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S.M.ALL Sustainable Mobility for All

S.M.ALL INTEGRATED ACTION PLAN Report

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Introduction and Purpose

Why this Integrated Action Planning Report

The Integrated Action Planning Report represents the final capitalisation output of the S.M.ALL, Sustainable Mobility For All network. Its purpose is to provide a **synthetic and critical reading of the action planning processes carried out across the network**.

Throughout the project, partner cities were supported in designing Integrated Action Plans addressing local challenges related to sustainable and inclusive mobility. These plans differ significantly in terms of territorial context, governance arrangements, institutional capacity and policy priorities. This diversity is a core asset of the S.M.ALL network. However, it also calls for a transversal analysis able to go beyond individual cases and extract **shared lessons, methodological insights and implementation-oriented reflections**.

This report therefore aims to:

1. synthesise how partner cities interpreted and applied the common methodological framework proposed by the network;
2. analyse the themes and priorities selected at local level, highlighting both convergences and context-specific choices;
3. assess the capacity of cities to engage and work effectively with local stakeholders through Urban Local Groups and co-design processes;
4. reflect on the role played by testing actions in strengthening local action plans;
5. evaluate the overall potential for implementation of the proposed actions beyond the project lifetime.

The Integrated Action Planning Report is conceived as a **capitalisation and learning document**, primarily addressed to practitioners, local authorities, URBACT stakeholders and policymakers interested in sustainable mobility and inclusive urban development. Its added value lies in its comparative perspective and in its focus on process quality, rather than on the technical detail of individual actions. The report adopts an analytical but pragmatic approach. It does not rank cities, nor does it provide a formal evaluation of individual Integrated Action Plans. Instead, it offers a **structured reflection on strengths, weaknesses and enabling conditions**, drawing attention to recurring patterns, common challenges and innovative practices emerging from the network.

By doing so, the report contributes to:

- strengthening the transferability of experiences generated within S.M.ALL;
- clarifying what it means, in practice, to apply an integrated and participatory approach to mobility planning;
- supporting other cities and networks in designing realistic, inclusive and implementable action plans.

Ultimately, this Integrated Action Planning Report aims to consolidate the legacy of S.M.ALL, demonstrating how a shared methodological framework can be adapted to different local contexts while still generating coherent and meaningful outcomes at network level.

Scope of the Analysis and Sources Used

The analysis presented in this Integrated Action Planning Report is based on a consolidated set of materials produced throughout the S.M.ALL project, combining baseline evidence, transnational learning outputs and final planning documents developed by partner cities.

The starting point of the analysis is the **baseline phase**, which provided a shared understanding of local contexts, challenges and institutional frameworks related to sustainable and inclusive mobility. Baseline studies highlighted significant differences among partner cities in terms of governance capacity, data availability, policy maturity and stakeholder ecosystems. These differences informed the design of a flexible methodological framework, capable of being adapted to diverse local conditions while maintaining a common planning logic across the network.

A second key source consists of the **materials produced during Transnational Meetings**. These include thematic inputs, methodological guidelines, peer-review exercises, working templates, and collective reflections emerging from workshops and structured discussions among partners. Transnational Meetings played a central role in progressively shaping a shared understanding of integrated action planning, allowing cities to test approaches, compare experiences and refine their local processes through continuous exchange.

The core empirical basis of this report is represented by the **Integrated Action Plans delivered by partner cities** at the end of the project. These documents reflect the outcomes of local co-design processes, the use of testing actions, and the translation of network learning into concrete planning proposals. While differing in structure, scope and level of detail, all plans provide evidence of how the common methodology was interpreted and operationalised at local level.

Additional inputs include documentation produced by Urban Local Groups (ULGs), summaries of testing actions, and feedback collected during peer-learning and monitoring activities. Together, these sources allow for a transversal reading of planning processes, enabling this report to focus on methodological coherence, stakeholder engagement capacity and implementation potential, rather than on the technical assessment of individual actions.

How to Read this Report

This Integrated Action Planning Report is designed as a **synthetic and analytical document**, supporting learning and capitalisation at network level. To ensure a correct and effective use of the report, the following clarifications should be considered:

1. **What this report is:**
   - A **cross-cutting synthesis** of the action planning processes developed within the S.M.ALL network.
   - A **critical reading** of how partner cities applied a shared methodological framework.

- A **process-oriented analysis**, focusing on planning quality, stakeholder engagement and implementation readiness.
- A **capitalisation tool** aimed at practitioners, local authorities and URBACT stakeholders.

2. **What this report is not:**
   - It is **not** a collection or summary of individual Integrated Action Plans.
   - It does **not** provide a detailed technical assessment of each local action.
   - It does **not** rank, score or formally evaluate partner cities.
   - It is **not** a political or promotional document for individual municipalities.

3. **How the analysis is structured:**
   - The report follows mainly a **thematic and comparative logic**, rather than a city-by-city approach.
   - Evidence from local plans, testing actions and stakeholder processes is used to identify **patterns, strengths and recurring challenges**.
   - Differences among cities are interpreted as a resource for learning, not as performance gaps.

4. **How to use this report:**
   - As a reference for understanding **how integrated action planning works in practice**.
   - As a learning resource for cities designing or revising action plans on sustainable and inclusive mobility.
   - As a support document for **transfer, replication and scaling-up** of URBACT experiences.

This reading key is intended to help users navigate the report effectively and focus on its main added value: the collective knowledge generated through the S.M.ALL network.

The Methodological Framework Proposed to Partner Cities

S.M.ALL planning logic and URBACT Method

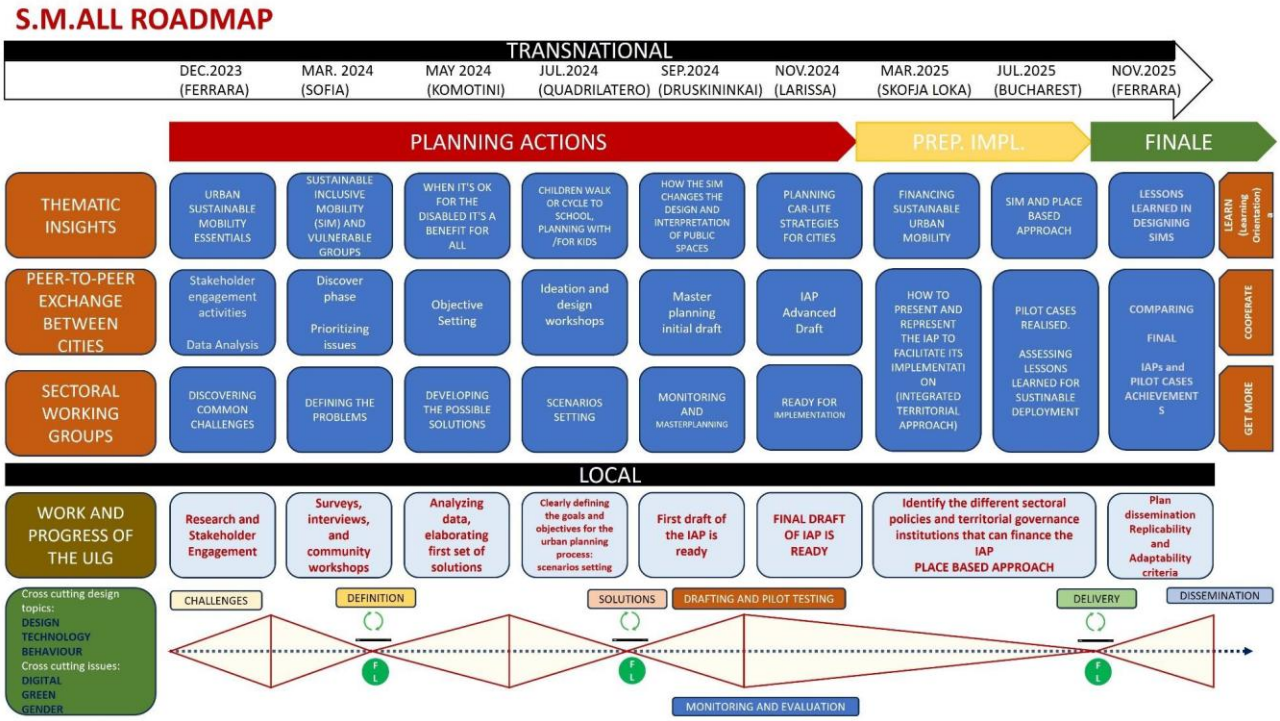
The methodological framework proposed within the S.M.ALL network was designed to support partner cities in developing Integrated Action Plans on sustainable and inclusive mobility while acknowledging their significant differences in scale, institutional capacity, policy maturity and socio-economic context. Rather than imposing a rigid planning model, the network introduced a **common methodological logic**, combining shared principles with a high degree of local adaptability.

The baseline analysis highlighted that all partner cities were already familiar with sustainable mobility as a policy domain, often through previous experiences with Sustainable Urban Mobility Plans (SUMPs) or sectoral transport strategies. However, levels of integration, stakeholder

involvement and attention to social inclusion varied considerably across the partnership. For this reason, the methodology focused on **process quality** rather than on predefined technical solutions, placing strong emphasis on participation, learning and adaptability. At its core, the S.M.ALL methodological framework was built around the following key elements:

- **Integrated perspective**, encouraging cities to address mobility not as a standalone technical issue, but as a cross-cutting urban challenge linked to public space, social inclusion, environmental sustainability, health and education.
- **Target-group orientation**, with a strong focus on vulnerable groups identified during the baseline phase, particularly children, young people, people with disabilities and elderly citizens, while allowing cities to further refine their priorities according to local needs.
- **Participatory planning**, operationalised through the creation and activation of Urban Local Groups (ULGs), conceived as stable platforms for co-design rather than as consultative bodies.
- **Adaptive and iterative planning**, inspired by adaptive management principles, promoting feedback loops between analysis, testing, reflection and plan refinement instead of linear, one-off planning processes.

The methodology was progressively developed and consolidated through transnational exchanges, on-site visits and peer-learning activities. Transnational Meetings provided partner cities with tools, templates and working methods, but also served as moments of collective reflection on how to translate abstract concepts such as “integration” and “inclusion” into concrete planning practices.



Poster plan of the S.M.ALL ROADMAP

This approach allowed cities to learn not only from theoretical inputs, but also from each other’s constraints, experiments and partial failures. A distinctive feature of the S.M.ALL framework was the

explicit inclusion of **testing actions** as a methodological component. Cities were encouraged to use small-scale pilots as learning devices, helping to validate assumptions, engage stakeholders more effectively and reduce uncertainty before finalising their Integrated Action Plans. Testing actions were therefore not conceived as isolated projects, but as instruments embedded within the planning logic.

Overall, the methodological framework proposed to partner cities aimed to balance **strategic coherence at network level** with **context-sensitive implementation at local level**. It provided a shared reference system for integrated action planning, while leaving sufficient room for cities to adapt tools, rhythms and priorities to their institutional realities and governance cultures.

Flexibility and Adaptation of the Methodology at Local Level

While the S.M.ALL network proposed a shared methodological framework, its application at local level was deliberately conceived as **non-prescriptive**. The baseline study clearly demonstrated that partner cities differ substantially in terms of urban scale, governance structures, planning traditions, administrative capacity and availability of financial and human resources. For this reason, flexibility was not an accidental feature of the methodology, but a **core design principle**.

Cities were encouraged to adapt the proposed planning pathway to their specific institutional and territorial conditions, while preserving a common logic based on integration, participation and iterative learning. This resulted in differentiated local trajectories, particularly in the sequencing of activities, the intensity of stakeholder engagement and the balance between analytical work and action-oriented experimentation.

In some cities, the process started from a strong analytical and diagnostic phase, building on existing data and previous planning instruments such as SUMPs. In others, the methodology was applied in a more exploratory way, using stakeholder workshops and testing actions as entry points to better understand local challenges and priorities. This diversity of approaches reflects different levels of maturity and confidence in integrated mobility planning, as already identified in the baseline analysis.

Despite these variations, several common elements can be observed across partner cities:

- a gradual shift from sectoral thinking towards a more integrated understanding of mobility as a social and spatial issue;
- an increasing awareness of the need to focus on specific target groups rather than on generic “users”;
- the recognition that planning processes must remain open and adjustable as new information and constraints emerge.

The adaptive application of the methodology allowed cities to avoid rigid planning exercises and instead develop **context-sensitive Integrated Action Plans**, grounded in local realities. At the same time, this flexibility required strong facilitation and continuous reflection to prevent fragmentation or loss of coherence with the overall objectives of the network.

From Methodology to Practice: Stakeholder Engagement and Urban Local Groups

Stakeholder engagement was a central pillar of the methodological framework proposed to partner cities, operationalised through the establishment and activation of Urban Local Groups (ULGs). The baseline study highlighted significant differences among cities in terms of existing stakeholder ecosystems, levels of civic engagement and experience with participatory planning. The methodology therefore emphasised the **quality and continuity** of engagement rather than the mere formal creation of ULGs.

Cities were encouraged to view ULGs as **working platforms for co-design and shared responsibility**, rather than as consultative bodies. This implied involving stakeholders not only in discussion and validation phases, but also in problem definition, prioritisation of actions and reflection on testing results. Particular attention was given to the inclusion of representatives of target groups, such as children, parents, people with disabilities and their associations, schools, and social services.

In practice, the capacity to work with local stakeholders varied across the partnership. Cities with previous experience in participatory processes were able to mobilise broader and more stable ULGs, while others faced challenges related to stakeholder fatigue, limited time availability or difficulties in engaging vulnerable groups directly. In several cases, intermediary actors—such as NGOs, schools or social organisations—played a crucial role in bridging this gap.

Nevertheless, across the network, the methodology contributed to:

- strengthening dialogue between technical departments and social actors;
- increasing mutual understanding of constraints and opportunities;
- fostering a sense of shared ownership over the emerging action plans.

The experience confirmed that stakeholder engagement is not a linear process, but one that requires continuous adjustment, clear communication and realistic expectations regarding roles and influence within the planning process.

The Role of Testing Actions within the Methodological Framework

A distinctive feature of the S.M.ALL methodological approach was the explicit integration of **testing actions** as part of the planning process. Testing actions were conceived not as stand-alone pilot projects, but as **learning tools**, supporting evidence-based decision-making and strengthening the credibility of Integrated Action Plans.

Building on the baseline analysis, cities were encouraged to design testing actions that were:

- small-scale and manageable within the project timeframe;
- closely linked to identified target groups and priority areas;
- capable of generating concrete feedback for the planning process.

City	Main Target Groups	Scale of Action	Type of Testing Actions	Main Purpose
Ferrara (Lead Partner)	Children, families, school communities	Neighbourhood / city-wide	School streets, Pedibus & Bicibus, digital monitoring of routes	Improve safety and promote active mobility in everyday school trips
Sofia	People with disabilities, reduced mobility users	Metropolitan	Testing on-demand transport services, governance and digital tools	Improve service efficiency and support regulatory and policy change
Bucharest	School communities, children	Metropolitan / neighbourhood	Safe school zones, traffic calming, participatory pilots	Increase safety and test coordination across institutions
Strasbourg	Children and young people, families	Neighbourhood	School streets, youth participation, temporary pilots	Reduce inequalities and test inclusive solutions before scaling up
Larissa	People with disabilities, elderly, children	City centre / corridors	Accessible route pilots, walk-along assessments	Build a connected network of accessible urban routes
Komotini	People with disabilities, vulnerable groups	City centre / cultural routes	Accessible routes mapping, small-scale physical improvements	Improve accessibility and raise awareness on universal design
Škofja Loka	People with disabilities (incl. visual impairments)	Historic centre	Accessibility mapping and pilot interventions	Bridge strategic planning and practical implementation
Druskininkai	Elderly people, people with disabilities	Neighbourhood / urban–rural	Walkability and accessibility tests, small adjustments	Verify real accessibility conditions and improve quality of life
Quadrilatero / Urban Pentagon	Children, students, school communities	Functional Urban Area	School mobility services, Living Lab, education actions	Scale up good practices and strengthen inter-municipal cooperation

S.M.ALL – Role of Testing Actions in Local IAPs

In practice, testing actions played different roles across partner cities. In some cases, they were used to validate specific design or organisational solutions, such as school mobility schemes or accessibility improvements in public space. In others, they served primarily as engagement devices, helping to activate stakeholders, raise awareness and build trust among local actors.

The methodological value of testing actions lies less in their immediate outputs and more in their capacity to:

- reduce uncertainty before committing to larger-scale interventions;
- reveal institutional or regulatory barriers at an early stage;
- improve the realism and implementability of proposed actions.

However, the baseline and subsequent observations also highlighted some critical issues. Not all cities were equally able to translate the lessons learned from testing actions into their final plans, and in some cases pilots risked remaining isolated experiences. This underlines the importance of embedding testing actions within a clear planning logic and ensuring that reflection and learning are systematically captured. Overall, the integration of testing actions reinforced the adaptive nature of the S.M.ALL methodology, contributing to more grounded, credible and implementation-oriented Integrated Action Plans.

Local Themes and Policy Focuses

Overview of Themes Selected by Each Partner City

Partner cities within the S.M.ALL network selected **clearly identifiable and differentiated thematic focuses**, each rooted in a specific local policy challenge and translated into concrete Integrated Action Plans.

- **Ferrara** focuses on **safe and inclusive home-to-school mobility**, using school communities as the main entry point to address road safety, active mobility and accessibility across different urban fabrics (historic centre, suburbs and rural hamlets). The IAP is explicitly structured around school routes, Pedibus/Bicibus schemes, temporary school streets and traffic calming measures

- **Strasbourg Eurometropolis** concentrates on **active mobility for young people under 15**, framing youth autonomy in public space as a democratic and spatial issue. The plan combines education, youth participation in policy-making, and the adaptation of services and infrastructure to young users, with a strong territorial focus on Priority Neighbourhoods

- **Bucharest (Metropolitan Area – Sector 6)** addresses **unsafe school environments and car dependency** through an area-based approach. The thematic focus is on reorganising school zones, reducing congestion, and promoting active mobility through infrastructural improvements and educational programmes (e.g. eduVelo) within a fragmented metropolitan governance context

- **Larissa** centres its IAP on **urban accessibility and degraded public space**, with a strong focus on people with disabilities and elderly citizens. The plan builds on existing tools (SUMP, Urban Accessibility Plan) and addresses physical barriers, continuity of pedestrian routes and accessibility of key urban areas

- **Sofia** focuses on **specialised and on-demand transport for people with disabilities**, addressing fragmentation between social and transport services. The IAP aims to improve coordination, eligibility criteria, routing and service quality for vulnerable users

- **Škofja Loka** addresses **accessibility of public space for elderly people and persons with disabilities**, with a strong emphasis on removing architectural barriers and updating the Strategic Accessibility Plan, anchored in long-standing institutional structures

- **Komotini** focuses on **accessibility and traffic management in the historic and commercial centre**, tackling illegal parking, misuse of public space and safety issues through regulatory measures, awareness campaigns and monitoring tools

- **Druskininkai** addresses **inclusive mobility in a spa-tourism city**, focusing on accessibility for residents and tourists with disabilities, and on improving coordination between municipal services and tourism-related stakeholders

- **Quadrilatero (Quadrilatero (Pentágono)) Urbano (Portugal)** adopts a **school-based and multi-municipal approach**, focusing on safe, accessible and sustainable school mobility across four municipalities through Living Lab methodologies and shared pilot actions

Common Priorities across Cities

Despite the diversity of local contexts and thematic entry points, the Integrated Action Plans developed within the S.M.ALL network reveal a **clear set of shared priorities**, which consistently emerge across partner cities and provide evidence of a common understanding of what sustainable and inclusive mobility means in practice.

A first and most evident common priority is the **explicit focus on vulnerable groups as the primary beneficiaries of mobility policies**. In Ferrara, Strasbourg, Bucharest (Sector 6) and Quadrilatero (Pentágono) Urbano, children and school communities are placed at the centre of action planning, with home-to-school journeys used as a strategic lever to address safety, public space quality and behavioural change. In Larissa, Sofia, Škofja Loka and Druskininkai, people with disabilities and elderly citizens represent the main target groups, with accessibility framed as a fundamental right and a prerequisite for full participation in urban life. Across all cases, vulnerability is not treated as a marginal issue, but as a **structuring principle for policy design**, fully consistent with the S.M.ALL motto "if it works for the most vulnerable, it works for all".

A second strong common priority concerns **safety in everyday mobility**, particularly for walking and cycling. Traffic calming measures, safer crossings, reduced car dominance and improved pedestrian environments are recurrent elements in almost all IAPs. This is evident in school-focused plans such as Ferrara, Strasbourg, Bucharest and Quadrilatero (Pentágono) Urbano, where unsafe traffic conditions around schools are identified as a core problem, but also in accessibility-oriented plans such as Larissa, Komotini and Škofja Loka, where safety is closely linked to the continuity and quality of pedestrian routes and public space.

A third shared priority is the **systematic combination of "hard" and "soft" measures**. Infrastructure interventions—such as redesigned streets, removal of architectural barriers, improved crossings or service reorganisation—are consistently accompanied by soft actions, including education, awareness-raising, training, communication campaigns and behavioural change initiatives. Ferrara explicitly combines traffic regulation with Pedibus/Bicibus schemes and educational activities; Strasbourg links infrastructure and services with youth participation and communication; Larissa and Sofia complement physical interventions with stakeholder engagement and capacity-building actions. This integrated approach reflects a shared understanding that sustainable mobility transitions cannot be achieved through infrastructure alone.

Another recurring priority is the **integration of mobility with broader urban policies and planning instruments**. All IAPs position themselves in continuity with existing frameworks rather than as standalone plans. Ferrara and Larissa explicitly build on their Sustainable Urban Mobility Plans and accessibility strategies; Strasbourg aligns its actions with metropolitan cycling and pedestrian plans; Sofia and Škofja Loka embed S.M.ALL actions within established accessibility and transport

governance structures. This reinforces the operational nature of the IAPs and increases their potential for implementation.

Finally, a common priority across the network is the **use of testing actions and pilots as learning tools**, rather than as isolated projects. Whether focused on school streets (Ferrara, Strasbourg, Quadrilatero (Pentágono) Urbano), service optimisation (Sofia), accessibility audits and route testing (Larissa, Škofja Loka), or feedback mechanisms involving users and service providers (Druskininkai), testing actions are consistently used to validate assumptions, engage stakeholders and refine final action plans.

Taken together, these shared priorities demonstrate a strong convergence among partner cities around a **people-centred, integrated and implementation-oriented vision of sustainable mobility**. While local themes and actions differ, the underlying policy logic is remarkably coherent across the S.M.ALL network, confirming the effectiveness of the common methodological framework in guiding cities towards aligned yet context-sensitive solutions.

Context-Specific Challenges and Local Adaptations

While common priorities are evident across the S.M.ALL network, the Integrated Action Plans clearly show how **local context strongly influences both the definition of problems and the design of solutions**. Differences in city size, governance structure, spatial form and socio-demographic conditions required partner cities to adapt the shared methodological framework to their specific realities.

In **metropolitan and multi-level governance contexts**, such as **Bucharest** and **Strasbourg**, the main challenge lies in institutional complexity and fragmentation. In Bucharest, the coexistence of the General Municipality and six sector municipalities makes city-wide implementation difficult. As a result, the IAP deliberately focuses on **Sector 6** as a pilot area, concentrating actions on school zones where coordination among local authorities, schools and transport actors is more manageable. Similarly, Strasbourg addresses scale and complexity by anchoring actions in selected municipalities and Priority Neighbourhoods, allowing youth mobility policies to be tested and refined in specific territorial contexts before potential replication at metropolitan level.

In **medium-sized cities** such as **Ferrara**, **Larissa** and **Sofia**, challenges relate more to balancing strategic ambition with administrative capacity and enforcement. Ferrara adapts the S.M.ALL framework by explicitly differentiating actions according to three urban conditions—historic centre, suburban neighbourhoods and rural hamlets—recognising that school mobility problems and solutions vary significantly across these contexts. Larissa faces strong physical barriers (river, railway lines, major road axes) and a degraded public space structure, which leads to a strong emphasis on continuity of pedestrian routes and accessibility in selected urban areas rather than city-wide transformations. Sofia, on the other hand, adapts the framework to a **service-oriented challenge**, focusing less on physical space and more on improving coordination, data management and operational standards for specialised transport for people with disabilities.

In **smaller cities** such as **Škofja Loka**, **Komotini** and **Druskininkai**, limited financial and technical resources require highly targeted and feasible interventions. Škofja Loka builds on an existing

Strategic Accessibility Plan and a long-standing Road Traffic Prevention Council, adapting the S.M.ALL methodology to strengthen and update existing tools rather than creating new structures. Komotini concentrates its efforts on the historic and commercial centre, where illegal parking, misuse of public space and accessibility barriers are most acute, using regulatory measures and monitoring tools rather than large-scale infrastructure investments. Druskininkai, as a spa-tourism city, adapts actions to address the dual needs of residents and visitors, integrating accessibility concerns into tourism-related services and seasonal mobility patterns.

Socio-demographic trends also shape local adaptations. Cities with ageing populations, such as **Larissa** and **Škofja Loka**, prioritise universal accessibility and proximity-based mobility, while cities focusing on children and youth, such as **Ferrara**, **Strasbourg** and **Quadrilatero (Pentágono) Urbano**, use school mobility as a strategic entry point to influence long-term behavioural change.

Overall, these context-specific adaptations demonstrate that the S.M.ALL framework functions as a **guiding structure rather than a prescriptive model**, enabling cities to respond realistically to their constraints while maintaining coherence with shared network objectives.

City	Core Mobility Challenge	Specific Problems Identified in the IAP
Ferrara (Lead Partner)	Unsafe and car-dependent home-to-school mobility	High car use for school trips; congestion and safety risks around schools; lack of differentiated solutions for historic centre, suburbs and rural hamlets; behavioural resistance from parents; need for coordination between education, mobility and enforcement
Strasbourg Eurometropolis	Limited autonomy and safety for children and young people	Unsafe active mobility routes for under-15s; unequal access in Priority Neighbourhoods; low participation of disadvantaged schools in mobility initiatives; weak integration of youth voices in mobility governance
Bucharest (Sector 6 / Metropolitan Area)	Unsafe school environments in a fragmented governance context	Congestion and illegal parking around schools; car dependency for school travel; fragmented institutional responsibilities (municipality vs sectors); limited coordination between mobility, education and urban planning
Larissa	Poor accessibility and degraded pedestrian environment	Discontinuous pedestrian routes; architectural barriers; unsafe crossings; degraded public space; illegal parking; limited accessibility for people with disabilities and elderly citizens
Sofia	Inefficient and fragmented specialised transport services	Fragmentation between social and transport services; lack of unified data and monitoring; unclear eligibility and service standards; limited capacity and optimisation of on-demand transport for people with disabilities
Škofja Loka	Barriers to accessibility for elderly and disabled people	Architectural barriers in public space; insufficient accessibility of pedestrian routes; need to update and operationalise the Strategic Accessibility Plan; ageing population
Komotini	Accessibility and traffic management issues in the historic centre	Illegal parking; misuse of public space by vehicles; unsafe pedestrian conditions; weak enforcement; conflicts between commercial activities, accessibility and mobility
Druskininkai	Inclusive mobility in a tourism-oriented city	Accessibility gaps for residents and tourists with disabilities; seasonal pressure on mobility services; coordination challenges between municipal services and tourism-related stakeholders
Quadrilatero / Urban Pentagon	Unsafe and unsustainable school mobility across multiple municipalities	Car dependency for school trips; unsafe school surroundings; need for coordination across four municipalities; behavioural resistance in school communities; scaling pilots to system level

S.M.ALL – Main Challenges Identified in Local IAPs

Alignment of Local Themes with S.M.ALL Objectives

The analysis of the Integrated Action Plans shows a **strong and consistent alignment between local thematic choices and the core objectives of the S.M.ALL network**, despite the diversity of contexts and policy entry points. Rather than producing parallel or disconnected interpretations of

sustainable mobility, partner cities translated the shared framework into locally adapted but conceptually coherent action plans.

A first element of alignment is the **systematic prioritisation of vulnerable users**. Cities focusing on school mobility—such as **Ferrara**, **Strasbourg**, **Bucharest (Sector 6)** and **Quadrilatero** (**Quadrilatero (Pentágono)) Urbano**—explicitly use children's daily journeys as a proxy for testing inclusive, safe and people-centred mobility solutions. This approach directly reflects the S.M.ALL principle that designing for those with the highest vulnerability generates benefits for the wider population. Similarly, cities concentrating on accessibility—**Larissa**, **Sofia**, **Škofja Loka** and **Druskininkai**—align with S.M.ALL objectives by addressing the needs of people with disabilities and elderly citizens as a starting point for improving overall urban accessibility and service quality.

A second area of alignment concerns the **integrated nature of the proposed actions**. Across all IAPs, mobility is consistently linked to public space quality, social inclusion, health and environmental sustainability. In Ferrara and Strasbourg, this integration is visible in the combination of school street interventions, public space redesign and educational actions. In Larissa and Škofja Loka, accessibility measures are embedded within broader urban regeneration and planning frameworks. In Sofia, integration takes the form of cross-departmental coordination between transport and social services, addressing mobility as a systemic service rather than a standalone infrastructure issue.

The use of **testing actions as a core methodological component** further strengthens alignment with S.M.ALL objectives. Pilots are not treated as isolated demonstrations, but as learning tools that inform the final Integrated Action Plans. School street experiments (Ferrara, Strasbourg, Quadrilatero (Pentágono) Urbano), route audits and walk-along assessments (Larissa, Škofja Loka) and service-testing for specialised transport (Sofia, Druskininkai) all illustrate how cities operationalised S.M.ALL principles through experimentation, feedback and iterative refinement.

Finally, alignment is evident in the **implementation-oriented character** of the local plans. All cities explicitly link their IAPs to existing policy instruments, such as SUMPs, accessibility plans, urban development strategies or sectoral programmes—thereby reinforcing the feasibility and sustainability of proposed actions. This reflects a shared commitment to moving beyond strategic statements towards concrete, actionable and measurable interventions.

Overall, the convergence between local themes and S.M.ALL objectives demonstrates the effectiveness of the network in fostering a **common policy logic while preserving local specificity**, confirming the added value of the transnational learning process in guiding cities towards inclusive and implementable mobility solutions.

Working with Local Stakeholders

Composition and Continuity of Urban Local Groups

All partner cities established an Urban Local Group (ULG) as the core governance and co-design mechanism for developing their Integrated Action Plans. However, the **composition, scope and continuity** of these groups differ significantly, reflecting local governance traditions, administrative structures and the nature of the policy challenge addressed.

In cities where mobility planning is already institutionalised, ULGs tend to be **broad, multi-sectoral and relatively stable**. This is the case in **Ferrara**, where the ULG brings together municipal departments (Mobility, Education and Inclusion, Sustainability, Local Police), the mobility agency AMI, public transport operator TPER, environmental agency ARPAE, schools, cycling associations and organisations representing people with disabilities. The continuity of the group is reinforced by the fact that many of these actors are already involved in the implementation of the SUMP and school mobility policies, allowing the ULG to function as an operational extension rather than a temporary project structure.

A similar situation can be observed in **Larissa**, where the ULG is coordinated by the Department of European Programmes and includes technical departments, social services, disability organisations, parents' associations and external experts. Here, continuity is supported by the explicit link between the IAP and existing strategic tools such as the SUMP and the Urban Accessibility Plan.

In contrast, **Strasbourg Eurometropolis** adopts a more **issue-driven and socially oriented ULG composition**, involving municipal services, schools, parents' associations, youth councils, the Climate Agency and universities. The composition reflects the political choice to treat youth mobility and autonomy as a cross-cutting social issue rather than a purely technical one. While continuity is ensured during the project, the IAP explicitly raises the question of how youth participation can be institutionalised beyond the network.

In cities such as **Sofia** and **Škofja Loka**, ULGs are more **technically focused**, involving departments and service providers directly responsible for transport and accessibility. In Sofia, the ULG includes the Urban Mobility Centre, the municipal transport directorate, the specialised on-demand transport operator and social services managing eligibility for people with disabilities. In Škofja Loka, continuity is strengthened by anchoring the ULG in an existing body, the Road Traffic Prevention and Education Council, active for more than a decade.

In **Komotini** and **Druskininkai**, ULG composition reflects the need to involve **economic and tourism-related stakeholders**, in addition to municipal departments and social organisations. In these cases, continuity is more fragile and strongly dependent on political support and administrative leadership.

Finally, **Pentágono Urbano** represents a specific case, where the ULG takes the form of a **multi-municipal Living Lab**, involving four municipalities, schools, universities, parents, students and service providers. Here, continuity depends on inter-municipal coordination mechanisms rather than on a single local administration.

Approaches to Stakeholder Engagement and Co-design

Stakeholder engagement approaches across the S.M.ALL network vary in intensity and depth, but all cities moved beyond simple consultation towards more structured forms of co-design.

In **Ferrara**, engagement is strongly **place-based**. Stakeholders worked together on three pilot school areas representing different urban conditions (historic centre, suburban neighbourhood, rural hamlet), using site visits, workshops and testing actions to co-design solutions. This approach allowed abstract discussions on safety and inclusion to be translated into concrete measures tailored to specific spatial contexts.

Strasbourg adopts a more **deliberative and reflexive approach**, explicitly acknowledging conflicting perspectives among stakeholders. Youth councils, parents and schools were involved in discussions that shaped not only physical interventions but also communication strategies and governance mechanisms. Co-design here is used to negotiate different interpretations of safety, autonomy and public space.

In **Bucharest (Sector 6)**, engagement is structured through **URBACT analytical tools** such as Problem Trees, Power–Interest Matrices and Scenario Planning. These tools are used to align stakeholders around a shared diagnosis of problems in school areas and to test the implications of different levels of engagement and funding. Engagement is therefore closely linked to decision-making under uncertainty.

In **Larissa** and **Škofja Loka**, co-design is strongly linked to **field-based activities**, such as walk-along assessments and accessibility audits involving people with disabilities, elderly citizens and parents with strollers. These methods allow users' everyday experiences to directly inform planning choices.

In **Sofia**, stakeholder engagement focuses on **service co-design**, addressing operational issues such as routing, eligibility criteria and data sharing for specialised transport services. Here, co-design is less spatial and more organisational, reflecting the nature of the policy challenge.

Pentágono Urbano relies on a Living Lab methodology, where pilots such as SchoolBus, Lane Patrol and Kiss & Ride schemes are co-designed, tested and refined with school communities before being integrated into municipal plans.

Quality of Interaction between Administrations and Stakeholders

The quality of interaction between administrations and stakeholders is closely linked to whether stakeholder inputs **materially influence planning decisions**.

In **Ferrara**, interaction quality is high because stakeholders directly contributed to selecting pilot areas and defining testing actions. The involvement of the Local Police and transport operators ensured that proposed measures were technically and legally feasible, strengthening mutual trust.

In **Strasbourg**, interaction quality is characterised by openness to disagreement. The IAP explicitly reports tensions between different stakeholder groups, which were not resolved through compromise but translated into differentiated actions and targeted experiments, particularly in Priority Neighbourhoods.

In **Sofia**, interaction quality depends on sustained coordination between departments. Where coordination is strong, stakeholders contribute to improving service efficiency; where it weakens, fragmentation re-emerges as a risk.

In **Škofja Loka**, long-standing cooperation with organisations representing elderly people results in consistent and technically sound accessibility actions. The institutional memory embedded in existing councils plays a key role here.

In **Bucharest**, interaction is effective at local (sector) level but constrained at metropolitan scale. This results in well-defined local actions but limited capacity for systemic change.

Critical Issues in Participation and Ownership

Despite generally positive engagement processes, several **critical issues** emerge across the network.

A first issue concerns **representation of the most vulnerable users**. Even when children or people with disabilities are the main beneficiaries, their direct involvement is often mediated by schools, associations or professionals, as explicitly recognised in the IAPs of Strasbourg and Bucharest.

A second issue relates to **behavioural resistance**, particularly in cities addressing school mobility such as Ferrara, Larissa and Pentágono Urbano. Parental dependence on private cars and resistance to traffic restrictions are identified as persistent risks that cannot be solved through participation alone.

A third critical issue is **continuity beyond the project timeframe**. Where participation mechanisms are not institutionalised (e.g. Komotini, Druskininkai), ownership risks fading once URBACT support ends. Cities like Škofja Loka and Larissa explicitly address this by anchoring actions in permanent structures and plans.

Finally, **governance complexity and funding uncertainty**—notably in Bucharest and Sofia—pose structural risks to long-term ownership, even where stakeholder engagement during planning has been strong.

Implementation Potential and Cross-cutting Lessons

Implementation Readiness as Institutional and Cultural Capacity

The implementation potential of the Integrated Action Plans developed within the S.M.ALL network cannot be assessed solely in terms of technical feasibility or financial availability. Rather, it reflects a combination of **institutional maturity, governance culture and readiness for behavioural and organisational change**. Across the partner cities, implementation readiness emerges as a dynamic condition, shaped by the capacity of administrations to integrate new practices into existing policy frameworks and to sustain them over time.

Cities such as **Ferrara, Larissa and Škofja Loka** demonstrate higher implementation readiness not only because their IAPs are embedded in existing plans (SUMPs, accessibility strategies, long-

standing advisory bodies), but also because these cities already operate within governance cultures that accept incremental change, experimentation and interdepartmental cooperation. In these contexts, testing actions are not perceived as exceptions, but as legitimate tools to inform policy decisions.

In more complex governance settings such as **Strasbourg** and **Bucharest**, implementation readiness takes a different form. Here, the challenge is not the absence of strategic vision, but the difficulty of coordinating multiple levels of authority and diverse stakeholder interests. As a result, readiness is expressed through **area-based and phased approaches**, where neighbourhood-level interventions act as catalysts for wider institutional learning. Similarly, in **Sofia**, **Komotini** and **Druskininkai**, implementation readiness depends less on infrastructure delivery and more on the ability to sustain political commitment, interdepartmental coordination and service reorganisation over time.

The case of **Pentágono Urbano** further expands the concept of readiness, showing that implementation capacity in functional urban areas is inherently relational. Here, readiness is measured by the strength of inter-municipal cooperation and the ability to align visions, standards and behavioural interventions across multiple local authorities.

Enabling and Limiting Factors: Lessons Beyond Technical Solutions

The comparative analysis of the S.M.ALL Integrated Action Plans highlights that **the main enabling and limiting factors for implementation lie beyond technical design**. While infrastructure and service improvements are necessary, they are insufficient without parallel shifts in institutional practices, stakeholder relations and behavioural norms.

One key lesson is that **institutional anchoring and policy continuity are more decisive than the scale of investment**. Cities that explicitly link their IAPs to existing policy instruments, administrative routines and political agendas are better positioned to sustain implementation beyond the project timeframe. Conversely, where actions rely heavily on future funding or remain weakly embedded in decision-making processes, implementation risks remain high.

A second critical lesson concerns the role of **testing actions as mechanisms for institutional learning**. In cities such as **Ferrara, Strasbourg, Larissa and Pentágono Urbano**, pilots functioned as spaces where administrations, stakeholders and users could collectively explore uncertainties, negotiate trade-offs and adjust solutions. This learning-oriented use of pilots contrasts sharply with more symbolic or isolated demonstrations, which tend to have limited impact on long-term policy change.

A third recurring factor is the importance of **behavioural change and enforcement capacity**. Persistent car dependency, resistance to traffic restrictions and misuse of public space—identified in cities such as **Ferrara, Larissa and Komotini**—demonstrate that participation and communication alone are insufficient. Effective implementation requires a combination of community engagement, political backing and enforcement mechanisms that are perceived as legitimate and fair.

Added Value of the S.M.ALL Network: A Multi-scale and Behaviour-oriented Perspective

Beyond the quality of the individual Integrated Action Plans, the added value of the S.M.ALL network lies in its ability to reposition sustainable mobility as a **multi-scalar, community-led and behaviour-driven policy field**, moving decisively beyond a purely technocratic interpretation of mobility planning.

A first and fundamental contribution of S.M.ALL is its **capacity to operate meaningfully across different territorial scales**. The network demonstrates that inclusive and sustainable mobility is not a policy domain reserved for large metropolitan areas with advanced planning capacities, nor is it limited to small-scale, project-based interventions in smaller cities. Through the coexistence of cities such as **Škofja Loka, Komotini and Druskininkai**, medium-sized cities like **Ferrara and Larissa**, metropolitan contexts such as **Strasbourg and Bucharest**, and functional urban areas such as **Pentágono Urbano**, S.M.ALL shows how a shared methodological framework can be adapted to very different governance structures and spatial realities. This multi-scale perspective strengthens the transferability of lessons, demonstrating that integrated and inclusive mobility policies can be developed at neighbourhood, municipal, inter-municipal and metropolitan levels without losing coherence.

Secondly, S.M.ALL challenges the dominant **technocratic paradigm of mobility planning**, which traditionally prioritises infrastructure, modelling and efficiency indicators, by placing **behavioural change and everyday practices** at the centre of action planning. Across the network, mobility is addressed primarily through how people move, perceive space, make choices and interact with their environment—particularly children, elderly citizens and people with disabilities. School streets, walk-along assessments, participatory pilots and on-demand service testing illustrate a deliberate shift from abstract planning scenarios to lived experience. This focus represents a significant conceptual contribution: mobility is treated not only as a system to be optimised, but as a social practice to be transformed.

A third key element of added value is the **central role attributed to communities and local stakeholders as drivers of change**. S.M.ALL confirms that inclusive mobility cannot be delivered solely through top-down regulation or technical expertise. The network demonstrates how community-led approaches—through Urban Local Groups, Living Labs and co-design processes—create ownership, legitimacy and long-term sustainability. Importantly, this community-led dimension is not presented as an alternative to public authority, but as a complementary governance layer that enhances institutional capacity rather than weakening it.

Finally, S.M.ALL contributes to a broader conceptual reframing of **accessibility**. Across the IAPs, accessibility is no longer understood only as physical access to infrastructure or services, but as a **strategic and political mindset** shaping how cities define rights, priorities and investment choices. Inclusive mobility becomes a lens through which cities address spatial justice, social inclusion, public space quality and democratic participation. In this sense, S.M.ALL positions sustainable and inclusive

mobility within a wider agenda of urban accessibility—one that requires not only technical adjustments, but also a shift in strategic thinking, institutional culture and political commitment.

Taken together, these elements define the deeper legacy of the S.M.ALL network: demonstrating that inclusive mobility is not a sectoral policy, but a **transformative approach to urban development**, capable of reshaping how cities plan, govern and imagine their future across scales.

Conclusions: From Integrated Action Planning to a Political Agenda for Inclusive Urban Change

The S.M.ALL Integrated Action Planning experience demonstrates that sustainable and inclusive mobility is not simply a technical domain of urban policy, but a **strategic field where social equity, behavioural change, governance innovation and spatial justice converge**. What emerges from the network is not only a set of locally adapted Integrated Action Plans, but a shared understanding of planning as a **transdisciplinary, multi-scalar and community-centred process**, capable of generating long-term change.

The analysis of local themes and policy focuses shows that, despite very different territorial and institutional contexts, partner cities converged around a common priority: **designing mobility systems starting from those who experience the greatest barriers**. Children, elderly citizens and people with disabilities were not treated as special cases, but as reference groups shaping planning logic. This choice reflects a profound shift away from efficiency-driven mobility policies towards an **accessibility-based approach**, where rights, safety and everyday usability become the core criteria for action. In this sense, S.M.ALL confirms that mobility is most effective as an entry point to address wider urban challenges, including public space quality, social inclusion and environmental sustainability.

At the same time, the network demonstrates the value of **working across multiple territorial scales without losing coherence**. From small cities such as Škofja Loka, Komotini and Druskininkai, to medium-sized cities like Ferrara and Larissa, metropolitan contexts such as Strasbourg and Bucharest, and functional urban areas such as Pentágono Urbano, S.M.ALL shows that inclusive mobility strategies can be meaningfully developed in very different settings. What enables this is not the replication of solutions, but the transfer of a **shared methodological culture**, based on integration, participation and iterative learning. This capacity to adapt a common framework to diverse governance structures significantly strengthens the policy relevance and transferability of the network's results.

A central lesson emerging from S.M.ALL is the **decisive role of behavioural change**. Across the Integrated Action Plans, mobility is addressed primarily through everyday practices: how children go to school, how elderly people navigate public space, how people with disabilities access services, how parents, drivers and institutions negotiate the use of streets. Infrastructure and services remain essential, but they are consistently framed as enabling conditions for changing behaviours,

perceptions and habits. In doing so, S.M.ALL challenges the dominant technocratic paradigm of mobility planning and repositions sustainable mobility as a cultural and social transition, not only a technical one.

Equally important is the role attributed to **communities and local stakeholders as co-producers of policy**. The experience of Urban Local Groups, Living Labs and testing actions demonstrates that community-led approaches enhance, rather than weaken, public authority. By involving schools, families, vulnerable users, associations, service providers and local institutions in co-design processes, cities increased the relevance, feasibility and legitimacy of their actions. At the same time, the network highlights that participation must be institutionalised to ensure continuity and ownership beyond project cycles, reinforcing the need for governance structures capable of sustaining collaboration over time.

From an implementation perspective, S.M.ALL confirms that **institutional culture and governance capacity are as important as financial resources**. Cities that embedded their Integrated Action Plans within existing policy frameworks, administrative routines and political agendas show higher readiness for implementation than those relying primarily on project-based momentum. Testing actions proved particularly valuable when used as tools for collective learning and decision-making, rather than as isolated demonstrations. Conversely, persistent challenges such as behavioural resistance, enforcement capacity and governance fragmentation underline the need for strong political backing and long-term commitment.

Beyond its local impacts, S.M.ALL carries a broader political message. The network demonstrates that **inclusive mobility is not a sectoral issue**, but a lever for rethinking how cities plan, govern and invest. Accessibility emerges as a strategic and political concept, encompassing not only physical access to infrastructure and services, but also access to opportunities, rights and participation. This expanded understanding of accessibility invites cities and policy-makers to reconsider priorities, evaluation criteria and success metrics in urban development.

In conclusion, the S.M.ALL Integrated Action Planning experience positions sustainable and inclusive mobility as a **transformative agenda for urban policy**, capable of bridging social, environmental and governance objectives. Its legacy lies not only in the actions proposed by partner cities, but in the demonstration that meaningful urban change occurs when cities invest simultaneously in **methods, relationships and behaviours**. As such, S.M.ALL offers a compelling reference for future European and international initiatives seeking to promote more inclusive, resilient and human-centred urban development across scales.

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