups worked around some leading questions. These were designed to help cities analyse their position in relation to the theme, the problems and successes (good practices) encountered and to orientate the material content of city case presentations.

During the Enter.Hub meeting in Creil city partners applied these analyses in a series of workshops, to explore certain city cases more deeply: confronting the working of the governance model in Łódź with the task of developing an appropriate structure for the specific situation in Reggio Emilia; comparing the Ulm participation method with the ambition to mobilise stakeholder involvement in addressing the relationship between the establishment of a hub facility and city centre renewal. A site visit in Creil also allowed partners to see at first hand the real barrier effect that multiple rail tracks impose (a rupture of some 200m at the station location), fragmenting connection between the municipalities which make up the agglomeration, most notably Nogent sur Oise and Creil. This visit also graphically illustrated the difficulties involved in establishing effective cooperation between different owners of railway linked land and infrastructure and

essential but separate service providers (rail, regional and local bus companies...). In this way the territorial focus of the city master plan and the collaborative structure required to manage the hub development process were brought into sharp perspective – recognising characteristic similarity with situations faced in many cities across Europe.
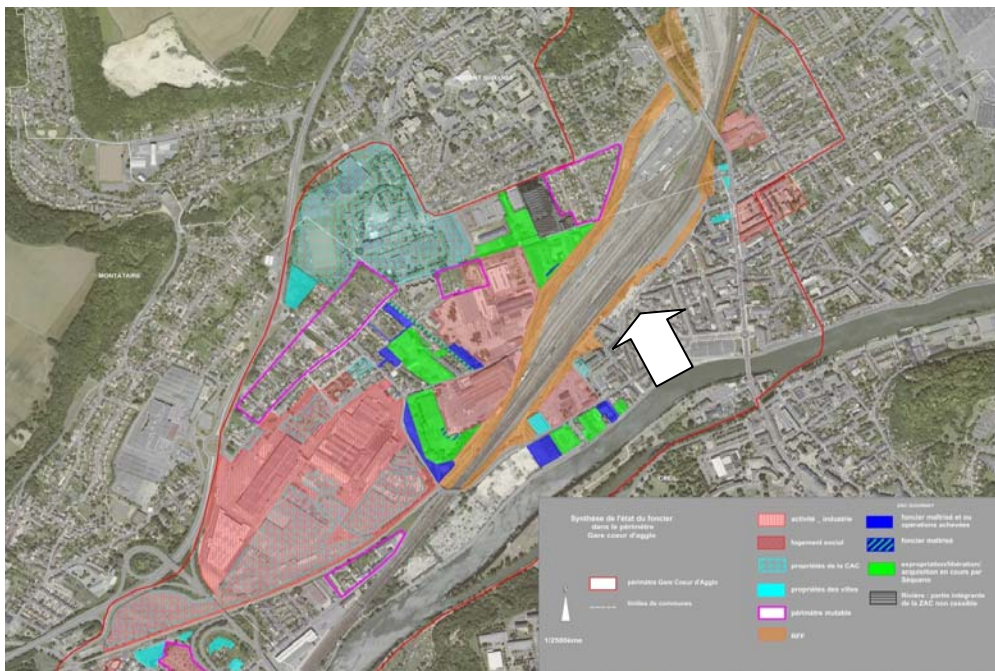
2.1 Link to Existing Process and Practice

Q1: How does (re)generation of a HUB facility fit into the system of existing or developing policy and planning frameworks?

This question makes the link between the Orebrö partner conference (mobility and planning) and the Creil theme (governance and participation). It seems obvious that such integrated development projects should be embedded in the established processes and procedures of government and planning. However in reality this may not always be the case because of: the urgency and, or economic/strategic importance of the initiative; the particular nature of stakeholders implicated (scales of government, private and commercial interests, etc.); the increasingly independent status of service providers...

In fact Enter.Hub partner experience suggests that the trigger for Hub development may be linked to the emergence of a new opportunity, either planned or unexpected:

- Change in status of the station as part of National/Regional or service provider transport strategy (high speed, express network or network expansion)

- The freeing of land for development in the immediate vicinity of the station

- Investment ambition of a specific stakeholder...

However it appears more common that indeed the Hub development is part of some coherent future oriented vision embedded in due planning, and often also consultation, process. Even if a moment of opportunity presents itself as result of a single agency or private initiative, it generally very quickly becomes incorporated in strategic policy and local planning frameworks. The absolute necessity of combining public and private interests and assets if such a project is to succeed surely plays a determining part in this.

In the city of Leuven the development and regeneration of the station and its surroundings has been part of a long term reflection to redevelop priority areas in the city as part of a global development plan. The station location and sites of under-used

railway property are designated as such in the city structure plan and within this framework the Hub concept would fit perfectly:
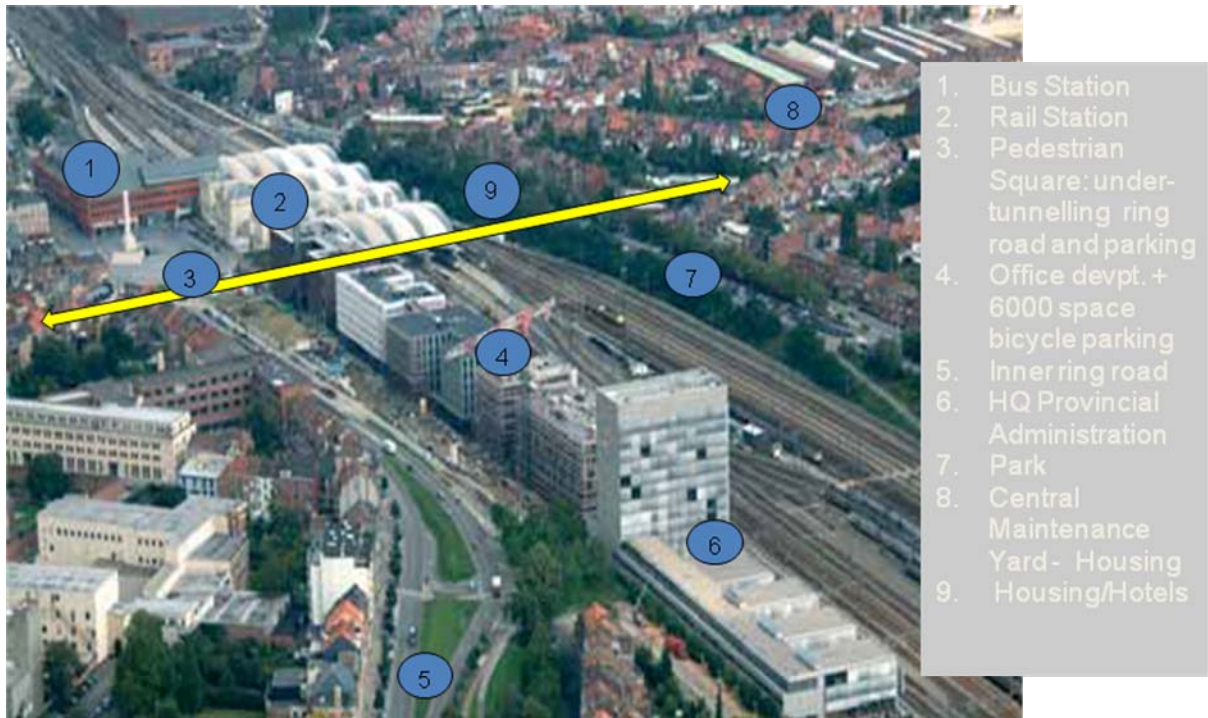
- A structured multi-modal transfer node (train, bus, car, bicycle, taxi, pedestrian) with direct links to HST stations (25 minutes Brussels, 15 minutes Brussels International Airport, 40 minutes Liège)

- A bridge between city centre and outer districts, connection as opposed to barrier

- A prime sustainable location for economic (commerce, business), administrative, cultural and tourist activity

Real intervention began in the nineties with a master plan becoming the vehicle around which the key interests of city authority, railway company and private developer could be assembled and implementation organised. This was based on the joint understanding that each component of the project would be technically, financially, economically and socially justified and that the impact would extend beyond the boundaries of the land owned by the railway company. In fact a significant catalyst in the Leuven process was the appointment of a design team by the joint Steering Group (City, Flemish Region, Railway, Regional Public Transport Company) to produce the master plan and ensure that these goals were embedded in it. The team revolved around Professor Marcel Smets whose University Department had worked for years developing integrated strategies for the regeneration of the city and the identification of major priority projects to achieve this. The combine of Steering Group and Team City Design provided the project with a coherent but flexible management platform and through application of international urban design competitions the main components of the project were assembled and implemented. The joint ownership of a development vision was a key element in delivering continuity in what is essentially a long term implementation process. In fact the governance model was shaped through the experience of developing the project, exploiting multi-level, multi-stakeholder engagement to respond to problems and exploit investment and functional opportunities, but always underpinned by the structured framework established in the master plan.
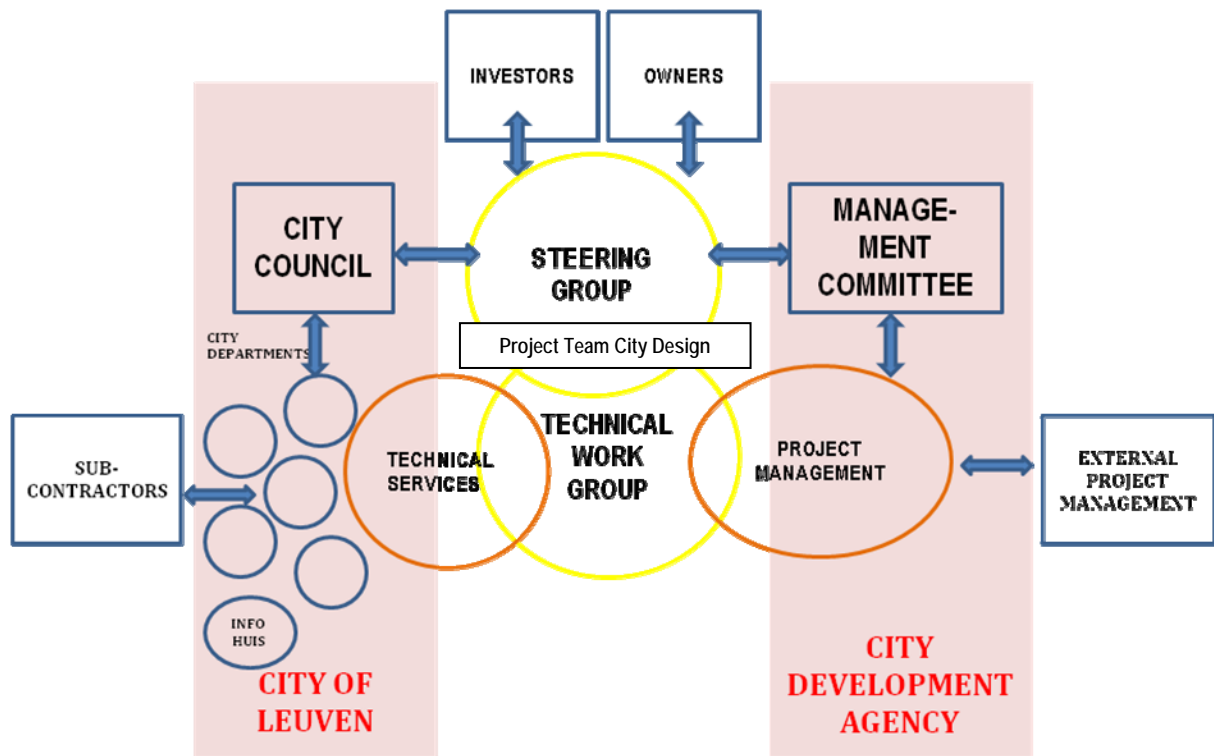
Governance Structure - Leuven

Work is still continuing to finalise the Hub facility, with ongoing refurbishment of the historic station building, transformation of the former maintenance yards into an affordable residential, multi-functional neighbourhood, and the planned layout of a linear park. The station area has become a dynamic location pole for the city based on its multi-modal transport interchange capacity and has attracted new office (public and private), commercial and housing development. The role of public space as an asset for community life has been revived with expansion of the hotel, restaurant and cafe activities , youth hostel and concert venue/recording studios. It represents a fundamental element of the wider city sustainable development strategy directing densification and employment to be located where access by public transport and soft mobility can be maximised.

1. Bus Station
2. Rail Station
3. Pedestrian Square: under-tunnelling ring road and parking
4. Office devpt. + 6000 space bicycle parking
5. Inner ring road
6. HQ Provincial Administration
7. Park
8. Central Maintenance Yard - Housing
9. Housing/Hotels

In Creil, at a much earlier stage in a very similar process the master plan again surfaces as a tool to focus and unite development ambitions. Here also the conception of concrete proposals is fixed within the framework of existing planning instruments - the Regional Sustainable Development Scheme (which targets the building of new central functions around railway stations in Picardy and the establishment of the HST connection Roissy-Picardy), the Strategic Plan for Creil Agglomeration and the Territorial Development Scheme centred on the agglomeration. The process to feed the master plan taps in to a local tradition of consultation by engaging 8 working groups involving a range of stakeholders interested in themes such as: mobility; landscape and public space; land and operational strategy; urban functions; economic development…

Creil Master Plan – Anticipating HST

The initial aim of creating a "Transport Gateway" and interchange of more than regional significance in Preston is included as objective in the (regional) Central Lancashire Core Strategy which has already been approved and will be further detailed in the (local) City Centre Action Plan (currently under consultation). As already mentioned any concrete project to implement the Transport Gateway within a City Centre rehabilitation/transformation perspective will be required to develop a public consultation, participation trajectory.

The participation process in Ulm

The strategic importance of Ulm city station was identified in the existing planning instruments determining the path for city development. It was also a feature providing a logical response to the ambitions of optimising and integrating transport network plans operating at different service levels corresponding with – EU Trans European Network policy; the establishment of the Stuttgart – Ulm HST connection at national level (previewed 2020); the consolidation of the regional commuter railway system and the planned extension of the local tramway transport system.

The City of Ulm and Deutsche Bahn (German Rail) instigated an ideas competition in 2011 concerning railway station renewal and the city initiated a process of permanent dialogue (based on a stakeholder forum structure) to accompany the project "City Station Ulm". This interaction with stakeholders and local society has successfully brought new ideas into the planning process which then in turn are incorporated into the traditional statutory system of legally binding land-use planning and building permission.

2.2. Key Partners and Stakeholders

Q2: Who needs to (should ideally) be involved if the HUB is to maximise its economic, societal, environmental and mobility potential?

If these four basic parameters are to be joined to produce a successful and responsible urban/regional solution to mobility+ needs, then the complexity of task is matched by complexity of team selection. It is crucial to understand how different authority levels, service providers, professionals, private developers and operators as well as end-users and local populations can combine to set a common programme and deliver the agreed concrete results. Who are the key stakeholders and at which stages are different stakeholders essential to development, realisation and ongoing operations and management?

In Creil the agglomeration has identified a range of stakeholders considered indispensable as actors to deliver the development of the station and station district. As in Leuven, Preston, Ulma, Łódź and Orebrö the interventions planned for the station are part of a wider urban improvement perspective.
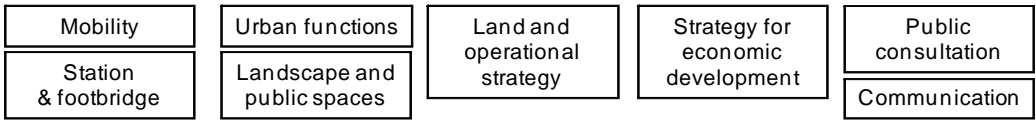
Łódź – "Stitching the City"

The City of Łódź organised the workshop "stitching (the station to) the city" which engaged different stakeholders. The aim was to improve the quality of public spaces in Łódź which perfectly describes these common ambitions. The Creil Agglomeration highlights the complication of working with 2 railway authorities SNCF (the railway operator) and RFF (the owner of the rail infrastructure) whose division of responsibility is sometimes unclear, or seems to overlap, and groups essential partners under 3 categories: land owners; transport providers, and; planning authorities.

Land Owners – Railway companies (SNCF station plus other buildings and land, RFF rail track, buildings and land); Creil Agglomeration; Municipalities (Montataire, Creil, Nogent-sur-Oise); Other land owners (Gaz de France, Ministry of Defence, Private owners etc.); Local Public Land Institutions; Public-private developer (SEQUANO).

Transport Providers – **Managing Authorities** State, national railway lines; Picardy Region (regional rail and bus network); Department of the Oise (inter-city buses); Creil Agglomeration (city bus system); SMTCO (association of transport managing authorities in the Oise Department). **Operators** SNCF; STAC; etc

Urban Planning Authorities - Picardy Region; Creil Agglomeration; constituent and neighbouring Municipalities

In order to complete a more comprehensive reflection on the future of the station district the partnership is enlarged by the invitation to local stakeholders to participate in 8 working groups to provide input and feedback for the development of the master planning process.

Mobility	Urban functions	Land and operational strategy	Strategy for economic development	Public consultation
Station & footbridge	Landscape and public spaces			Communication

In what is a very parallel experience Ulm undertook a similar stakeholder analysis exercise to determine who should be ideally involved in the Forum construction designed to feed the permanent dialogue for the City Station Ulm project.

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citizens` workshop forum 1	Forum local Stakeholder forum 2	Forum transport City Station forum 3	Forum of non-local Stakeholder forum 4	Planerforum Citybahnhof forum 5	Internet Forum Citystation Ulm
citizens not being part of an organization	German Rail	DB rail/bus regional transport German Rail	big enterprises	architectural association Ulm	
users	Mail	DB (German Rail) Station Service /Station Management	real estate enterprises	members of the architectural association Baden-Wuerttemberg	
residents	Telekom	DB (German Rail) long distance	association for hotels and catering	civil engineers BDI	
regional planning group "Middle East"	Strabag	SWU-V	local banks, Sparkasse, Volksbank		
Ulm women Forum	private owners of ground	taxi centre	Ulm/Neu-Ulm tourism organization GmbH		
Initiative INULM	institutional owners of ground	Donau-Iller regional transports GmbH Ding	RVDI Regional planning board Donau-Iller		
local agenda 21	building lease owners	consortium of private Bavarian Bus/ entrepreneurs	chamber of commcerce for enterprises		
NGOs for the disabled	trade enterprises	Donau-Iller Bus GmbH	chamber of commcerce for crafts		
	trade enterprises and operators Sedelhöfe	NeuBus Neu-Ulm Buses mbH	Ulm University		
	service providers	German Rail: Bahnpark GmbH	Landkreis Alb-Donau (district)		
	Ulm Theatre	Contipark International Parking	Ulmer City-Marketing		
	police / national	Ulmer Parking PBG	assoziation for retail		
	police Laender	ADAC (motor club)	City Neu-Ulm		
		ADFC (club for cyclists)	Schools		
		traffic police	BUND / NGO for environmental issues		

The Ulm Stakeholder Forum

The general impression is that cities are perfectly capable of identifying who they need to work with, who can provide real added value (skills, expertise, finance etc.) and who should be involved to ensure that developments respond to real need and fulfil societal objectives. Difficulties are much more associated with how to engage with relevant partners, within which form of partnership and at which stages in the process. The Ulm experience provides a valuable insight into how this can be effectively organised, while the city of Łódź is very clear to make the point "not everybody everywhere". This was connected to the fact that Łódź is a much bigger city and some consultations have to be organised only in respect of given aspects (e.g.: urban transport; sociale issues). On the other hand the capacity to convince key stakeholders to join a project, and to negotiate to bring conflicting interests into a common vision are essential features to be mastered.

Łódź Public Consultation – "Attractive City Spaces"

Łódź - Transforming the Fabryczna Station area

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Łódź - Cooperation with Polish Railway Company

After the development of the concept to revitalise the EC-1 complex by the city of Łódź (former heat and power plant located in the very centre of the city), dedicating it to cultural and educational purposes, the idea was born to create a coherent urban design for the surrounding area. A cooperation was initiated with the eminent architect and urban planner Rob Krier, who developed the initial project for a large part of the city, compatible with the implementation of the vision to expand the city internally. The fact that this initiative coincided with the plans of PKP SA (Polish Railway Company) for the rebuilding of the Łódź Fabryczna railway station, the construction of the high speed railway line through Łódź and a diametral railway tunnel connecting the two largest stations in Łódź, opened the field for cooperation between the City and national railway companies.

Due to the common objectives, the parties have developed the concept of reconstructing the railway station connected with a multi-modal transport hub in order to ensure the best possible development for the city and to ensure thereby the development of the former railway plots for new functions. In 2007 the parties signed an agreement on establishing partnership in order to regulate the legal status of the Łódź Fabryczna railway station area and to implement the New Centre of Łódź project.

The genesis of cooperation stems from the confluence of these initiatives, and the outstanding correctness of mutual relations is the result of a strong commitment of both parties, their sincere intentions and convergence of vital objectives which will be pursued simultaneously.

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2.3. Leadership

Q3: Who should drive the process, should there be a single driver?

Multi-level, open governance provides us with a vehicle to make goal-setting and steering of intervention more efficient, more relevant and more accountable. However it should not be forgotten that in most cases ultimate decision-making remains the responsibility of an elected or executive body at an appropriate authority level. Neither does the integrated partnership or stakeholder model replace the need for strong leadership if the notion of good governance is to produce desired results (on budget, on time...). So how is the decision-making and leadership question represented in the Hub governance model? Multi-stakeholder involvement could easily be associated with complicated or even fragmented leadership forms. The governance model certainly opens the door to establishing joint leadership structures.

In the case of Leuven the leadership of the initiative was organised by establishing a core group represented by the 4 key stakeholders - railway, public transport, regional ministry, city. The initial driver of this construction was the city, the ambition drawn from its long tradition of reflection on strategic priorities for city development. This steering group assumes the leadership role as an executive body (not 4 leaders) directing by consensus at the interface between technical departments, project management and stakeholder participation. It remains accountable to the City Council.

This type of management structure is comparable with the role of a tighter partnership between the city of Ulm and German Rail, and is also characteristic of the approach in Łódź and Creil.
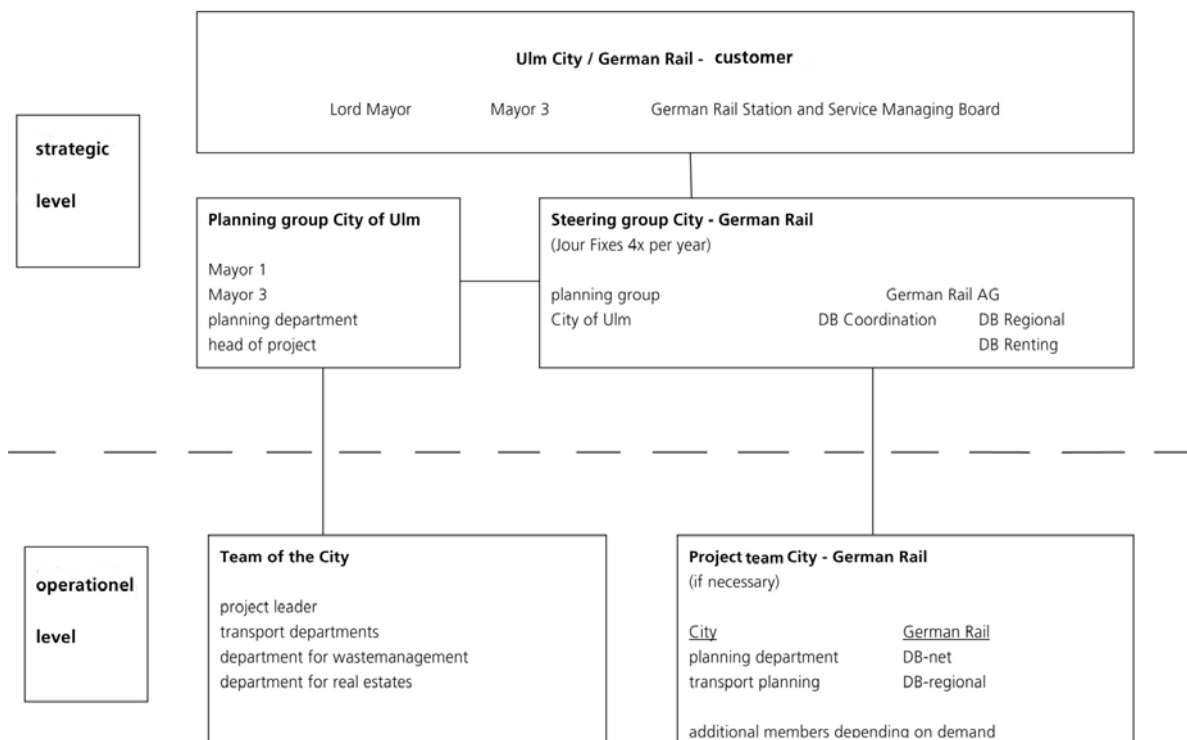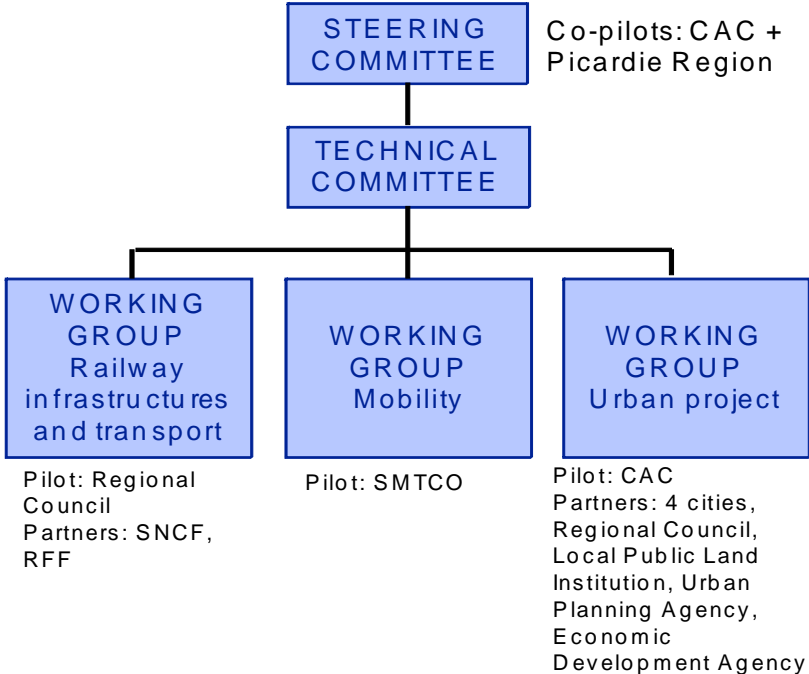
Structure of cooperation between the City of Ulm and German Rail

At the end of 2012 the City of Łódź created a new institution (the Board of the New Centre of Łódź) to guide the implementation of the "New Centre of Łódź" programme (where the station area is an integral element). This option is taken in view of the strategic significance, complexity and high value of the project and the realisation of the need for a unified and systematic management of present and future initiatives. The Board of the New Centre of Łódź is a budgetary entity responsible for the management of the whole project which works cooperates closely with Special Committees and Project Teams established to coordinate various projects. One of such Special Committees is assigned to oversee and ensure coherence of the Łódź Fabryczna Station Project.

In Creil the structure is rather different where a partnership protocol is in place, facilitated by the Urban Planning Agency and signed by the Creil Agglomeration, 2 constituent municipalities (Creil and Nogent-sur-Oise), the Regional Council, SMTCO (Public transport managing authority), SNCF and RFF. The management of the project "Gare, Coeur d`Agglo" (Station – Heart of the Agglomeration) is here retained by a co-pilot public authority steering committee comprised of representation from the Creil Agglomeration and Picardy Region. The protocol partners are assigned to different working groups –

railway infrastructures & transport; mobility; and urban project – in turn providing input to the decision-making and coordination process.

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┌─────────────────┐   Co-pilots: CAC +
│   STEERING      │   Picardie Region
│   COMMITTEE     │
└────────┬────────┘
         │
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│WORKING│ │WORKING│ │    WORKING      │
│ GROUP │ │ GROUP │ │    GROUP        │
│Railway│ │Mobility│ │  Urban project  │
│infrastructures│  │ │                 │
│and transport│    │ │                 │
└───────┘ └───────┘ └─────────────────┘
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Pilot: Regional Council
Partners: SNCF, RFF

Pilot: SMTCO

Pilot: CAC
Partners: 4 cities, Regional Council, Local Public Land Institution, Urban Planning Agency, Economic Development Agency

Creil Agglomeration – Building the partnership, co-producing the project "Gare, Coeur d'Agglo"

In these examples the public sector is still probably the most important driving force but it is not impossible to imagine this role being taken by another strong actor in certain circumstances, scales or phases of project. A major land owner for example or especially the main (rail) service provider, whose mission statement may no longer be simply limited to the provision of infrastructure and efficient movement of travellers?

Equally these structures, as with consultation and participation, may adapt or modify over time as a project passes through different stages in the delivery process – vision; planning and design; implementation; operation; operational management and monitoring.

Connecting the ULSG to a governance model for Reggio Emilia.

In recent years the Municipality of Reggio Emilia activated some round tables in order to investigate the potential of the Mediopadano Hub and more specifically the northern district (where the hub is located), involving a number of different actors: various services belonging to the Municipality, but also representatives of the main local activities – those which will of course be affected by the renovation stimulus generated by new HS station: in particular, mecathronics, education, innovation.

At the same time, the relevant administrations and offices at the different territorial scales have been actively involved: as the Mediopadano Hub has been conceived not only for the city of Reggio Emilia, but for a wider catchment area, gathering in other provinces. The Municipality considered it essential and strategic to use a multi-disciplinary, multi-scalar and multi-level approach. Such a framework gave the opportunity to exchange on problematic issues and challenges, trying to find shared solutions, both in terms of overall strategies and punctual projects.

Now, the ULSG established thanks to ENTER.HUB, has two main purposes: (1) to enlarge these roundtables to reach a broader and more diversified group of stakeholders and (2) to create a smaller group (the "core group"), mainly composed of practitioners working on different disciplines (planning, architecture, engineering, economy, etc). This core group is charged with the task of putting into practice, in a concrete and feasible project, the expectations raised from the enlarged ULSG.

The workshop in Creil brought new inputs to strengthen the Reggio Emilia governance model as it has been conceived so far. The main ideas raised have been represented in the following scheme:
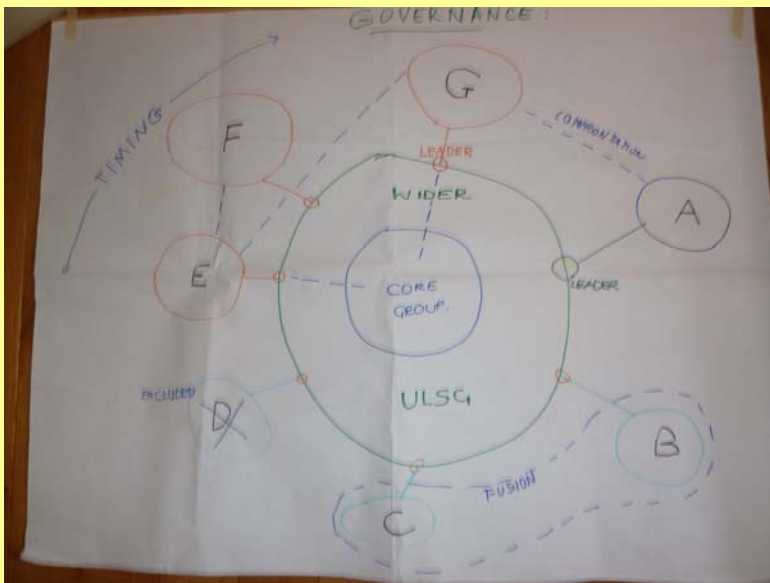
The scheme represents the potential for adaptation of the existing governance scheme. To make the model more effective the idea developed has been to identify, for the significant external groups (A, B, C, etc) some representatives / reference people, acting as "contact points" between their own wider stakeholder group and the ULSG, being able to bring the contribution of the whole group (A, for instance) to the ULSG.

These scheme also represents the possibility of merging some of these "external" groups, or excluding certain of them because their contribution is not useful, at a particular stage in the process or in respect of a specific action topic … At the same time, the scheme also stresses the role of the exchange and learning process with the other ENTER.HUB partners, as a key contribution to the definition of such a model and its effectiveness.

Of course, the scheme can be read through a centripetal point of view (all needs/worries/ideas are conveyed towards one – or more – common objectives and relevant solutions, to be developed by the core group) but also, once the ideas have became decisions and projects, via a centrifugal point of view (decisions and projects raised through this transversal work provide answers/solutions to the individual actors needs and expectations).

2.4. The ladder of participation

Q4: How can end-users, local population be incorporated in the design, development and operation of the HUB concept – to which degree and at which stages in the decision-making process?

The very notion of a Hub means that the societal impact of such a complex extends beyond the limits of any former station perimeter. Even in terms of the nodal interface the connections become modified and highly integrated. So in an often international, economic and technical subject matter how can the voice of affected populations, passengers, consumers be a real part of the decision-making process. How can the development respond to their needs and wishes. What makes the difference between a city like Leuven in Belgium which has a highly developed HUB that incited little public resistance during design and implementation as opposed to the kind of resistant reactions experienced in nearby Antwerp or the crisis situation which resulted in Stuttgart?

In terms of process the City of Ulm has developed a highly sophisticated system, to engage with a wide range of stakeholders through the Hub project lifecycle. The city authority, aware of pitfalls exemplified by what is identified as the paradox of participation for example, has devised a cyclical system of consultation to feed input into different stages or critical moments in the decision-making trajectory.

The paradox of participation
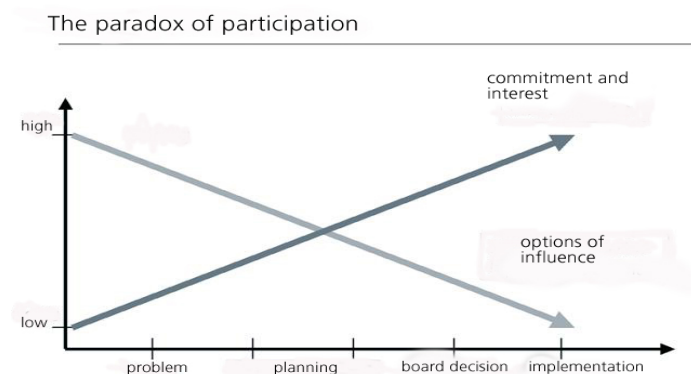
This is based on the creation of a number of targeted forum groups representing specific interests, which operate as a sort of focussed think tank providing ideas, information (even objection) to the steering organ and ultimately the city council. These groups are activated to follow concerns and propositions raised in a wider public consultation (citizens plenary meeting) and are brought back to present findings in a round table discussion designed to arbitrate and formulate conclusions on particular development options. The structure of forum reflection can be adapted to address specific issues requiring resolution through time, therefore it is not essential that all fora are involved in all development components or decisions. The city has also instigated an internet forum recognising the potential scope of involvement which can be achieved through new (social) media opportunities.
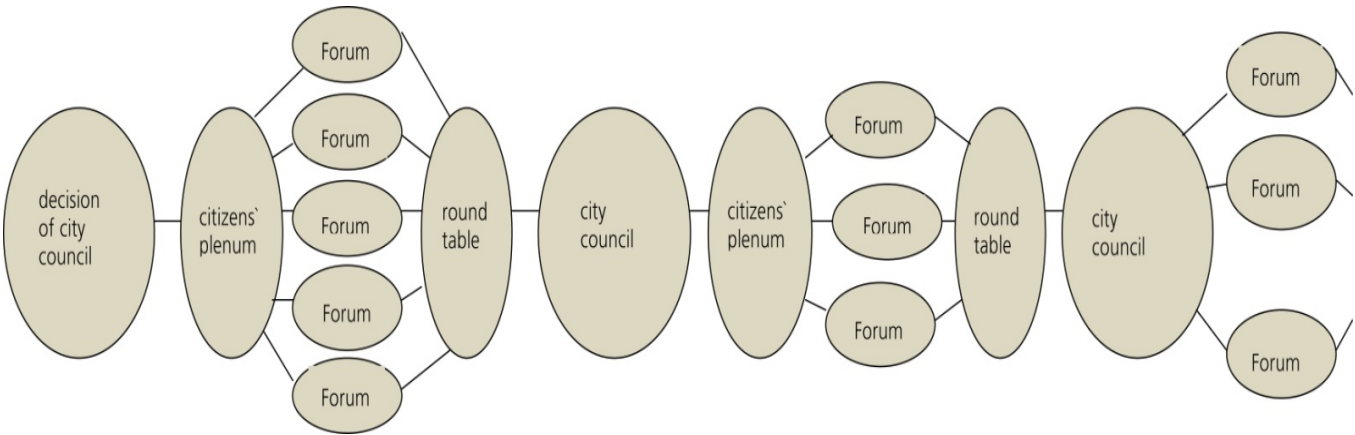
The Ulm Participation Model

The city of Preston has used a number of techniques in recent years to reach out and involve communities in the decision making process, including: planning for real; evaluation for real; community street audit; community asset mapping, transect walks…

Preston – "Planning for real" consultation

Three examples of how Łódź determines a programme of public consultation:

- an open but primarily expert workshop designed to explore the parameters of integrating station area development with the wider multi-functional city centre regeneration project
- public consultations concerning improvement of public spaces, which gathered 500 people and generated 321 ideas, suggestions, opinions on development priorities linked to the expressed needs and wishes of citizens
- consultation with key stakeholders to focus on the role of the project; to test vision against feasibility and; to identify potential barriers to development and possible solutions

The URBACT Local Support Group occupies a new position in this multi-faceted dialogue process (workshops, lectures, site visits, focus meetings, individual interviews etc.) where the position of the city is clearly expressed "the quality of a plan lies in the participatory process which generates learning, positive behaviour and stakeholder commitment to joint objectives".

| Individual and group interviews conducted with various groups of stakeholders	**18** **Individual** **meetings**	**5** **Group Meetings**
- City Authorities - Representatives of the Marshal`s Office (Łódź Vovoidship) - Active inhabitants, entrepreneurs, businessmen, representatives of cultural institutions - Local journalists - Architects and city planners - Representatives of other scientific domains - NGO representatives	**IN TOTAL** **41** **INTERVIEWS**	

Targeted consultations conducted by the Deloitte company as part of functional arrangement analysis of the New Centre of Łódź

In a very preliminary phase the City of Orebrö is attempting to assess the desires, opinions and needs of its citizens, institutional and private stakeholders in respect of future station-linked development. This is considered a crucial part of a process to define city strategy in order to determine the options for a new linear development perspective, in alignment with the railway infrastructure fringing the centre of the city.

How does the railway and its stations connect with the rest of the city (inner area and suburbs), is it opportune to exploit the existing two station polarity or re-centralise around a main Hub facility? These are fundamental choices to be made by the city, its development partners and citizens. Like Ulm the city is using media to inform and invite participation initially through the presentation of a video film programmed on local television and setting out possible options and points for discussion. A full process of consultation is foreseen but currently the focus is on trying to survey public opinion, using interviews at travel centres, shopping centres and through questionnaires spread by social media and other more traditional locations (schools, libraries etc.). The city is confident in this approach but is still involved in building a momentum of response and engagement which can give the process a real legitimacy and ensure that representation is well-balanced. In the first series of interviews (800 responses), 30% of people were

unsure about how they make the connection between station and city-centre which would seem to suggest that there is important work to be done to create a basic platform of understanding so that stakeholder input can effectively contribute to the reflection process.
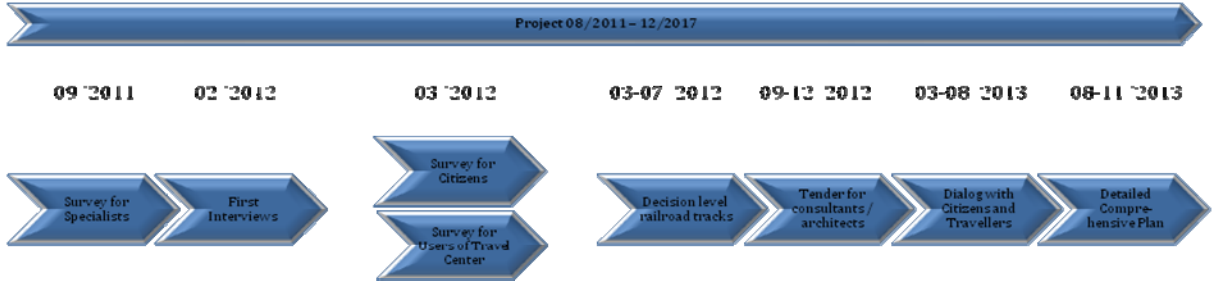

Building the first steps in the participation process in Orebrö

As if to prove that there is no one fits all solution, in contrast to these examples the city of Leuven consciously decided not to develop a wide-ranging structure of participation to accompany the station area project. This approach may have emerged because there was a high level of historical awareness among citizens about city development options, but also because within the statutory planning process a forum does exist both at regional and at city level to guide and inform the decision-making processes. So the evolution of city development planning is systematically followed by a Regional Development Commission and a City Development Commission. These bodies are formalised to ensure that stakeholder and community representatives have a strong role in shaping the development process.

The desire therefore was not to duplicate this form of dialogue and the city decided instead to use a programme of maximising information (dynamic and up to the minute) on all development aspects and at all key moments. An information office was set up, open to the public (low threshold, high publicity) in a vacant shop in the main shopping street, guided tours of the works were organised (with hard hats) and open to all every Saturday. Every change made in the traffic/transport system, to facilitate the works, was communicated to affected local residents, travellers, or shopkeepers in advance,

explaining alternatives and timing. While the actual design of the bus station, probably gathers a 50% of the population who like the contemporary form and 50% who don`t, the total project was largely accepted and there were virtually no negative reactions to the resulting development. Today the regeneration of the railway maintenance yards is accompanied by an intensive participation process however, as this new neighbourhood emerges to accommodate local population – a final phase in the wider station district development.
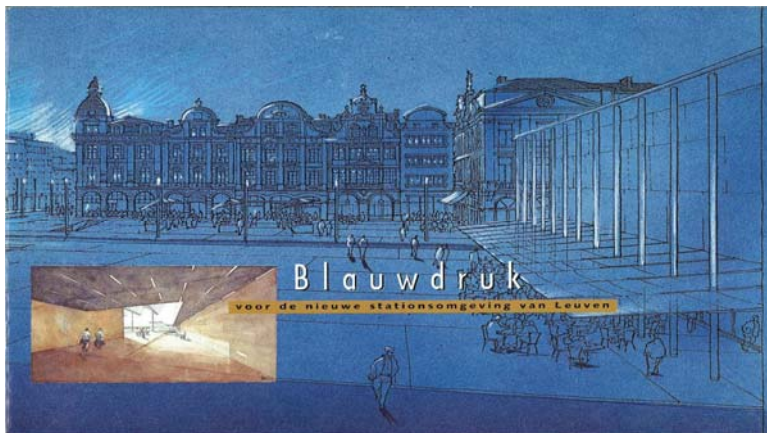
Information brochure city of Leuven

2.5. Ongoing Management and Monitoring

> *Q5*: *How can the HUB facility and a mixed functional pattern be managed as part of an ongoing future orientated urban/regional perspective?*

What happens after the "completion" of the HUB project. Of course such a project is never complete because of transport evolutions, modified needs and normal urban dynamics. So does the monitoring and maintenance of the zone and its operation, simply revert to falling under the traditional competencies of local authority, market processes and a return to core business for service providers. What are the ongoing governance models to be envisaged?

In answer to these points, none of the Enter.Hub partners have yet reached this stage as their station, station district, city projects are still in the phase of planning or implementation. Even the city of Leuven, where the scale of completion is highly advanced, is still developing station linked land and completing construction – the station travel centre for instance is still in the process of refurbishment.

The general impression is that any future management and monitoring will revert to rely on established systems so returning to a more compartmentalised model. This supposes the Railway company and responsible authority reporting on passenger figures, cost of service etc., the local authority role in evaluating general development becoming once again stronger, while private sector partners will make their own market-based cost benefit balance of their investment and activity. It is true that it is very difficult to find one agency which can give a comprehensive overview of the complete investment package and so analyse the full consequences of the governance model on the ground. The potential role of participative monitoring is also, at best, in a very formative position, not sufficiently understood, untried and untested.

3. Governance & Participation - 10 recommendations

These recommendations represent the results of the exchange process undertaken by the Enter.Hub partners in response to the thematic focus. They are drawn from examination of the proposals from the city Local Support Groups and conclusions agreed during the workshops organised in Creil.

3.1. Governance

R1. Make a comprehensive mapping of stakeholder interest and identify key players – each Hub project will have its own context and specificities in this respect.

R2. Use all means at your disposal to bring essential delivery partners into the core group – convincing of mutual benefit, identifying win-wins, negotiation, political leverage, regulation, legislation...

R3. Public authorities and agencies can take an exemplary lead in developing high performance cooperative working i.e. between region and city, between neighbouring municipalities, between railway and bus companies...

R4 Set realistic targets in terms of development and timing – scale appropriate to catchment and throughput, some development processes need to be recognised as long term and also need to be communicated as such.

R5. Establish an effective leadership structure. It can be a plural form of leadership or single agency driven but ultimately informed decisions need to be taken and

put into operation. "One has to be sitting in the driver`s seat but plenty of others have to be in the car and say where they would like to go".

R6. Exploit the opportunity of fixing non-negotiable deadlines. Complex projects like Olympic facilities are usually delivered on time because of the strong multi-level commitment, all faces pointing in the same direction - although it must be conceded not always on budget.

3.2. Participation

R7. Build a strong communication strategy making full use of existing and new (social) media opportunities

R8. If participation is genuinely intended to inform, input and co-produce then it should be incorporated at the outset and with a perspective of continuity (not necessarily at all times and on all issues). If participation is only introduced at a later stage or when difficulties arise there is a risk of obstruction, delay or even conflict which is then in contradiction with the principle of governance.

R9. Clearly set out what is possible and what is not. The challenge is to explain what is possible and what the limits of the planning and participation process are.

R10. Develop a system of participative monitoring to ensure that development and service provision continues to respond to citizen needs and expectations – the primary role of a Hub facility is still to serve both travellers and the wider population.

In conclusion

The Enter.Hub partner exchange seems to confirm that governance models can successfully bring new approaches to deliver goods and services in respect of station/city/mobility development. However high performance solutions do not simply result from bringing relevant actors together. Understanding of the real context (territorial, demographic, institutional, financial…) and opportunity needs to be developed. Coordination, integration of network/city/hub, partner commitment and trust, engagement with end users are just some of the features which need to be in place if results are fully to meet needs and expectations.

Hopefully the experiences of the Enter.Hub partners can help to set out some of the essential parameters to be taken into account and inspire the search for even more innovative response patterns.

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