

STAKEHOLDER ENGAGEMENT V1

Project deliverable D5.1

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About GOLIA

GOLIA is a project focused on Governing, Optimising and Leveraging Innovation in cities through data-driven and social-optimum led approach. It aims to ensure an adaptive, accessible and just mobility system planned and governed with the help of digital assets, but also with the inclusive and co-creational policy making processes. Through the integration of STEM and SSH expertise and approaches, GOLIA will revolutionize spatial and mobility planning by co-developing and testing vision-led Social Optimum Mobility Index, a metric to assess urban mobility systems based not only on economic variables but also on indicators such as social support, healthy life quality or freedom to make life choices. The index will be location and time dependent to enable dynamic management of transport offer and spaces.

The project will analyse the policy making processes, citizen engagement practices and digital assets of the three Partner cities and with the gained knowledge, it will create an integrated, interdisciplinary and Adaptive Mobility Smart Governance Model. GOLIA aims at understanding to which extent and under which conditions, data generated by Smart Cities supported by AI-based tools novel communication and consultation channels and methodologies to engage citizens and stakeholders might foster the establishment of a new inclusive and adaptive mobility governance. GOLIA's goal is to identify governance models able to deliver policies resilient to political instability, extreme weather events, pandemics or any other more or less disruptive event, as they are co-developed, co-designed, and co-monitored by and for citizens and firms.

1 Deliverable Detailed Information

1.1 Key words

Stakeholder engagement, Social Optimum, Inclusive transport planning

1.2 GOLIA Outputs Mapping to GA Commitments

GOLIA GA Item	GOLIA GA Item Description	Document Chapter(s)	Justification
DELIVERABLE			
D5.1 Stakeholder engagement V1	<i>Describes methodology for engaging local stakeholders at Partner cities level and its engagement results.</i>	<i>Chapter 5 (Section 5.3) Chapter 6 Chapters 7,8 and 9</i>	<i>Chapter 5 gives introduction to Stakeholder engagement in GOLIA and its principles. More specifically, Section 5.3 describes the use of ENGAGEMOVE methodology in the Partner cities. Chapter 6 describes the methodological foundation for Stakeholder mapping in partner cities. Chapters 7,8 and 9 are presenting concrete plans for Stakeholder engagement prepared by the Partner cities</i>
TASK			
ST5.1.1: Stakeholder mapping	<i>With support of EUR, BAX will provide methodological guidance to the Partner cities in identifying relevant stakeholders that have to be effectively reached for the use cases' successful implementation. This will be done using the results of T1.1.1 (Mapping and</i>	<i>Chapter 6</i>	<i>Chapter 6 explains the methodological foundation laid by BAX for the Stakeholder mapping, as well as the online tool BAX developed to support cities in Stakeholder mapping.</i>

	evaluating City users' attitudes).		
ST5.1.2: Stakeholder engagement plans	Within this task, each Partner city will be responsible for creation of a Stakeholder engagement plan for its use case. The main elements of these plans will be: Methodology and output of the stakeholder mapping process (T5.1.1); Strategies and methods for engagement of the identified stakeholder groups (defined with support of BAX using the results of T1.1 and T1.2); Communication plan (defined with support of EUR); Monitoring and Evaluation (defined with support of BAX and EUR). The results of this task will feed into task T3.1 Cities test Plan, Management and Validation.	Chapters 7,8 and 9 Chapter 10	These chapters describe the Stakeholder engagement plans prepared by each of the partner cities (Antwerp, Florence and Pilsen respectively). Each plan follows a template structure prepared by EUR addressing the elements prescribed by ST5.1.2 (Methodology and output of the stakeholder mapping process; Strategies and methods for engagement of the identified stakeholder groups; Communication plan. Monitoring and Evaluation is addressed for all 3 cities in Chapter 10.

Table 1: Deliverable Adherence to Grant Agreement deliverable and work description

2 Executive summary

Deliverable D5.1 Stakeholder engagement V1 presents the first comprehensive framework and implementation plan for stakeholder engagement within the GOLIA project. It operationalises the theoretical and methodological work developed in WP1 by translating it into concrete, city-level stakeholder engagement plans for the three GOLIA partner cities: Antwerp, Florence, and Pilsen. The deliverable builds on the ENGAGEMOVE methodology, developed within WP1 and published in D1.2. ENGAGEMOVE provides an evidence-based toolkit for selecting and implementing participatory approaches tailored to different local contexts and stakeholder groups and was used to select the most appropriate stakeholder engagement methods to apply in the partner cities.

The deliverable introduces a structured four-step methodological framework for stakeholder mapping and engagement supported by the GOLIA Stakeholder Navigator tool. This approach guides cities in identifying both “usual suspects” and previously excluded stakeholders across four categories: citizens, public authorities, private actors, and civil society organisations. The methodology applies the Social Optimum Mobility Indicators (SOMI) principles and an adapted *influence – ability-to-participate matrix* to systematically identify underrepresented groups.

Building on this framework and ENGAGEMOVE, the deliverable presents three tailored stakeholder engagement plans, each aligned with the specific mobility challenges and use cases of the partner cities. Across all three plans, the deliverable emphasises the importance of giving special attention to vulnerable and underrepresented groups of citizens and stakeholders.

- **Antwerp** focuses on upgrading and scaling its digital mobility tools to the regional level, with a strong emphasis on improving user experience and accessibility, particularly for underrepresented groups such as people with disabilities, migrants, and elderly users. Engagement activities combine community visioning and transition management approaches to co-create solutions and enhance data integration.
- **Florence** addresses the increasing pressure on urban space by exploring solutions such as urban logistics micro-hubs, expansion of 30 km/h zones, and redistribution of public space. Its engagement strategy relies on Social Innovation Forum approach, combining Transition Management and Backcasting to bring together a broad range of stakeholders, including public authorities, businesses, logistics operators, and residents, to co-design balanced and efficient urban space solutions.
- **Pilsen** targets challenges related to commuting patterns and underutilised mobility data by engaging stakeholders through a mix of surveys, serious games, and targeted outreach. The approach aims to capture behavioural insights, improve data integration across sectors, and involve key groups such as businesses, students, and commuters from the wider metropolitan area.

In addition, the deliverable establishes a monitoring and evaluation framework based on the Evaluation dimensions and Impact questionnaires developed in ENGAGEMOVE (D1.2) to assess the effectiveness, inclusiveness, and impact of stakeholder engagement activities. The evaluation framework defines a set of Key Performance Indicators (KPIs) covering participation, representativeness, and quality of implementation and introduces mechanisms for continuous feedback and iterative improvement, positioning stakeholder engagement as a dynamic and evolving process throughout the project lifecycle.

Deliverable D5.1 provides a robust and transferable initial blueprint for inclusive stakeholder engagement in GOLIA. It lays the foundation for the testing and validation activities in WP3 and will be further refined in later stages of the project based on practical implementation experience and lessons learned. These revisions will be published in the next update of this deliverable, D6.1 (Stakeholder engagement V2) in Month 35.

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3 List of abbreviations and acronyms

Acronym	Meaning
WP	Work Package
SOMI	Social Optimum Mobility Index
KPIs	Key Performance Indicators
EC	European Commission
GA	Grant Agreement
ST	SubTask
MaaR	Mobility as a Right
SSH	Social Sciences and Humanities
EUR	Eurocities
FLO	Florence
ANT	Antwerp
PIL	Pilsen
MaaS	Mobility as a Service
AI	Artificial Intelligence
CCAM	Connected, Cooperative and Automated Mobility
FUA	Functional Urban Area
B2B	Business-to-business
ITI	Integrated Territorial Investment
SGs	Serious Games
SITMP	Správa informačních technologií města Plzně (= City of Pilsen IT management agency)

4 Purpose of the deliverable

This Deliverable aims to operationalise the results of WP1 by developing 3 comprehensive Stakeholder engagement plans (1 for each of the Partner cities). The Deliverable brings together knowledge generated within WP1 on stakeholder engagement methodologies (ENGAGEMOVE), personas, Social Optimum criteria and Regulatory frameworks and innovative governance models and brings it into practice by applying it onto the concrete use cases of the Partner cities. It provides methodological foundation for Stakeholder mapping based on SOMI and governance models assessment from D1.1, which is accompanied by an interactive online tool which supports cities in the Stakeholder mapping process in order to identify groups left behind by the traditional planning processes.

4.1 Attainment of the objectives and explanation of deviations

The objectives related to this deliverable have been achieved in full and as scheduled.

4.2 Intended audience

This Deliverable has several target audiences:

- GOLIA project partners: GOLIA project partners will be able to understand the practical application of the project's theoretical foundation and be better equipped to participate in the testing phase during WP3
- GOLIA Follower cities: GOLIA Follower cities will be able to understand the stakeholder engagement planning process in Partner cities and assess the replication potential of each of the use cases in their local context. This deliverable will also serve as a blueprint and an inspiration for the Follower cities during ST6.1.2: Stakeholder engagement in Follower cities.
- Other European cities (GOLIA Community of Practice): This Deliverable will serve as an inspiration for other cities interested in improving their governance models based on Social Optimum and Mobility as a Right (MaaR) and involve stakeholders left behind by traditional mobility planning processes.

4.3 Structure of the deliverable and links with other work packages/deliverables

Chapter 5 provides an introductory overview of the role of Stakeholder engagement in GOLIA, the principles and values of the project concerning involvement of stakeholders, based on Social Optimum and MaaR. It makes connections with previous work done in WP1 and outlines the follow up steps in WP3 and WP6 which will be supported by this deliverable. To give further practical context to the readers, it describes the steps in the preparation of the Stakeholder engagement plans, as well as the timeline of the work.

Chapter 6 provides a structured methodology for stakeholder mapping, guiding cities to identify and engage relevant actors across four key categories using the GOLIA Stakeholder Navigator and a tailored *influence – ability-to-participate matrix*.

Chapters 7,8 and 9 offer practical application of the above mentioned within the descriptive Stakeholder engagement plans for Antwerp, Florence and Pilsen respectively.

Chapter 10 is defining the Monitoring and Evaluation Framework to be able to monitor and assess the success of the stakeholder engagement activities in the later stages of the project, and to build foundation for the continuous assessment and improvement of the Stakeholder engagement plans.

5 Introduction

5.1 Stakeholder engagement in GOLIA – key principles

Data-driven urban planning is only as inclusive and representative as the data on which it is based. In many cases, conventional data collection approaches fail to adequately capture marginalised or hard-to-reach population groups, effectively rendering them invisible within evidence-based planning processes. GOLIA explicitly addresses this limitation by embedding inclusive and innovative stakeholder engagement methodologies, including novel communication and consultation channels, designed to reach beyond traditional mobility stakeholders and actively involve underrepresented communities. By doing so, partner cities are able to enhance their existing datasets with quantitative and qualitative descriptions of lived experiences of diverse groups of citizens and stakeholders, ensuring that the data underpinning decision-making reflects a broader societal reality and supports a social optimum perspective that integrates quality of life, accessibility and equity considerations. This approach not only strengthens the robustness and legitimacy of digital planning tools but also contributes to the development of more adaptive, inclusive and just mobility governance systems, aligned with GOLIA's objective of enabling co-created and socially grounded policy making.

GOLIA is explicitly designed to move beyond traditional, efficiency-driven transport planning and facilitate mobility systems that are not only efficient but also socially just, accessible and responsive to real-life conditions. Therefore, stakeholder engagement is a core element of the project, deeply rooted in its values of inclusiveness, co-creation and evidence-based governance that actively involves citizens and a broad range of stakeholders in shaping mobility policies.

Stakeholder engagement in GOLIA operationalises Mobility as a Right by actively involving a wide spectrum of actors – citizens, local authorities, industry and civil society – beyond traditional mobility experts. Through the engagement and consultation processes, diverse needs and lived experiences are integrated into planning, ensuring that mobility solutions are accessible, equitable and reflective of different social groups.

5.2 Connections other WPs

This deliverable is building on the conceptual and methodological work on stakeholder engagement taking place within WP1, especially the results of *T1.2: Setting framework and rules for systemic and digitally enabled engagement models of city users in mobility policymaking*, by translating its conceptual and methodological outputs into concrete, city-level stakeholder engagement plans.

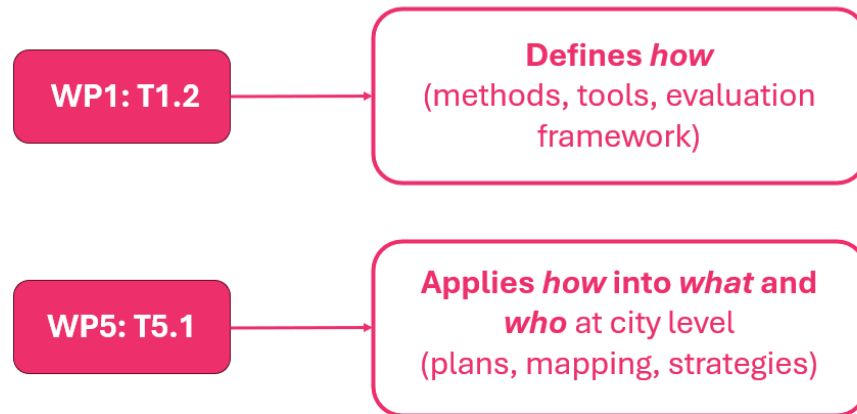


Figure 1: Relationship between stakeholder engagement in T1.2 and T5.1 in GOLIA

This deliverable forms a foundation for further work in WP3. In WP3, the cities and horizontal partners led by BAX and SINTEF will use the content of this deliverable as a basis for *T3.1: Cities Plan, Management and Validation* planning. Furthermore, the Partner cities will use this document for the execution of the Stakeholder engagement activities within the tasks T3.2, T3.3 and T3.4 (Pilsen, Florence and Antwerp testing through Co-design, Co-creation and Co-assessment activities).

This deliverable will be updated in WP6 with the knowledge gained and lessons learned during the execution of the Stakeholder engagement activities in Partner cities and replication activities of the Follower cities in M35.

5.3 ENGAGEMOVE methodology

ENGAGEMOVE is a comprehensive, evidence-based toolkit developed within T1.2 to support the design, implementation and evaluation of stakeholder engagement in urban mobility planning. It provides a structured mapping of social sciences and humanities (SSH)-led methodologies, tailored to different local contexts, stakeholder groups and mobility challenges, and includes an evaluation framework assessing inclusivity, target groups, resources and scalability of engagement approaches. Within GOLIA, ENGAGEMOVE operationalises the project's commitment to inclusive, co-creative and data-informed governance by guiding cities in selecting appropriate participatory methods and ensuring that diverse perspectives – particularly including those of vulnerable groups – are integrated into decision-making processes.

In D5.1, ENGAGEMOVE serves as the methodological backbone for designing city-specific engagement strategies, enabling partners to systematically choose, adapt and justify engagement methods, align them with project objectives and values, and ensure consistency and quality across engagement activities while supporting the broader goal of adaptive, just and resilient mobility governance.

5.4 Process of preparation of the Stakeholder engagement plans

5.4.1 Steps and timeline

The Stakeholder engagement plans presented in this deliverable have been prepared by the Partner cities (Antwerp, Florence and Pilsen) in a coordinated manner through a step-by-step process, in

close cooperation with the project partners involved in WP1 (SINTEF) and WP5 (EUR, BAX). The steps of the process and the followed timeline are described below.

Timeline	Step description	Partners involved
June 2025 – June 2026	Preparation of ENGAGEMOVE methodology within WP1	SINTEF
January 2026	ENGAGEMOVE workshop on Consortium meeting in Brussels: understanding cities' needs, experience and local priorities for stakeholder engagement	SINTEF, EUR, FLO, ANT, PIL, BAX
March 2026	Individual meetings held with cities to select the individual stakeholder engagement methods	SINTEF, EUR, FLO, ANT, PIL
19 March 2026	Peer-learning workshop on Stakeholder engagement for data-based mobility planning at Eurocities Mobility Forum in Rome with contributions from City of Gothenburg and City of Madrid	EUR, FLO, ANT, FIT
April 2026	Stakeholder engagement plan template and Stakeholder mapping online tool developed and presented to the cities in dedicated online meetings	BAX, EUR, ANT, FLO, PIL
May 2026	Stakeholder mapping exercise executed and Stakeholder engagement plans developed by the cities with support of the horizontal partners	BAX, EUR, ANT, FLO, PIL

5.4.2 Eurocities Mobility Forum peer-learning workshop

In March 2026 Eurocities organised a peer-learning workshop on its annual event (Eurocities Mobility Forum) in Rome. The workshop was focused on Stakeholder engagement for data-based inclusive mobility planning, and its purpose was to transfer knowledge and experiences from cities participating to Horizon Europe projects that are in an advanced stage to GOLIA cities before they develop their Stakeholder engagement plans. The workshop engaged over 40 participants from 14 cities and served as a kick-off moment to form a Community of Practice of cities interested in the project's activities.

During the project, each GOLIA city (Florence and Antwerp – Pilsen couldn't attend the event due to scheduling conflicts with other project meeting) presented their problem statement, use case and first outlook on the stakeholder engagement activities planned within GOLIA.

Two cities outside GOLIA presented their experiences with stakeholder engagement that took place within the scope of other Horizon Europe projects:

- City of Gothenburg: Engagement of children and families to understand mobility patterns for a pilot of the REALLOCATE project
- City of Madrid: Stakeholder engagement for representative, user-centred and actionable mobility data within the Urban Mobility Lab of Mobilities4EU project

After hearing the insights, the participants split into 3 tables where they engaged in an interactive discussion between the GOLIA cities and the peer cities from the Community of Practice.

Discussion outcomes and lessons learned:

The participating cities engaged in a lively discussion during the workshop, which led to several recommendations and notes for the future stakeholder engagement processes in GOLIA. The discussion was structured around 2 main topics:

- 1) Common challenges with stakeholder engagement
- 2) Tips for GOLIA cities on planning and implementation of stakeholder engagement activities

The outcomes of the discussion, together with tips and lessons learned from the participating cities are summarised below:

Data representativeness:

Many cities experience challenges with data representativeness and the gap between collected data and its actual use or relevance. The usual ways of data collection are not painting full picture of the mobility behaviour and its sources. To be able to capture the realities of their citizens and stakeholders and to cater to their needs, cities need to understand the situations and circumstances under which mobility behaviours are shaped.

The discussion highlighted the importance of combining quantitative data with qualitative deep interviews, capturing not only how people travel but also why.

A best practice from Gothenburg showed the value of “deep dives” – longer sessions with selected families in their own homes / school environments which helped the city administration understand the way choices are made and the priorities of different citizens. The participants also agreed that in order to achieve more representative data samples, cities should combine data collection with outreach and meet their citizens where they are to co-generate data with them. Tips were shared on how to reach marginalised or hard-to-reach groups, for example by involving parents of children with disabilities to make sure the mobility system work for this group of users.

Mistrust and lack of interest

Another common challenge was keeping the trust of stakeholders and citizens participating in engagement activities. As translating citizens’ input into policies is not straightforward and the implementation takes time, people often lose interest or think that their input has not been used at all, causing mistrust and disengagement. User centred design of the activities and making sure that they are serving real needs were the main recommendations to remedy such issues.

Social media such as X (former Twitter) or Facebook also fuel society polarisation with many radical voices being heard but omitting the “silent majority”. However, since it is easy for citizens to express their opinions on social media, cities try to use it as one of the feedback tools, even as the level of bias is large and sometimes hard to assess.

Another level of complexity arrives when working with private stakeholders. To have a comprehensive view of the mobility situation, it is imperative for cities to have access to data about private logistics and transport operators. However, getting data from private stakeholders (e.g. logistics operators) is difficult, especially when they are in competition with each other. The building of trust between the city and the private sector is therefore essential.

Inspirational engagement techniques:

The participants shared many examples from their work on effective engagement techniques able to capture diverse citizen’s needs. Apart from above mentioned “deep dives”, examples were shared of



gamification and interactive tools to engage citizens, such as an e-city game (a mix of trivia and Monopoly - Gothenburg) used to explore mobility choices and trade-offs.

Madrid shared their experience on reaching diverse target groups e.g. through events like the Mercamadrid race, where activities with runners, families and children were used to both engage participants and gather insights on daily travel habits.

The use of a visual 3D model has been recommended from the side of Gothenburg to the Antwerp route planner use case. By integrating 3D visualisation, any user could easily see the complexity of physical environment, which is especially valuable for assessing how accessible the city is for people with specific needs. Optimising the data set with the interest groups would allow to change the perspective of the model to any type of specific need, and therefore, would allow to experience the city from different points of view.

Furthermore, it was noted that only data and digital tools don't have enough impact to really drive the change on the ground and they must be part of broader package of policies supporting modal shift.

The lessons learned during the workshop and the discussion have been considered by the GOLIA cities during the preparation of the Stakeholder engagement plans.



Figure 2: GOLIA Workshop on Eurocities Mobility Forum in Rome (March 2026)

6 Stakeholder mapping

GOLIA gives participant cities actionable methodological guidance to identify and engage the stakeholders most relevant to their mobility use cases. This chapter describes the 4-step approach to stakeholder mapping and operationalizes it through an ad-hoc digital tool, **the GOLIA Stakeholder Navigator**, that remains available to cities after the project closes.

Cities run the exercise across four stakeholder categories: citizens, public authorities, private actors, and interest groups / NGOs. The classic power-interest matrix (cf. *Mendelow Stakeholder Matrix*) has been adapted for GOLIA into an influence / ability-to-participate matrix, which better captures the engagement dynamics of inclusive mobility planning.

6.1 The 4-step approach

Step 1: Link to the challenge. The city defines the specific mobility intervention being planned (e.g. a night-time shared mobility hub in an industrial zone). This anchor frames every subsequent decision.

Step 2: The usual suspects. The city plots the stakeholders it already knows and engages with on the influence / ability-to-participate matrix (shop owners, neighborhood residents, transport operators, municipal departments, major employers) even if this means leaving certain categories behind for now.

Step 3: Diversifying stakeholder engagement. The city applies the SOMI pillars (for citizens, private actors, and interest groups) or the five Governance Optimization tests (for public authorities) as diagnostic lenses to surface stakeholders missing from the usual-suspects map.

Step 4: A new perspective on inclusive engagement. The city repositions stakeholders into a deliberately designed engagement landscape, moving fragile groups into Actively Consult and Regularly Engage and aligning governance, funding and enforcement actors. The exercise closes with a reflection on MaaR.

6.2 Understanding the matrix

Each stakeholder sits on a 2-axis matrix. The vertical axis, **Influence**, captures the stakeholder's ability to influence the decision or its implementation: regulatory authority, budget control, political weight, operational capacity.

The horizontal axis, **Ability to participate**, captures whether the stakeholder has the practical capacity to take part in the planning process (time, resources, expertise, access needed to engage meaningfully) rather than whether they *want* to be at the table or whether they *should* be there. Together the two axes define four quadrants:

1. **Actively Consult:** high influence, high ability to participate. The core co-designers. Bring them in early and keep them in the loop.
2. **Keep Informed:** high influence, low ability to participate. They can block or enable the intervention even if they are not asking to participate. Send updates and request sign-off.
3. **Regularly Engage:** low influence, high ability to participate. Motivated voices that need a structured channel: workshops, citizen panels, advisory groups.

4. **Maintain Interest:** low influence, low ability to participate. Keep visible through general communication so they can opt in if relevance grows.

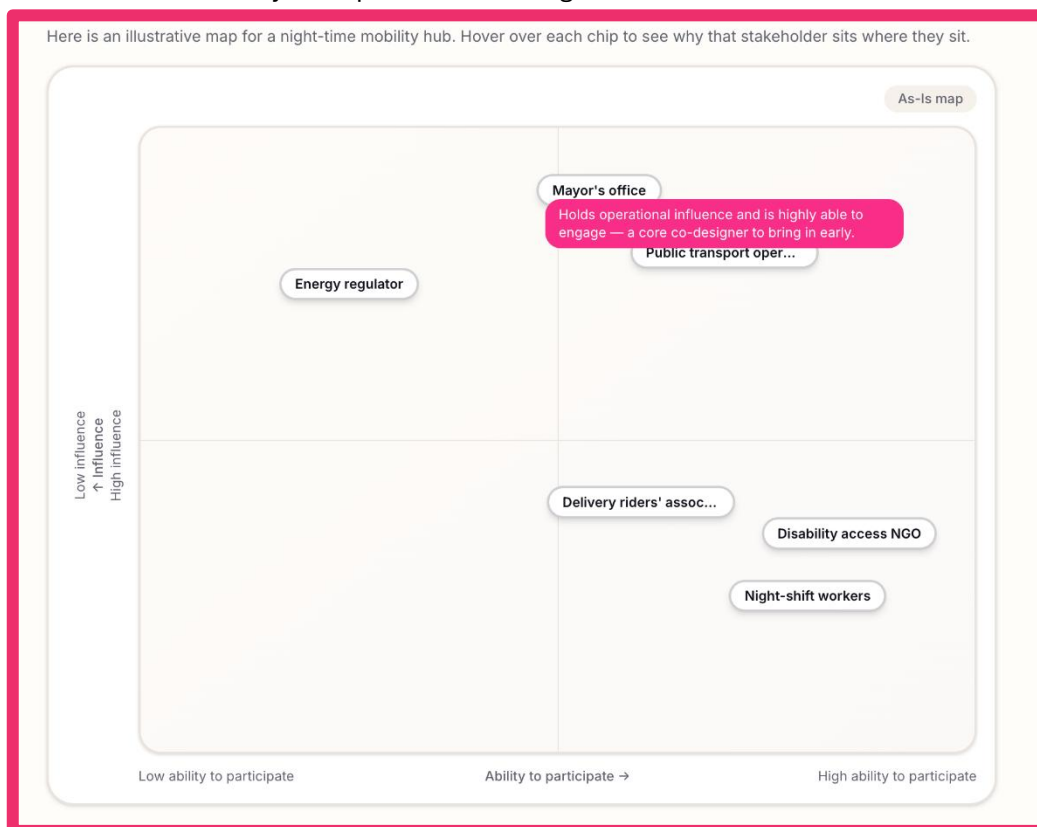


Figure 3: Influence / Ability to Participate Matrix used in the GOLIA project

Influence is not a fixed attribute that stakeholders hold; it is produced through interactions, networks and practices, and can shift over the course of the process. Ability to participate is equally dynamic: rather than just an “accessibility” challenge, it is shaped by trust in institutions, how the issue is framed, through which channels it is promoted, and the formats made available for participation. GOLIA's role is to empower previously excluded groups and ensure their voices are heard throughout the mobility decision-making process. By building trust and creating accessible formats for engagement, GOLIA also seeks to raise these stakeholders' influence and ability to participate, supporting genuinely user-centric and inclusive planning. This is the scenario the cities aim for in Step 4 of the methodology.

To ensure stakeholder mapping is inclusive and surfaces these typically excluded groups, the cities will apply the SOMI lens together with a structured governance lens drawn from the outcomes of D1.1.

This reasoning applies directly to non-institutional stakeholders; for public bodies it needs to be adjusted. Public bodies are typically not excluded because of their influence or ability to participate, but because the governance of mobility topics is fragmented to the point where it is difficult to keep a complete overview of who takes part in the decision-making process. GOLIA's stakeholder mapping methodology helps cities identify these actors and place them in an accessible format. The same matrix used for the other groups, while not a perfect conceptual fit, displays public bodies in a familiar layout that supports comparison across stakeholder types.

6.3 Citizens, private actors and interest groups: the SOMI 8 pillars

For the three non-institutional stakeholder categories, the eight SOMI pillars stress-test the map drawn in step 2. Each pillar is a diagnostic question; it does not invent stakeholders; it surfaces the people and organisations the usual-suspects map has left out.

- **Acceptability: Comfort, quality and trust.** Who might reject this solution because it does not match their values or expectations, lacks privacy or cleanliness, or because they do not trust the operator? Action: add the groups whose trust must be earned to Regularly Engage.
- **Accessibility: Reaching destinations.** Who is prevented from using this service due to physical barriers (uneven paving, steps, distance to stop) or digital barriers (no smartphone, low digital literacy, no banking app)? Are users with strollers or wheelchairs being overlooked? Action: surface accessibility-blocked users and place them in Regularly Engage.
- **Affordability: Financial capacity.** Who is priced out when ticket prices and hidden costs (insurance, parking) are compared against their monthly income? Are groups missing out because they lack access to specific discounts? Action: bring low-income and discount-dependent groups into the map explicitly.
- **Agency: Choice, control and reliability.** Who becomes stranded or loses independence if the service fails, is delayed, or forces them into rigid schedules? Who is left without alternatives? Action: add captive users and give them a structured channel.
- **Availability: Service presence in space and time.** Who needs to travel at times (night, weekend) or from locations (low-frequency areas) the solution does not cover? Action: add off-peak and peripheral-area travellers as distinct stakeholder groups.
- **Legal Recognition: Rights and regulation.** Whose use of this space or service puts them in legal ambiguity, lacks clear traffic rules, or leaves them unprotected in case of an accident (e.g. delivery riders, e-scooter users)? Action: add users in regulatory grey areas and the bodies that could clarify their status.
- **Participation: Voice and influence.** Whose voices are systematically excluded from feedback channels, or who feels the city does not listen because the planning process lacks transparency? Action: identify silenced groups and design a dedicated participation channel for them.
- **Safety and Security: Protection from harm.** Who avoids this route or service because they fear personal security threats (harassment, poor lighting), theft, or traffic crashes? Action: add safety-conscious users and engage them on route and time-of-day design.

Step 3 — Diversifying stakeholder engagement

For each lens, ask "who are we forgetting?" against your specific challenge. Add the stakeholders that surface — they'll be tagged with the lens that revealed them.

Acceptability — Comfort, Quality & Trust
0

Who might reject this solution because it doesn't match their values or expectations, lacks privacy or cleanliness, or because they don't trust the operator?
Action: add the groups whose trust must be earned to Regularly Engage.

Your notes for this lens...

Add a stakeholder this lens reveals...
Add

Accessibility — Reaching Destinations
0

Who is prevented from using this service due to physical barriers (uneven paving, steps, distance to stop) or digital barriers (no smartphone, low digital literacy, no banking app)? Are we forgetting users with strollers or wheelchairs?
Action: surface accessibility-blocked users and place them in Regularly Engage.

Your notes for this lens...

Add a stakeholder this lens reveals...
Add

Figure 4: An example of Step 3 for non-institutional stakeholders

6.4 Public authorities: the five Governance Optimization tests

For public authorities, step 3 substitutes the SOMI pillars with five governance diagnostic tests, derived from the T1.1.3 Mobility Governance mapping and the governance analysis (by FIT and EUR). The tests stress-test the institutional map and identify missing or misaligned actors.

- **Mandate and Fragmentation.** Are responsibilities split across multiple departments (transport, public works, urban planning), creating a 'no political owner' scenario? Is there an ownerless topic (e.g. urban logistics) lacking a dedicated coordinator? Action: identify the single department that signs off on street occupancy and move them into Actively Consult.
- **Enforcement and Compliance.** Have the bodies responsible for monitoring and enforcement (traffic police, parking inspectors) been mapped? For dynamic regulations (kerbside, UVARs), are the actors who control digital enforcement tools and vehicle registries at the table? Action: move enforcement bodies into Regularly Engage: without them, implementation fails on the street.
- **Fiscal and Funding.** Are the entities controlling the long-term public budget (Operations & Maintenance) plotted with high power, or is the mapping biased toward those funding the initial CAPEX (Capital Expenditure)? Are financial and legal departments responsible for ring-fencing local revenue properly engaged? Action: elevate budget holders to high-power quadrants so the project does not collapse after the pilot.
- **Multi-Level and Cross-Boundary.** Does the mobility challenge span beyond municipal borders (commuting corridors, MaaS, regional public transport)? Are higher-level authorities engaged to prevent a 'patchwork' delivery? Action: add regional, metropolitan, or national coordinating platforms where multi-jurisdictional alignment is needed.
- **Data and Digital Governance.** If the solution relies on digital tools, data sharing, or AI (Mobility Data Spaces, CCAM), are municipal IT departments, data protection officers, or National Access Point managers included? Action: treat data regulators and IT infrastructure owners as high-power stakeholders.

Step 3 — Diversifying stakeholder engagement ⓘ

For each lens, ask "who are we forgetting?" against your specific challenge. Add the stakeholders that surface — they'll be tagged with the lens that revealed them.

Mandate & Fragmentation 0

Are responsibilities split across multiple departments (transport, public works, urban planning), creating a 'no political owner' scenario? Is there a 'homeless topic' (like urban logistics) lacking a dedicated coordinator?

Action: identify the single department that signs off on street occupancy and move them into Actively Consult.

Your notes for this lens...

Add a stakeholder this lens reveals...

Enforcement & Compliance 0

Have you mapped the bodies responsible for monitoring and enforcement (traffic police, parking inspectors)? For dynamic regulations (kerbside, UVARs), are the actors who control digital enforcement tools and vehicle registries at the table?

Action: move enforcement bodies into Regularly Engage — without them, implementation fails on the street.

Your notes for this lens...

Add a stakeholder this lens reveals...

Figure 5: An example of Step 3 for institutional stakeholders

6.5 Link to other GOLIA outputs: the three lenses

The SOMI Lens.

The Social Optimum Mobility Indicators feed directly into step 3 for citizens, private actors and interest groups, ensuring the analysis is anchored to GOLIA's social-optimum framework rather than to ad-hoc judgements.

The Governance Lens.

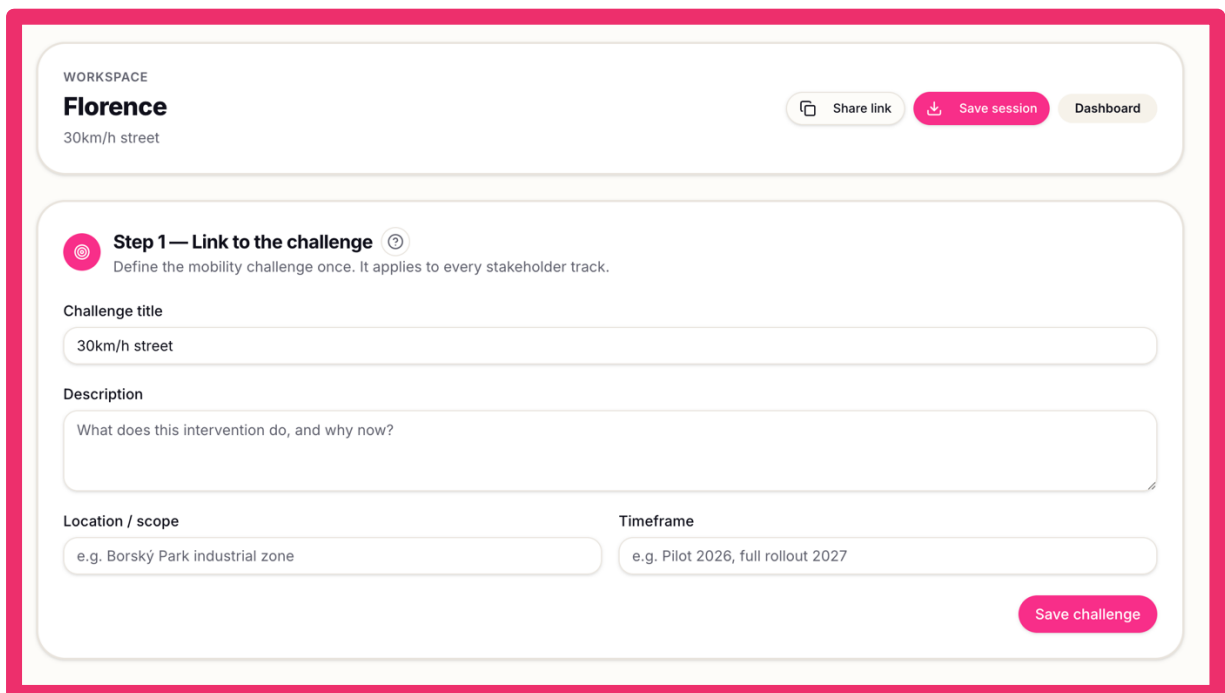
The five Governance Optimization tests operationalise the governance analysis and review carried out under T1.1.3 (by FIT and EUR), ensuring the institutional map reflects mandate fragmentation, enforcement capacity, funding control, multi-level coordination and data governance.

The MaaR Lens.

Cities apply the MaaR framework to assess the legal and societal implications of establishing mobility as a fundamental right, and use it to challenge the 'desired' matrix produced in step 4.

6.6 How will the methodology be used during the GOLIA project

The cities will use the Stakeholder Navigator, an interactive web tool developed by BAX that implements the four-step methodology. Working through the steps, each city maps and visualises its stakeholders in two views: the as-is scenario (how they have been engaged to date) and an ideal scenario (how they should be engaged going forward).



The screenshot shows a web interface for a workspace named 'Florence' with a speed limit of '30km/h street'. At the top right are buttons for 'Share link', 'Save session', and 'Dashboard'. The main section is titled 'Step 1 — Link to the challenge' with a subtitle 'Define the mobility challenge once. It applies to every stakeholder track.' Below this are input fields for 'Challenge title' (containing '30km/h street'), 'Description' (with placeholder text 'What does this intervention do, and why now?'), 'Location / scope' (containing 'e.g. Borský Park industrial zone'), and 'Timeframe' (containing 'e.g. Pilot 2026, full rollout 2027'). A 'Save challenge' button is at the bottom right.

Figure 6: A fictional example of a workspace, in this case Florence for 30km/h street intervention

The mapping results feed into T3.1 to inform the planning of engagement activities, and the map then serves as a reference point for monitoring those activities as they are delivered.

The mapping is intended to be a living exercise: as engagement activities progress, cities can return to the Navigator and update their maps, so they stay accurate and relevant.

7 Stakeholder engagement plan for Antwerp

7.1 Antwerp: use case description and engagement objectives

The Antwerp use case focuses on upgrading the existing Smart ways to Antwerp digital tools to better align with the principle of MaaR and to scale these tools up from the city level to the Functional Urban Area (FUA), namely the Antwerp Transport Region.

The need for this upgrade is driven by several factors. The last qualitative user research dates back four years ago. At that time, the main result was the integration of the mobility map and the route planner. However, the research also revealed a perception mismatch: users living inside the city of Antwerp felt that the digital tools were mainly designed for people outside the city, while users outside the city experienced the opposite. Since then, no new qualitative research has been carried out, despite changes in mobility needs, data availability, and policy ambitions.

A key engagement objective is therefore to improve the user experience by understanding which user groups have which needs, with a strong MaaR focus on minorities and hard-to-reach user groups, such as people with disabilities, young and senior citizens, and migrants. Another objective is to identify which additional datasets should be integrated into the tools or further improved, such as accessibility data.

Most modal shift potential is located outside the city of Antwerp, which makes cooperation with the Antwerp Transport Region essential. Engagement objectives here include improving the digital tools for the Transport Region (for example through data on roadworks and events across the region or region-specific functional needs) and increasing uptake of the tools, for instance via implementation of widgets on municipal websites.

7.2 Engagement strategies and methods

Stakeholder mapping results for Antwerp

The stakeholder mapping for the Antwerp use case highlights a complex and multi-level governance and user landscape. At institutional level, stakeholders include governance actors responsible for data sharing across the Antwerp Transport Region, involving multiple municipalities, the transport region itself, transport operators and infrastructure actors. These stakeholders operate within a complex hierarchy and have different needs and expectations, particularly with regard to data sharing and storage, cooperation agreements and financial models.

At user level, stakeholders include people living both inside and outside the city of Antwerp. Particular attention is given to groups that are currently underrepresented or difficult to reach, such as people with disabilities, migrants, elderly people and users with different language needs. The mapping also acknowledges that under current circumstances, it is not yet possible to plan a fully accessible route.

Priority stakeholder groups & why

Based on the mapping exercise, priority stakeholder groups are, firstly, governance actors at the level of the Antwerp Transport Region. Their involvement is essential because scaling up the route planner to the regional level requires data sharing from the whole region and coordination across many municipalities and transport-related organisations.

A second priority group consists of people living both inside and outside the city of Antwerp, as the route planner is intended to function at regional scale. Within this broad group, specific focus is placed on people with disabilities, migrants and elderly users. These groups are explicitly identified as difficult to reach and currently underserved, particularly due to accessibility limitations and

potential language barriers. Reaching these groups is also a core ambition of the GOLIA project's focus on MaaR.

Methods chosen with SINTEF and why

The methods chosen for stakeholder engagement in Antwerp are aligned with those suggested in the GA. In collaboration with SINTEF, the engagement approach builds on Community Visioning combined with elements from Transition Management.

Community Visioning is selected because it provides structured tools and processes to engage the target groups, including people with disabilities and residents from surrounding municipalities, who are not sufficiently reached today. The method focuses on the co-creation through separate workshops or focus groups per stakeholder group, offering safe spaces for participants to share experiences, needs and challenges before engaging in a final joint event.

Elements from Transition Management are added to support the next steps after visioning. While Community Visioning is mainly used to gather insights into stakeholder needs and challenges, Transition Management offers tools to define, prioritise and structure pathways, measures and responsibilities. This combination is intended to help translate co-created visions into concrete action points.

The use of the Mobility Safari serious game fits within this approach, with the potential to include people with disabilities and mixed stakeholder groups. User testing and serious games may also be integrated into stakeholder workshops to collect feedback and support the expansion and improvement of the route planner.

7.3 Communication plan

7.3.1 Communication objectives

Communication objectives include cooperating with stakeholders about the upgrade and regional scaling of the Smart ways to Antwerp tools, collecting stakeholder input during the engagement process, and supporting the uptake of the digital tools within the Antwerp Transport Region. The uptake and use of the route planner will be further promoted through campaigns, social media, newsletter, etc. Not only as part of the continuous communication actions, but also during specific opportunities, such as events, activations/nudges, big infrastructural works, and so on.

7.3.2 Key messages

The following key messages have been assigned for each priority group:

- Governance actors at the level of the Antwerp Transport Region:
 - The key message towards governance actors should emphasise the necessity of regional cooperation and data sharing. The upgrade and scaling of the route planner cannot be realised without coordinated input from all actors in the Antwerp Transport Region. The focus is on aligning different expectations (e.g. data sharing, financial models, cooperation agreements) to enable a functional regional mobility tool.
 - A second important message is that improving the digital tools supports both regional accessibility and the modal shift, especially outside the city where the largest potential lies.
- People inside the city:
 - The digital tools are constantly being improved to better reflect needs and usability, making it easier to plan routes that better fit individual needs.
- People outside the city:



- For users outside the city, the key message should focus on the scaling up of the tools to the Antwerp Transport Region. New data integration will improve the relevance for this target group.
- Difficult to reach target groups, such as people with disabilities, migrants, elderly:
 - The key message for these groups should focus on inclusivity and the MaaR principle. The digital tools are being specifically improved to better reflect their needs and to make mobility more accessible.
 - Engagement activities are designed to include them and to better understand their specific challenges.

The Smart ways to Antwerp route planner will be actively promoted to increase its use across all target groups. This promotion will take place through campaigns, social media, events, and targeted communication moments such as during roadworks or mobility disruptions.

The communication will highlight the concrete benefits of the tool, including improved usability, more relevant and up-to-date information, and the integration of new datasets such as accessibility information.

Emphasis will be placed on the unique aspect of the tool as a truly multimodal and evolving route planner that supports users both inside and outside the city and contributes to more accessible and sustainable mobility in the city and Antwerp Transport Region, contributing to the regional modal split ambition of 50/50.

The goal is to ensure that users are not only aware of the tool but also understand its added value in their daily mobility choices, thereby increasing uptake and use across the city and region.

7.3.3 Communication channels and tools

The main digital communication channels and tools from Smart ways to Antwerp include:

- Website
- Route planner
- Social media
- Newsletters
- Events

Existing and planned meetings and contact moments will be used as much as possible.

Intermediary groups and their channels and tools will be used to target specific target groups, such as people with disabilities.

Communication channels and tools of the Antwerp Transport Region will be used to reach the wider region and municipalities.

7.4 Timeline and responsibilities

Timeline

First discussions are taking place in Q3 2026 to decide on the approach, feasibility, detailed timeline and the research agency partner. The preparation phase is planned for Q4 2026 and includes the involvement of an internship student in Transportation Sciences from Hasselt University.

The main engagement process runs from M19 to M27 of the project (01/01/2027 - 01/10/2027), corresponding to the GA in T3.4.

Planned methods

- Qualitative Research with research agency: scripted user testing and interviews, panel discussions, focus groups...
- Workshops, Mobility Safari (serious game): depending on the target group and objectives
- Events: moments to inform B2B stakeholders and ask input, discuss options

Approach

- Policymakers (Antwerp Transport Region/Lantis + Municipalities):
 - Workshop(s)
 - Led by the city of Antwerp with the support of the Antwerp Transport Region and the appointed research agency.
 - If possible existing opportunities, meetings, events, contact moments will be used to maximize reach and an integrated approach.
- Businesses (employers city and Antwerp Transport Region + mobility service providers):
 - Workshop(s)
 - Led by the city of Antwerp with the support of the Antwerp Transport Region and the appointed research agency.
 - If possible existing opportunities, meetings, events, contact moments will be used to maximize reach and an integrated approach.
- Residents (commuters, specific MaaR groups):
 - Scripted user testing and interviews, panel discussions, focus groups...
 - Led by the appointed research agency by the city of Antwerp.
- One final event

8 Stakeholder engagement plan for Florence

8.1 Florence: use case description and engagement objectives

Florence faces increasing pressure on its urban spaces due to diverse demands from residents, businesses, tourism, mobility services, logistics operators, and public events. Streets, squares, kerbside areas, and other public spaces are required to accommodate a growing variety of functions, often simultaneously and with changing needs throughout the day and across different seasons. Within GOLIA, Florence, with a mix-use approach, will focus on three key challenges related to the management and allocation of urban space:

- The potential implementation of urban logistics Micro Hubs to support more efficient and sustainable last-mile deliveries.
- The extension of 30 km/h zones to improve road safety, encourage active mobility, and enhance the quality of the urban environment.
- The redistribution and redesign of road space and public space to better balance the needs of different users and activities.

The Florence use case aims to explore how these interventions can contribute to a more flexible, dynamic, and efficient use of urban space. Through a participatory and data-driven approach, integrated into the broader participatory process accompanying the development of the General plan for urban mobility (Piano generale traffico urbano – PGTU) under the Florence for Climate path, the city will assess how different stakeholders can share and use urban areas in a coordinated and seamless manner, while minimizing conflicts and maximizing public value.

The objective is to develop and validate approaches that improve coordination among stakeholders, increase the efficiency of space utilization, support sustainable mobility and urban logistics, reduce conflicts among users, and enhance the accessibility, safety, and overall quality of public space.

8.2 Engagement strategies and methods

Stakeholder mapping results for Florence:

Through the Stakeholder Navigation tool, Florence together with the technical service of the Florence for Climate participatory process identified a broad range of relevant stakeholders, including:

- Public authorities, including the Metropolitan City of Florence and relevant municipal departments.
- Public transport operators, mobility providers, and both in-house companies and third-party organizations managing public services.
- Logistics and freight operators, including last-mile delivery service providers.
- Local businesses, with particular attention to the Ho.Re.Ca. (Hotels, Restaurants, Cafés) sector and commercial activities located within the areas under study.
- Residents and citizen groups.
- Trade and business associations
- University
- Representatives of vulnerable groups already engaged through the “Firenze per il Clima” Pilot Climate City Assembly.

The priority stakeholder groups are going to be selected based on their direct involvement in, influence on, or exposure to the three intervention areas addressed by the Florence use case.

- Public authorities are key decision-makers responsible for urban planning, mobility policies, and the governance of public space.
- Public transport operators, mobility providers, and public service companies influence how urban space is allocated and managed for mobility and service delivery.
- Logistics operators are major users of kerbside and public space for loading, unloading, and last-mile deliveries, moreover they are essential stakeholders for assessing the feasibility and the operational impact of urban logistics solutions such as Micro Hubs.
- Local businesses, particularly the Ho.Re.Ca. sector, depend heavily on access to and use of public space for commercial activities and customer accessibility.
- Residents are key beneficiaries of safer streets, enhanced public spaces, and more sustainable mobility solutions. They are directly affected by changes in the allocation and design of public space and play a crucial role in assessing the social acceptance, usability, and quality-of-life impacts of proposed interventions.
- Trade associations represent the interests of multiple economic actors and can facilitate broader stakeholder engagement.
- University provides analysis research and support.
- Vulnerable groups are prioritized to ensure inclusiveness and to guarantee that the tested solutions address the needs of all citizens.

Stakeholder engagement activities will support the co-creation, validation, and assessment of solutions, ensuring that the perspectives of all relevant actors are considered throughout the planning and implementation process.

Methods chosen with SINTEF and why

Florence will use a Social Innovation Forum approach, combining Transition Management and Backcasting, to engage stakeholders in identifying and co-designing solutions for the city's priority challenges: urban logistics Micro Hubs, extension of 30 km/h zones, and the redistribution and redesign of public space.

The process will involve a broad range of stakeholders, including public authorities, mobility and logistics operators, businesses, residents, universities, and vulnerable groups, participating in two workshops:

- Problem Framing and Vision Building – stakeholders discuss current challenges, assess existing solutions, and develop a shared vision for the future use of urban space.
- Pathways, Measures and Responsibilities – stakeholders co-create practical solutions, identify priority actions, and define responsibilities for implementation

The process aims to build collaboration among stakeholders and produce a shared action agenda with concrete recommendations for achieving a more flexible, efficient, and inclusive use of urban space in Florence.

8.3 Communication plan

6.1 Communication objectives

The communication activities will support the stakeholder engagement process by ensuring that relevant actors are informed, motivated, and enabled to participate in the co-creation of solutions related to urban logistics Micro Hubs, the extension of 30 km/h zones, and the redistribution and redesign of public space.

The main communication objectives are:

- To raise awareness of the Florence use case and its objectives within the GOLIA project.
- To inform stakeholders about the planned engagement activities and opportunities for participation.
- To foster a shared understanding of challenges and opportunities related to the multiple use of urban space.
- To communicate the outcomes of the engagement process and the proposed actions identified through stakeholder collaboration.

6.2 Key messages

The key messages for all stakeholder groups highlight the importance of inclusive and collaborative engagement in shaping future urban space and mobility solutions that fit for all. Stakeholders are invited to contribute their knowledge, needs, and perspectives to ensure that proposed measures are practical and balanced. The overall aim is to co-develop solutions that improve accessibility, efficiency, safety, and quality of life for all users, while supporting economic activities and ensuring that diverse and vulnerable groups are properly considered throughout the process.

6.3 Communication channels and tools

We are taking into consideration a mix of communication channels to reach the different stakeholder groups and ensure broad participation. (Florence Municipality and Florence for Climate communication channels, including institutional websites and newsletters; Workshop materials, briefing documents, posters, and presentations; social media...)

Timeline and responsibilities

The engagement process will be implemented through two main participatory workshops:

Activity	Description	Timeline
Contracting the facilitator	The stakeholder engagement activities in Florence will be carried out by a independent external facilitator. This facilitator will be briefed and instructed on GOLIA principles and needs for Stakeholder engagement.	June 2026
Preparatory phase	Stakeholder mapping, stakeholder recruitment, communication planning, preparation of workshop materials, training on engagement method by SINTEF.	July – December 2027
Workshop 1	Problem framing and vision building	Q1 2027
Workshop 2	Pathways, measures, responsibilities, and site-based co-creation activities	Q1 - Q2 2027
Follow-up actions	Data analysis, evaluation and planning of next steps	Q2 – Q3 2027

9 Stakeholder engagement plan for Pilsen

9.1 Pilsen: use case description and engagement objectives

The Pilsen use case is based on two challenges faced by the city and its surrounding agglomeration. First challenge is related to strong commuting patterns towards the city. A significant share of the surrounding area still relies on individual car mobility, which can also be attributed to the combination of partly insufficient infrastructure for alternative means of transportation and a low motivation to change individual transport behaviour patterns. The other challenge arises from the underutilization of available data. Although the City of Pilsen has an advanced technological infrastructure, there is a missing linkage and a nexus of all the possible data and datasets across multiple sectors (e., transportation, zoning, climate change, etc.).

Therefore, the use case of Pilsen focuses on a) enhancing the existing mobility datasets of the City of Pilsen through connections with datasets across other sectors and filling the gaps in data by engaging with underrepresented groups and b) enlarging the data coverage to the ITI area (Integrated Territorial Investment area = the agglomeration) to understand the commuting patterns and mobility needs of agglomeration inhabitants.

9.2 Engagement strategies and methods

Stakeholder mapping results for Pilsen

There are several stakeholders relevant to the project. At a general level, they can be grouped into five main categories:

1) Representatives of the municipality

- As the City of Pilsen is directly involved in the project, its departments agencies, and municipal companies represent key stakeholders.
- Given the focus of the GOLIA project on traffic and transportation, particularly important actors include representatives of Public Transport of Pilsen and the Public Property Administration of the City of Pilsen.

2) Regional public transport operators

- Operators of regional public transport are closely linked to the project, particularly due to commuting flows between the city and its surrounding areas.

3) Business representatives

- The City of Pilsen experiences a significant daily inflow of workers, which further highlights the importance of both municipal and regional public transport.
- Businesses therefore represent a key stakeholder group, particularly in relation to commuting patterns and mobility needs.

4) Students

- The City of Pilsen is an important regional centre of secondary education and a university city with more than 12,000 students.
- Secondary schools and university facilities are spatially distributed, ranging from a central campus on the outskirts to buildings located in the city centre.
- Students rely heavily on both municipal and regional public transport for their daily mobility.

5) General public (city residents)

- The public is involved in the project primarily as respondents to a survey focusing on transport satisfaction and mobility needs.
- More broadly, engaging the public and ensuring sufficient awareness of the project can support acceptance and dissemination of its outcomes.

- The diverse residents' subgroups will be defined based on the PERSONAS developed for City of Pilsen in WP1.

6) General public (residents of the ITI area, commuters to the City of Pilsen)

- The general public from the wider Pilsen agglomeration represents another important stakeholder group, as they account for a significant share of daily commuters traveling into the city. This group relies on both public transportation and private cars for their daily journeys, typically commuting to and from the City of Pilsen in the morning and afternoon.
- They are involved in the project primarily as respondents to surveys focused on transport satisfaction, mobility needs, and modal split. Their input is essential for understanding current travel behaviour and identifying opportunities for improving the overall transport system.

7) Representatives of the municipalities of the ITI area

- This stakeholder group is closely related to the one described above, as it is responsible for managing and addressing the transportation needs of local residents within the wider Pilsen agglomeration.
- Their involvement in the project will primarily take place through a dedicated survey aimed at mapping their needs and perspectives. This survey will be distributed to mayors or selected representatives of the respective municipalities.

Priority stakeholder groups & why

All of the above-mentioned groups are relevant, each in a different way. During the project, the City will aim to engage all of them at varying levels of intensity—from participating in surveys or providing data to acting as advisors or contributing to the supervision of project outputs.

Specific attention will be given to residents in the ITI area, who represent a key group for data collection activities, such as the modal share survey, and provide essential insights into everyday mobility behaviour. Within this group, vulnerable subgroups such as citizens with disabilities, migrants or elderly will be specifically targeted to capture their mobility needs within the city and the ITI area.

Furthermore, businesses will be treated as a relevant group due to their relatively low level of previous engagement, despite their significant impact on mobility flows, commuting patterns and urban logistics. Targeted outreach formats will be designed to capture their needs and constraints better. Together with businesses, the other stakeholder group - students - will represent another strategic stakeholder group, particularly through their involvement in innovative engagement formats such as serious games. This approach not only enables the collection of valuable data but also fosters awareness and long-term behavioural change. Overall, the engagement strategy will combine traditional consultation tools with more experimental and participatory methods, ensuring both depth and diversity of stakeholder contributions.

Methods chosen with SINTEF and why

The engagement method selected in cooperation with SINTEF consists of a series of Serious Games (SGs), which can be described as a highly structured focus group method with a predefined scenario. The City of Pilsen, in cooperation with its agency SITMP, has already developed a basic framework for the implementation of the SGs. Three stakeholder groups will be invited to participate: students, municipal representatives, and business representatives. Each group will consist of two teams of six participants.



Based on internal preliminary discussions, it is expected that all stakeholder categories will be represented, with a total of 36 participants (12 per stakeholder group). This activity is planned to start in autumn/early winter 2026.

In addition to the method selected in cooperation with SINTEF, the City of Pilsen engages stakeholders through a variety of complementary approaches. One example is the cooperation with the Public Property Administration of the City of Pilsen on a modal split survey. This survey will be crucial for quantifying the use of different modes of transport and will serve as an important supporting document for the city in evaluating and planning the future development of the transportation system. The survey will go beyond the usual transport behaviour mapping in the City of Pilsen by broadening its coverage to the wider ITI area and capturing commuting patterns of residents of surrounding municipalities; as well as by putting specific attention to vulnerable and hard-to-reach groups of citizens identified by stakeholder mapping.

9.3 Communication plan

6.1 Communication objectives

The main communication objective is to establish effective communication channels with stakeholders from the above described groups. As noted above, some of these groups have already been successfully involved in the project, while the engagement of others is planned for future phases (e.g., college students through SGs).

The general public is also involved as respondents in the citizens' survey disseminated through GO-INFO and through ongoing communication about the project (see Section 6.3).

6.2 Key messages

General message: Public transport is YOUR transport and can be a valuable equivalent to the individual car transport.

6.3 Communication channels and tools

- A series of SGs
Will be realised on-site and based on structured focus groups with selected stakeholder groups
Involved stakeholder will be contacted directly based on the local knowledge of the project officers and the municipality.
- Citizens survey*
A way of public engagement organized as an online questionnaire through GO-INFO module (published on 12th June 2026)
<https://plzen.eu/o-meste/aktuality/aktuality-z-mesta/plzenane-mohou-ovlivnit-budoucnost-mestske-mobility/>
The involved stakeholders will be informed through the official websites of SITMP and the City of Pilsen. Social media were used in this process.
- Municipal survey*
A targeted survey aimed at the municipalities in the Pilsen agglomeration operationalised through GO-INFO module. Relevant stakeholders will be contacted directly by the representatives of the City of Pilsen.

** Both surveys are realized in cooperation with the partner from the GOLIA project (INLECOM)*

- Other communication channels consist of a dedicated webpage on the website of the City of Pilsen and SITMP
<https://plzen.eu/o-meste/dotovane-projekty/golia-governing-optimising-and-leveraging-innovations-proactively-for-shaping-future-proof-holistic-mobility-system-through-data-driven-and-social-optimum-led-model/>
https://www.sitmp.cz/projekty_detail/golia-horizon-europe/
- The marketing department of SITMP will cover some of the on-site events during the project, and a promo video will be published on social networks. This is one of the ways further to raise awareness of the GOLIA project and its outputs.

The communication and engagement activities described above are linked to the GO-INFO module, which plays a key role in translating complex mobility data into accessible and actionable knowledge for different stakeholder groups. In particular, outputs from surveys, serious games, and other participatory formats will serve as relevant datasets and be systematically transferred into GO-INFO, where they can be transformed into user-friendly formats such as infographics, summaries, and visual narratives, allowing meaningful insights usable for communication towards different stakeholder groups.

9.4 Timeline and responsibilities

The table below provides an overview of the planned stakeholder engagement activities, their timing, and the responsible parties.

Activity	Timing	Lead Responsibility	Supporting Partners	Stakeholder Groups Involved
Modal split survey (cooperation with Public Property Administration)	TBC	The City of Pilsen	Public Property Administration of the City of Pilsen	Representatives of municipality, citizens of City of Pilsen and ITI area
Citizens' survey	June 2026	City of Pilsen / SITMP	INLECOM (part of GO-INFO module)	General public
Municipal survey	November 2026	City of Pilsen	INLECOM (part of GO-INFO module)	Municipalities in Pilsen agglomeration
Serious Games – preparation of materials	Summer 2026	City of Pilsen / SITMP	SINTEF	NA
Serious Games – preparation and stakeholder invitation	Autumn 2026	City of Pilsen / SITMP	SINTEF	Students, municipal representatives, business representatives
Serious Games – implementation	Autumn/Winter 2026	City of Pilsen / SITMP	SINTEF	Students
Serious Games – implementation	Autumn/Winter 2026	City of Pilsen / SITMP	SINTEF	Municipal representatives
Serious Games – implementation	Autumn/Winter 2026	City of Pilsen / SITMP	SINTEF	Business representatives
Publication of promo video on social networks	TBC	SITMP Marketing Department	City of Pilsen	General public

Ongoing communication (project webpages)	web	Throughout the project	SITMP / City of Pilsen	Eurocities	All stakeholder groups
Dissemination of project outcomes		Post-SGs (Winter 2026 onwards)	City of Pilsen / SITMP	GOLIA partners	All stakeholder groups

City of Pilsen acts as the overall lead for stakeholder engagement within the use case. Its role includes coordinating engagement activities, ensuring stakeholder access, and overseeing the quality and relevance of outputs.

SITMP serves as the primary operational partner, responsible for the technical implementation of engagement tools, web communication, and on-site event coverage.

SINTEF provides methodological guidance for the design and facilitation of the Serious Games, in line with the agreed framework developed jointly with the City of Pilsen.

GOLIA project partners support the implementation of both citizen and municipal surveys, providing methodological alignment with other use cases across the project.

10 Monitoring and evaluation

Monitoring and evaluation of the Stakeholder engagement activities in GOLIA will serve to systematically assess the effectiveness, inclusiveness and impact of stakeholder engagement activities implemented in the Partner cities. An initial evaluation framework has been developed by BAX in T1.2. The framework is used to evaluate the **efficacy in advancing the subject matter** of the discussions (for example, new policies, infrastructural changes, service modifications, introduction of new practices, etc.), but also to evaluate the **procedural efficiency** (for example, whether the organisers were successful in communicating, could involve underrepresented group, promoted the event on time and using different means).

The framework was developed based on 9 principles: **clarity, commitment, transparency, inclusiveness and acceptability, integrity, privacy, information, resources and evaluation**. Among other things, the framework aims at:

- Assessing the reach and quality of stakeholder engagement activities;
- Ensuring that engagement processes in GOLIA are inclusive, representative and aligned with SOMI principles and MaaR;
- Enabling evidence-based refinement of engagement strategies;
- Evaluating the impact of stakeholder engagement activities on GOLIA use cases

The evaluation of **stakeholder engagement** activities in GOLIA will be conducted based on the evaluation framework created within WP1 and published in Chapter 9 of *D1.2 ENGAGEMOVE: Roadmap of stakeholder engagement methodologies*. The impact principles and dimensions defined in D1.2 and the ENGAGEMOVE Impact Questionnaires (section 9.5 of D1.2) will be used to evaluate the inclusivity, representativeness and quality of implementation of the stakeholder engagement activities in GOLIA.

The full explanation of the methodology as well as the questionnaires are available in D1.2, Section 9. For the reader's convenience, the ENGAGEMOVE Impact Questionnaires are available in the Annex of this Deliverable.

10.1 Key Performance Indicators

To enable consistent monitoring across Partner cities (Antwerp, Florence and Pilsen), a set of quantitative and qualitative Key Performance Indicators (KPIs) is defined across three main dimensions reflecting GOLIA's principles and goals and evaluation framework.

Below, a preliminary list of KPIs divided per impact dimension (as defined in D1.2) is reported. During the preparation phase of the stakeholder engagement activities in WP3 (M13 – M19), BAX and Eurocities will finalise the list and each city will set the expected targets for each KPI in cooperation with Eurocities, BAX and SINTEF. The targets will be documented and published in the next version of this deliverable in M35 (D6.1 Stakeholder engagement V2).

10.1.1 Clarity and impact

The KPIs in this category aim to measure the success of the engagement activities in terms of participation rate and number of citizens and stakeholders involved in the activities.

The following types of data will be collected:

- Number of engagement activities conducted
- Number of participants engaged in an activity
- Participation rate (invited vs. actual participants)
- Retention rate across multiple engagement activities

This category also monitors the quality of the implementation of the stakeholder engagement activities across the whole timeline. This includes both participants' satisfaction and the quality and usability of the outcomes for the GOLIA use cases.

The following aspects will be monitored:

- Quality and success of outreach to stakeholders (communication prior to the stakeholder engagement activities, timeliness in follow-up communication after the activities, etc.)
- Participants' satisfaction with the stakeholder engagement activities (e.g. via post-event surveys)
- Quality of outputs and impact on the use case

10.1.2 Inclusiveness and accessibility

This category follows the inclusiveness and representativeness of the stakeholder engagement, also based on SOMI principles.

The following aspects will be monitored:

- Share of participants from targeted underrepresented stakeholder and citizen groups identified through the stakeholder mapping and SOMI (per activity)
- Coverage rate of the targeted underrepresented stakeholder and citizen groups identified through the stakeholder mapping and SOMI across all activities
- Diversity of stakeholders across categories (citizens, public authorities, private sector, NGOs)
- Ratio between “usual suspects” and newly engaged stakeholders as identified during the stakeholder mapping
- Perceived inclusivity of the engagement processes

10.1.3 Information

This category looks at the timeline and the methods that the cities used to communicate about the engagement activities, as well as their capacity of providing enough information to the public for the stakeholders to understand the topics and form an opinion.

The following aspects will be monitored:

- Weeks / months of advertisement campaign for the engagement activity
- Channels of communications chosen and format (social, newspaper, local TV, press conferences, other events, etc.)
- Budget spent in training of personnel / contracting external expert personnel of providing enough information to the citizens

10.2 Feedback collection and continuous improvement

The feedback collection will be happening continuously throughout the implementation of the Stakeholder engagement activities. This Deliverable will therefore remain a living document, allowing each of the Partner cities to flexibly react on feedback received and refine their stakeholder engagement activities. The refinement process will be documented and presented together with the results of the Stakeholder engagement activities in the update of this Deliverable in M35 (D6.1 – Stakeholder engagement V2).

11 Conclusions

Deliverable D5.1 establishes a practical and transferable framework for stakeholder engagement in GOLIA, translating the conceptual work of WP1 into concrete, city-level implementation plans. It demonstrates that structured, inclusive engagement is essential for enabling data-driven and socially optimal mobility governance.

A key contribution is the operationalisation of the ENGAGEMOVE methodology into a clear stakeholder mapping and engagement process, combining the influence–ability-to-participate matrix with SOMI and governance lenses. This approach enables cities to systematically identify and involve both traditional and underrepresented stakeholders, moving towards more dynamic and inclusive participation.

The three partner cities' plans illustrate how a common methodology can be adapted to different contexts while maintaining a shared focus on inclusiveness, co-creation and evidence-based decision-making. Across all cases, particular attention is given to vulnerable and hard-to-reach groups, reinforcing the project's commitment to Mobility as a Right (MaaR).

The deliverable also introduces a monitoring and evaluation framework aligned with ENGAGEMOVE, ensuring that stakeholder engagement is continuously assessed in terms of reach, quality and representativeness. This makes engagement a measurable and evolving component of mobility governance.

Overall, D5.1 provides a strong foundation for the implementation phase in WP3 and establishes a replicable model for other European cities. The approach will be further refined through practical application and lessons learned, contributing to more inclusive, resilient and socially optimal mobility systems.

ANNEX 1 – ENGAGEMOVE Impact Questionnaire

Dimension	Question	Type
1	What is the objective of the engagement process? Which specific mobility challenge are you aiming to address?	Process
1	What do you expect as a specific outcome from the present engagement activity?	Process
4	Which stakeholders and groups did you identify to be involved in the engagement activity, and why?	Process
3	How are you planning to publicly communicate the engagement activity and the results?	Process
4	What is your communication strategy to recruit specific hard-to-reach target groups?	Process
3	How much time in advance will you prepare all materials and data to be shared with the participants ahead of the event?	Process
2	To what extent will the recommendations made by the participants be taken up by the public authority?	Process
2	What is the timeline for the response and follow-up on the inputs received?	Process
3	What decision-making steps will you take as a result of this engagement activity?	Process

Table 2: Questions targeting the organizers ex-ante - D1.2

Dimension	Question	Type
1	To what extent did you encourage stakeholders to propose issues or set the agenda for this or an upcoming session?	Impact
3	How far in advance did you promote the session to the general public before the implementation phase?	Process
1	How did you explain to the participants the link between the engagement activity and the final decision-making process?	Process
3	How did you communicate to the participants the decision-making timeline following the engagement activity?	Process
4	To what extent were the participants reflecting the diversity of the local community?	Impact
10	To what extent did the participants match the specific problem, outcome, and aim of the engagement?	Impact
4	How did you ensure that the engagement methods chosen were appropriate for the participants' needs?	Process
7	Which precautions did you take to avoid influencing the participants' thinking/opinions?	Impact
7	How did you ensure that the information presented was accessible to all participants, regardless of their background?	Process

8	How did you ensure that the human, financial, and technical resources were sufficient for the implementation of this participatory process?	Process
7	How did you provide access to evidence and expertise?	Process
8	Did you rely on external expertise to conduct the engagement sessions? If yes, what specific expertise was required, and for what phase?	Process
8	To what extent does this engagement activity help build a sustained culture of participation for your authority?	Impact
3	Are the results of the engagement activity accessible to the general public?	Impact
6	How do you ensure compliance with EU data protection regulations?	Process

Table 3: Questions targeting the organizers ex-post - D1.2

Dimension	Question	Type
1	Which topic was discussed today?	Process
6	How clear is the link between this activity and the expected outcome? / How clear is it what this activity is expected to achieve?	Impact
7	How clear was the city's explanation regarding how it will use your input?	Impact
8	To what extent do you trust the public authority with incorporating your recommendations?	Impact
10	Has the timeframe for the city's response and follow-up been clearly communicated to you?	Impact
2	How did you find out about the event and its structure?	Impact
1	To what extent was the communication ahead of the event easy to understand?	Process
1	To what extent were the participants in the room representative of your community / the city's inhabitants?	Impact
2	Which event features (venue accessibility, timing, logistics, etc.) facilitated your participation and what could have been better?	Process
3	To what extent did you feel this was a safe space where you could provide honest contributions?	Process
4	Did you receive sufficient information regarding your data protection rights during the event?	Process
4	To what extent did the data protection guarantees make you feel comfortable when sharing your honest opinions?	Impact
4	Was today's information helpful and relevant to the mobility issues discussed?	Process
7	To what extent did the information/explanation help you form your own opinion on the issue?	Process
6	To what extent did the session setup (time, staff, tools) help you take part?	Process
6	How was the event relevant to you and your mobility needs?	Impact

Table 4: Questions targeting the participants ex-post – D1.2