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## THE ROLE AND RESPONSIBILITY OF STAKEHOLDERS IN THE PLANNING PROCESS OF THE SUSTAINABLE URBAN MOBILITY IN THE CITY KRAKOW

### Abstract

This article presents the process of identifying and selecting stakeholders, whose role and position is important to achieve the overall goals of planning sustainable urban mobility in the Municipality of Krakow. The authors identified possible conflicts and coalitions between stakeholders and illustrated how this could affect the development of the planning process in the context of the geographical area, integration between strategic planning documents, availability of resources and general validity.

**Keywords:** transport planning, mobility, SUMP

### Introduction

Transport planning is often a controversial area where decisions are widely commented and require, in the light of political democratization, social acceptance. Involvement of stakeholders and citizens may legitimize decisions and, in addition, lead to new, innovative management models that try to balance different positions and interests. Participation in planning processes reflects the general integration of citizens and groups in decision-making processes, and thus participation in authority.

The term commonly used, in the context of participation is a “stakeholder”, who may be a natural person, group or organization that is affected by the proposed project or which may have an impact on the project and its implementation<sup>1</sup>. These

<sup>1</sup> A. Fung, *Participation, Deliberation, and Representation in the Policy Process. Civic Engagement in the 21<sup>st</sup> Century*, University of Southern California, October 1–2, 2004.

groups generally cover public opinion as well as a wide range of other groups (e.g. enterprises, public authorities and interest groups). In transport planning, different groups of stakeholders may be subject to considerable influence. The rigorous limitation of their routine transport behaviour<sup>2</sup> will affect their daily operations.

## 1. Identification of stakeholders

In order to find appropriate ways to deal with dominant or weak stakeholders and those dealing with intermediate positions, according to the guidelines of the handbook<sup>3</sup> three main groups of stakeholders were distinguished depending on the specific position they occupy in the decision-making process:

- basic stakeholders: Who will ultimately be affected (positively or negatively) by new transport activities (for example: on residents within various social or professional groups, individual city districts, business sectors, individual entities)?
- strategic stakeholders: Who is the political responsibility (presidents, mayors, councilors, other levels of government)? Who has financial resources (public and private funds)? Who exercises power (in a given sphere or territory)? Who has the skills and knowledge (public administration, universities, private sector) in the field of transport and related fields (land use, environmental protection, education, health, tourism, etc.)?
- intermediaries: Who implements the transport policy (operators of public transport and infrastructure, public administration, police, etc.)? Who implements the main transport activities (suppliers of goods, ports, airports, etc.)? Who represents important interest groups (associations, chambers of commerce, cooperatives, networks)? Who carries out information activities and reports on transport (authorities, operators, local media)?

In a more specific approach to the GUIDEMAPS<sup>4</sup> project handbook, seven main groups can be classified:

- local government authorities – actions will be initiated by local or regional authorities due to the competences and availability of human and financial resources;
- residents – as the final recipients of the results of the conducted policy of managing mobility, in individual groups of people using public transport, drivers, cyclists and pedestrians;
- enterprises operating on the local market – due to the possibility of increasing their development potential related to better accessibility for customers and better operating conditions on the market;

<sup>2</sup> K. Hebel, M. Wolek, *Perception of modes of public transport compared to travel behaviour of urban inhabitants in light of marketing research*, Scientific Journals. Transport/Silesian University of Technology 2016, 92.

<sup>3</sup> *Ibidem*.

<sup>4</sup> GUIDEMAPS – Gaining Understanding of Improved Decision Making and Participation Strategies, European (5<sup>th</sup> RTD Framework Programme).

- local transport operators – effective implementation of Plan for Sustainable Urban Mobility will increase the attractiveness of public transport as the main subsystem contributing to the balancing of the entire transport system;
- carriers of goods, delivery and logistics companies;
- non-governmental organizations – in particular those working for sustainable transport, associations of cyclists, pro-ecological foundations, organizations working for people with reduced mobility, for pedestrians, etc.;
- other entities (e.g. cultural institutions, sports and recreation centers, providing educational services, schools, colleges, business incubators, etc.).

After identifying the stakeholders, their mutual relations were analyzed. The analysis was based on the list of four criteria concerning: interest in the process of planning sustainable urban mobility and the level of influence on the decisions made in this process. The aim of a systematic analysis of relations between stakeholders is to get a clear picture of conflicts of interest or potential coalitions and to identify a group of stakeholders who can show different levels of participation, opportunities and interest in a given issue.

The process of mapping stakeholders in the influence-interest matrix, which aims to group stakeholders based on the level of impact and/or significance, is presented in Table 1 and 2.

Table 1. Matrix INFLUENCE vs. INTEREST

	Low level of influence	High level of influence
Little interest	A group of stakeholders with the lowest impact	Useful for formulating opinions and decisions
Big interest	An important group of stakeholders, may require increased rights	The most critical group of stakeholders

Source: GUIDELINES – Developing and Implementing a Sustainable Urban Mobility Plan – Rupprecht Consult – Forschung und Beratung GmbH, Eltis 2014

Table 2. List of all potential stakeholders in the matrix INFLUENCE vs. INTEREST matrix for the city of Krakow

	Low level of influence	High level of influence
Little interest	City Secretary	Miejskie Przedsiębiorstwo Komunikacyjne S.A. w Krakowie
	Treasurer of the City	Mobilis sp z o.o.
	Research institutes	Local media
	The operator of the city bike system – Wavelo	Main employers
	Car-sharing operator – Traficar	People with limited mobility
	Primary and secondary schools	Parents and children
	Urban media	Elderly people
	Provincial Inspector for Environmental Protection	Bus operators

Table 2. cont.

	Low level of influence	High level of influence
Little interest	Domestic non-governmental organizations	Krakow Balice Airport
	PKP Przewozy Regionalne	Residents of neighboring communes
	Kraków Nowa Huta Przyszłości S.A.	Polish State Railways
	Police Headquarters in Krakow	Universities – public and private
	Municipal Police of Krakow	Authorities of neighboring communes, commune of the Krakow poviat
	Polish Motor Union	Local companies
Big interest	Miejska Infrastruktura sp. z o.o.	The Mayor of the City of Krakow and the Deputy, Plenipotentiaries and Advisors of PMK
	Foundations and associations	Residents of Krakow
	Tourists – domestic and foreign	City Hall of Krakow
	Krakowski Park Technologiczny sp. z o.o.	The Management of Municipal Infrastructure and Transport in Krakow
	Project managers at UMK as part of the Project Management System	City Council of Krakow
	Research and development centers of companies	Krakowski Holding Komunalny
	Technology Transfer Centers	Trasa Łagiewnicka S.A.
	Local business incubators	City Development Agency
	Association of Engineers and Technicians of Communication of the Republic of Poland	Boards and District Councils I–XVIII
	Marshal's Office of the Lesser Poland Voivodship	Municipal Investment Management
	Lesser Poland Voivodship Office	–
	Ministry of Infrastructure	–
	Ministry of Development	–

Source: own elaboration

In Table 2, the stakeholders are grouped due to their potential level of influence on the planning process and the degree of interest in participating in this process. The key are the stakeholders representing a high level of influence and a lot of interest. They should have the greatest potential to influence the shape of the Sustainable Urban Mobility Plan, and in many cases they will provide the acceptable infrastructural and organizational solutions acceptable in the document.

## 2. Strategic stakeholders

The process of adopting and then implementing the Sustainable Urban Mobility Plan requires broad acceptance at the political level, which in Krakow is tantamount to the resolution of the controlling body and constituting the Municipality of Krakow – the City Council of Krakow. The adoption and implementation of Sustainable Urban Mobility Plan requires taking action to influence the councilors in order to obtain the approval of the majority of the forty-three members of the City Council of Krakow.

Actions taken towards local governments should rely on the use of strategies and operational techniques based, among others, on marketing, based on rational, facts supported arguments presented by adopted action plan.

According to W. Ofman<sup>5</sup>, the effectiveness of the actions taken does not only depend on positive relations with decision-makers, but depends on the ability to choose the right strategy for communicating arguments. As there is no closed catalog of techniques and tools to influence representatives of municipal government, new instruments are constantly emerging, which were characterized in Table 3, developed on the basis of a publication dedicated to issues of public relations in the opinion-forming process<sup>6</sup>.

Direct actions consisting in a traditional form at bilateral meetings are the most effective form of influence on decision-makers. In turn, indirect actions focus on shaping public opinion in order to obtain its support in the first place<sup>7</sup>. Indirect activities will require the City Hall to engage in its so-called third party, which may be media or NGOs and associations supporting the idea of adopting the Sustainable Urban Mobility Plan.

Table 3. Catalog of activities of influencing the representatives of the municipal government

Direct actions		Indirect actions
Personal	Written	
<ul style="list-style-type: none"> <li>- meetings</li> <li>- discussions</li> <li>- press conferences</li> <li>- parties</li> <li>- public speeches</li> <li>- presentations</li> <li>- visits</li> <li>- discussions in committees</li> <li>- networking</li> </ul>	<ul style="list-style-type: none"> <li>- letters</li> <li>- e-mails</li> <li>- studies</li> <li>- statistical data</li> <li>- articles</li> <li>- booklets</li> <li>- books</li> <li>- posts in social media</li> </ul>	<ul style="list-style-type: none"> <li>- third parties (environmental authorities, acquaintances, friends)</li> <li>- public actors (leaders of social organizations)</li> <li>- mobilizing public opinion (petitions, demonstrations, interviews in the media)</li> <li>- science and experts (sponsorship, conferences, job publications)</li> </ul>

Source: own elaboration

It will be of great importance to refer to current social campaigns in the area of environmental and health protection that allow to emphasize the group context of the issue and to obtain an atmosphere conducive to the adoption of a resolution regarding the Sustainable Urban Mobility Plan.

The effectiveness of actions taken against politicians requires tact, diplomacy and sensitivity to social engineering aspects. For ethical reasons, you should not use blackmail or exchange benefits, however, each time a decision on how to approach a particular group of local government officials should be preceded by a cost-benefit analysis.

<sup>5</sup> N. Ofmański, *Public affairs and lobbying* [in:] *Sztuka public relations. Z doświadczeń polskich praktyków*, ed. B. Janiszewska, Związek Firm Public Relations, Warsaw 2011, p. 281.

<sup>6</sup> S. Kuśmierski, *Public relations w procesie opiniotwórczym*, WSE, Warsaw 2006, p. 47

<sup>7</sup> M. Molęda-Zdziech, *Od lobbingu klasycznego ku cyberlobbingowi. Grupy interesu i lobbing. Polskie doświadczenia w unijnym kontekście*, IFiS PAN, Warsaw 2011, p. 179–180.

Taking into account the above-mentioned conditions concerning methods of exerting influence on local government representatives in the context of the city of Krakow, direct meetings of representatives of the city authorities with Councilors are recommended in order to present arguments for the admission of the Sustainable Urban Mobility Plan. In discussions, emphasis should be placed on the effects of the adoption of the Sustainable Urban Mobility Plan, such as the improvement of air quality and the reduction of road congestion, which have recently become very important.

### 3. The division of roles and the scope of responsibility of stakeholders

In the table, divided into 4 different groups (in terms of direct impact on the planning process), the main stakeholders of the process were compiled, bearing in mind their role in shaping sustainable mobility policy – from initiators/decision makers, through observers to final recipients of services resulting from decisions taken.

Table 4. List of potential stakeholders in the context of the division of roles and responsibilities

No.	Entity/Group	The role and scope of the stakeholder's responsibility
Authority/Board		
1	The Mayor of the City of Krakow and the Deputy, Plenipotentiaries and Advisors of PMK	Main initiators of the Sustainable Urban Mobility Plan process, political responsibility
2	City Secretary	Coordination of arrangements with selected entities
3	Treasurer of the City	Financial plan of the Sustainable Urban Mobility Plan, budget of individual activities
4	Krakow City Hall – selected departments	Department – responsible for the development and consultation of the Sustainable Urban Mobility Plan as a whole, other departments – substantive input, arrangements, etc.
5	City Council of Krakow	The main political body accepting the document at the political level through the resolution of City Council
6	Boards and District Councils I–XVIII	Participants of the arrangements at the local/district level
7	Authorities of neighboring communes, commune of the Krakow poviat	Participants of the arrangements at the level of the functional area of Krakow
8	The Management of Municipal Infrastructure and Transport in Krakow	Implementer of majority of the implementation activities assumed in Sustainable Urban Mobility Plan
9	Municipal Investment Management	Implementer of majority of the implementation activities assumed in Sustainable Urban Mobility Plan
10	Miejska Infrastruktura sp. z.o.o.	Implementer of some of the implementation activities assumed in Sustainable Urban Mobility Plan

No.	Entity/Group	The role and scope of the stakeholder's responsibility
11	Trasa Łagiewnicka S.A.	Implementer of some of the implementation activities assumed in Sustainable Urban Mobility Plan
12	Krakowski Holding Komunalny	Participant of arrangements at the local level
13	City Development Agency	Participant of arrangements at the local level
14	Police Headquarters in Krakow	Participant of arrangements at the local level, responsible in the selected area for monitoring the effects of Sustainable Urban Mobility Plan implementation
15	Municipal Police of Krakow	Participant of arrangements at the local level, responsible in the selected area for monitoring the effects of Sustainable Urban Mobility Plan implementation
16	Project managers at UMK as part of the Project Management Syst	Participants of arrangements at the local level (e.g. organizational and IT issues)
17	Marshal's Office of the Lesser Poland Voivodship	Participant of arrangements at the regional level
18	Lesser Poland Voivodship Office	Participant of arrangements at the regional level
19	Ministry of Transport and Construction	The participant of the arrangements at the national level provides the framework and guidelines for the plans at the regional/urban level
20	Ministry of Development	The participant of the arrangements at the national level provides the framework and guidelines for the plans at the regional/urban level
Companies/Operators		
1	Miejskie Przedsiębiorstwo Komunikacyjne S.A. w Krakowie	Participant of arrangements at the local level
2	Mobilis sp z o.o.	Participant of arrangements at the local level
3	Bus operators	Participant of arrangements at the local level
4	Krakow Balice Airport	Participant of arrangements at the local level
5	Car-sharing Operator – Traficar	The role of the observer and provider of selected services
6	The operator of the city bike system – Wavelo	The role of the observer and provider of selected services
7	Main employers	The role of the observer and provider of selected services
8	Local companies	The role of the observer and provider of selected services
9	Polish State Railways	Participant of arrangements at the local level
10	PKP Przewozy Regionalne	Participant of arrangements at the local level
Local communities		
1	Residents of Krakow	Participants of arrangements at the local level, key recipients of Sustainable Urban Mobility Plan products
2	Local media	The role of the observer and provider of selected services
3	Municipal media	The role of the observer and provider of selected services
4	Polish Motor Union	The role of the observer and provider of selected services
5	Tourists – domestic and foreign	Key recipients of the Sustainable Urban Mobility Plan products
6	Residents of neighboring communes	Key recipients of the Sustainable Urban Mobility Plan products
7	Parent and children	Key recipients of the Sustainable Urban Mobility Plan products
8	Elderly people	Key recipients of the Sustainable Urban Mobility Plan products

Table 4. cont.

No.	Entity/Group	The role and scope of the stakeholder's responsibility
9	People with limited mobility	Key recipients of the Sustainable Urban Mobility Plan products
Other		
1	Universities – public and private	The role of the observer and provider of selected services
2	Research institutes	The role of the observer and provider of selected services
3	Provincial Inspector for Environmental Protection	Participant of arrangements at the local level
4	Primary and secondary schools	The role of the observer and provider of selected services
5	Association of Engineers and Technicians of Communication of the Republic of Poland	Participant of arrangements at the local level
6	Foundations	Participant of arrangements at the local level
7	Foundations and associations	Participant of arrangements at the local level
8	Krakowski Park Technologiczny sp. z o.o.	The role of the observer and provider of selected services
9	Kraków Nowa Huta Przyszłości S.A.	The role of the observer and provider of selected services
10	Research and development centers of companies	The role of the observer and provider of selected services
11	Technology Transfer Centers	The role of the observer and provider of selected services
12	Local business incubators	The role of the observer and provider of selected services
13	Domestic non-governmental organizations	The role of the observer

Source: own elaboration

## Conclusions

Examples of transport planning in Europe, where controversial urban development projects have led to mass protests show that planning processes without public legitimacy can be blocked and, in the worst case, even abandoned. Such cases also show that the rejection of intentions by society initiated a broad discussion about planning. The idea of sustainable urban mobility should encourage local governments, institutions and organizations to go beyond their own borders and responsibilities in order to ensure consistency and complementarity with strategies in related sectors (transport, spatial planning and land use, health, energy, municipal services, education, security of public order and safety, etc.). Such coordination is a major challenge for planning sustainable urban mobility, but it is also the main source for implementing innovation and improvement of planning processes.



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