

Attractive public transport through regional co-operation

Experiences and suggestions from Wroclaw

Imprint

Publisher: Federal Environment Agency (Umweltbundesamt)
Wörlitzer Platz 1
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Germany
Telefax: (0340) 21 03 22 85
E-Mail: info@umweltbundesamt.de
Internet: www.umweltbundesamt.de

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Translation from the German: Michael Gromm, Berlin, Germany

Photos: EURONATUR (pages 2, 49), Arkadiusz Woronko (pages 31, 34, 53)

Druck:

Gedruckt auf Recyclingpapier aus 100% Altpapier.

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Supported by

the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety and the Federal Environment Agency (UBA) within the framework of the consultancy programme for environmental protection in the countries of Central and Eastern Europe.



Foreword

As late as the mid-1990s, public transport in the countries of Central and Eastern Europe achieved – in Western European terms – dreamlike shares of total traffic. In some cities public transport accounted for 80-90 % of the total distance covered. This situation, however, has changed dramatically in the last fifteen years, and the share of public transport has fallen rapidly in many cities. The reasons for this are not only the increasing availability of cars, but also outdated public transport vehicles and infrastructure as well as old-fashioned operational concepts and a lack of resources. The attractiveness of public transport has to be improved to halt the decline in passenger numbers.

An increase in the share of individual transport leads to an increase in air pollution and adverse effects on the climate, to noise, traffic jams and a considerable loss in the quality of life of city residents. The flight into the countryside and the suburbs illustrates this vividly and at the same time increases traffic volume, in particular that of individual transport. Traffic-related environmental problems do not stop at borders. We must therefore solve them together and learn from each other. With this in mind it was decided, together with the city of Wrocław, to do something to improve public transport in the city.

Just as in many other central and eastern European cities, however, finance for appropriate measures was severely limited in Wrocław. Attention was therefore initially focused on improving the quality and increasing the efficiency of existing

public transport services. Co-operation between the different operators – the city, surrounding municipalities, private transport companies and the Polish State Railway – is of major importance, and experiences with integrated public transport systems in Germany were put to good use. It soon became clear that, under the specific conditions prevailing in Poland, direct application of the integrated public transport system was not possible. However, the essence of the idea – co-operation among operators – could be more easily realized with an approach adapted to Polish conditions.

The example of Wroclaw shows impressively how, with a modest employment of funds and strong determination on the part of those involved, the attractiveness of public transport can be improved and a further decline halted. Special thanks are due to the city of Wroclaw and EURONATUR for their active co-operation, without which the success of the project would not have been possible.

With this guide we would like to enable municipal decision-makers and public transport operators in other cities of Central and Eastern Europe and beyond to profit from positive experiences and solutions. Active use and broad application will help us to solve together the environmental problems confronting us.

A handwritten signature in black ink, reading 'Andreas Troge'. The signature is written in a cursive, flowing style with a large initial 'A'.

Professor Andreas Troge

President, UBA - Federal Environment Agency, Dessau, Deutschland



Foreword

Public transport in Wrocław is both a success story and a matter of considerable concern to the City Administration. After initial reservations concerning trams and buses as a means of mass transportation we now have a new vision for our public transport system. We want not only to retain it but also to improve and expand it. And we want to involve the area surrounding the city. The daily flow of cars threatens to suffocate our city. Only if we are able to make our public transport system more attractive and to extend services to residents of other municipalities can we maintain the hospitality and quality of life of our beautiful city.

For this purpose we have ambitious targets, ranging from the renewal of a large part of our transport network and the acquisition of ultra-low-floor trams to an integrated ticket issued by different transport operators and co-ordinated regional transport services. In the long term, we want to extend our city rail traffic to surrounding areas and improve connections to regional rail and bus transport.

The conviction that with our targets we are on the right path has emerged slowly. A contributory factor has been the longstanding work of Euronatur, which sensitized us to the importance of a sound public transport system for an attractive city, convinced us that such a transport system must be planned for the long term, and demonstrated how one can design and organize it. Consideration of the experiences

and mistakes of other large European cities was particularly important for us. It is this interchange of experiences that got a lot moving here in Wrocław and sharpened our view of public transport – also beyond city borders.

A handwritten signature in black ink, appearing to read 'Zbigniew Komar', with a long, sweeping flourish extending from the end.

Zbigniew Komar

Director of Infrastructure and Economic Development, City of Wrocław, Poland

Contents

Introduction	1
1. The beginning - an idea	4
2. From idea to concept	7
2.1 The objective	7
2.2 The path to the target	8
2.3 Who?	10
3. The project begins	14
3.1 Project organization	14
3.2 Choice of project partners	17
3.3 Programmatical start	25
4. The path to the goal	28
4.1 Measures	28
4.2 Time	35
5. Elements for the development of transport co-operation schemes	38
5.1 Prerequisite: development of regional consciousness	38
5.2 Customer communications	40
5.3 Scheduled services	41
5.4 Combined ticket	43
5.5 Organizational structure	44
6. A brief summary of the most important issues	48

Introduction

Improvements in public transport could be so easy. "If we only had the necessary money!", a municipal employee responsible for public transport might think to himself. On the one hand, he is quite right. All investment in public transport – vehicles, routes, stops and signal technology – is a particular burden on municipal budgets, if it is at all possible.

On the other hand, there are ways of making public transport more customer-friendly, efficient and cost-effective without having to invest on a large scale. One of these possibilities is co-operation between a large number of – ideally all – public-transport operators and decision-makers in a particular region. A regionally co-ordinated public transport service creates links between individual traffic carriers and contractors. Instead of parallel systems, efficient regional networks are developed. The customer obtains comprehensive, standardized information from one source, and he can travel in the whole region with a single ticket and rely on connections. A region with a good public transport network is enhanced both as a business and as a residential location.

Co-operation and co-ordination in regional public transport is therefore a way to maintain and improve the attraction of public transport through purely organizational changes. This progress report is intended to provide encouragement to all those who would like to initiate processes of change in the area of public transport and to develop a regional public transport service.

The report stems from projects in public transport in Poland, which the Federal Environment Agency (UBA) has supported financially over several years. The aim of the 10-year project (1995 – 2005) was initially the strengthening of public transport in the Lower Silesian city of Wroclaw, and then, in a second stage, the improvement of public transport co-operation and co-ordination in the Wroclaw region. The second project was conducted not only in Wroclaw, but also in the Gdansk/Gdynia region (Poland) and in the Latvian capital Riga. Since achievements were more significant in Wroclaw, however, the present report concentrates on experiences in the Wroclaw Region. It outlines, on the one hand, the path towards co-ordinated regional public transport that was taken in Wroclaw. It also describes factors that significantly influenced the organization, progress and outcome of project activities. These factors are also of key importance for the successful outcome of projects in general, and can therefore be applied in other fields.

The projects in Wroclaw were carried out by the European Natural Heritage Fund EURONATUR in collaboration with local partners. EURONATUR provided



the initiative for the activities. This means that the outlined experiences reflect the point of view of an external, foreign organization that itself obtained funding for the project. The fact that the municipality in which the project took place did not finance it should be borne in mind.

The report is based on projects in Poland, which, like every country, has its own specific structural, legal and financial characteristics. The people, too, have their own particular mentality. A number of these characteristics are explicitly mentioned in the report, since in the course of the project they had a considerable influence on its progress. Reference to specific Polish characteristics is intended to make clear how important it is to identify characteristic national, regional or local features, to take them seriously and to pay attention to them in the course of a project – in particular when foreign organizations, institutions or companies are involved.

1. The beginning - an idea

Something has to happen! This insight is the first step. Whichever policy area you take – municipal transport policy, energy policy or health policy – the current state of affairs is no longer satisfactory. Existing problems are identified or problems anticipated, which would occur if programmes, targets and/or structures were not changed. The idea for a project arises in order to deal with current or anticipated problems.

In the case of the public transport project in the Wrocław Region, experiences and discussions with municipal representatives in Poland have shown that the transport situation in Polish cities underwent a rapid change at the beginning of the 1990s. The previously dominant public transport system was increasingly marginalized by rapidly-growing individual motorized transport – in daily traffic as well as in the minds of most responsible politicians. In order to prevent cities from drifting into the same economic, social and environmental problems that have affected a large number of cities in Western Europe, something had to happen. Public transport had to be modernized, in order for it to remain an attractive alternative to the private car.

What can be done, however, when municipal budgets are too small, or when little or no money is available? For municipalities, investment in public transport is very costly. And when investment was necessary, it was decided to select an area, which, without the need for costly investment, offered an opportu-

nity to achieve improvements for passengers and thus a short-term improvement in the attractiveness of public transport: the strengthening of co-operation and co-ordination in regional public transport.

The importance of a regionally co-ordinated public transport service increases with growing individual motorization and the desire to live in the countryside. Such a service, however, did not exist in Poland. A wide range of contractors operated according to their own conceptions, each attempting to lure away passengers from the others. The result was a complex and unreliable service with, on the one hand, parallel routes on attractive connections, and, on the other hand, no service in outlying areas or at off-peak times. The logical consequence was a rapid decline in passenger numbers and cost-related problems on the part of operators.

A real alternative to this transport service is

- a regular transport service (scheduled services),
- a reliable service,
- a regionally co-ordinated service that enables a change between different means of transport without a long wait and additional cost, and
- a service that customers can easily understand (up-to-date, standardized and clearly-arranged timetable and customer information).

One advantage of such a service is that it can be implemented at a reasonable cost, since it mainly requires changes at an organizational or communicational level. Another advantage is that available financial resources can be more efficiently employed

in a regionally co-ordinated transport service, since parallel services are done away with, feeder links are set up and detours abolished. It is therefore particularly suitable for municipalities and regions whose financial resources are limited, but who nevertheless have the desire to strengthen their public transport services.

Important advice

However attractive the creation of a regional co-operative structure in public transport might be from a financial point of view, the challenge is also great at a human level. An integrated solution involves change – change in the organization of the public transport system and change for the organizers. It also involves a shift in responsibilities. This must be clear to those who strive for greater networking and co-ordination of public transport in a region. Creating readiness for change as well as the framework for a shift in responsibilities is of key importance for the success of a co-ordinated regional public transport system. Both require patience, a lot of discussion and a great deal of time.

2. From idea to concept

Even if the regional integration of public transport is a long process, which experience shows is virtually never-ending, municipalities that would like to commence the process are well advised to do so within the framework of a project with a defined beginning and end. Only with this defined end in view will it have a real chance to conclude the (from a human point of view) difficult and time-consuming task of achieving a co-operative structure.

2.1 The objective

The concept is the central thread through the project, and the most important aspect of the concept is the programme objective. The planning of a project is best begun from behind – with the objective. The laying down of the objective is of fundamental importance for the further course of activities and should be done as precisely as possible. All stakeholders and participants should devote a lot of time to defining a realistic objective and providing a sound basis for all further activities. With the Wrocław project, for instance, the objective was set of securing within three years a political decision on the founding of a regionally integrated network structure for public transport as well as realization of precise initial steps towards co-operation. This target was precise enough to provide a clear course for project activities, and, on the other hand, it allowed sufficient latitude to take into account local and political circumstances, which changed time and again during the course of the project.

Apart from the programmatical objective – for example, the strengthening of regional co-operation in public transport – a project also offers the constant opportunity to define objectives that are largely independent of its main concern. In Wroclaw, this was the transfer of know-how, establishing local

An example from the Wroclaw project

In the first of two traffic projects in Wroclaw a concept was developed for the renewal of a street, with particular emphasis on the modernization of tramlines. Despite great efforts on the part of the city, internal financing was not available. It was also not possible to finance the project by means of a loan. At the conclusion of the project this modernization proposal appeared to have been lost.

Five years later, Poland, as EU-Member, suddenly had access to European support programmes. Wroclaw pulled the modernization plan out of the drawer and quickly received the required funding.

During the project, responsible politicians had recognized the importance of public transport and had developed the desire to improve it. In the course of the project, competence had also been established locally, so that the city was able to recognize and seize the opportunity for funding.

responsibility and competence, development of a local network and a lasting change in the political agenda. **If these secondary objectives are achieved, the actual substance of a project lives on beyond its conclusion.** In such a case, a project, which was apparently unsuccessful, could perhaps later lead to success.

2.2 The path to the target

However precise and amicably agreed the formulation of project objective (objectives) might be, this is of little help in describing the course of the project. Similar to a handrail with a clear beginning and end, the concept should define not more than intermediate points, which, like the hooks that secure a handrail, support the project. The space between these hooks is the latitude that a project needs to be able to react to new insights or unexpected changes in conditions. Experience has shown that specifications, which are too detailed in terms of time and

content, can force a project into a straitjacket that impedes its development. A great deal of flexibility is particularly required, when a topic such as the integration of regional public transport is concerned, which requires a change of approach on the part of stakeholders and the introduction of new organizational structures.

Apart from the necessity of programmatical flexibility, this example from Wrocław also highlights something else. It indicates the positive effect of intermediate steps such as a study on the legal situation. With its preparation and presentation all project participants had a sound basis on which to discuss different solution procedures and to select the most practicable one. As a result, they again

took a step forward. These small steps have to be built into a project in order to constantly set new intermediate objectives, which have not only to be achieved in the subsequent step but are also achievable. On the other hand, these intermediate targets give all participants the feeling that progress is being

Example from the Wrocław project

The project objective in recent years was improvement in co-operation and co-ordination between different contractors in regional public transport. In Germany, such co-operation is found in integrated public transport systems. It was natural to aim for the setting up of an integrated public transport system in Wrocław. It turned out, however, that a transport system based on the German model could not be realized in Wrocław, but that improved co-operation and co-ordination in public transport could be achieved.

1. Integrated public transport systems in Germany and other Western European countries have recourse to funding that is not available in Poland. State support for infrastructure investment and operating costs is by no means adequate. As a consequence, Wrocław had to find a solution that involved little cost but nevertheless strengthened co-operation between regional transport contractors.
2. A study within the framework of the project had the task of analysing the legal situation and proposing a model for an integrated transport system that conformed to legal requirements. Other than expected, however, the study came to the conclusion that a transport system in the planned form was hardly feasible in Poland. Too many competing administrative levels would have to be involved, with the fear of very long periods of consultation and co-ordination as well as doubts concerning the project outcome. The only feasible solution lay in bi-lateral contracts between two municipalities.

During the course of the project the objective was never in danger. Had the concept been too specific in its specifications, however, it might possibly have been difficult to react to the above-mentioned factors and to develop locally adapted solutions. For Wrocław, this means that the city signs contracts with different municipalities covering co-ordinated public transport. The result was a public transport service that is centred star-shaped on the city of Wrocław. This is not ideal, but it meets up to current traffic flows and – which is much more important – it promotes co-operation between municipalities and transport contractors in the region and thus lays the foundations for the further development of the co-operation model in the future.

made and something achieved. That is extremely important for the motivation of partners and stakeholders, and it keeps the project alive.

Appropriate intermediate steps include surveys, studies, concepts presented to project participants in workshops, a large end-of-year conference at which the successes of the previous twelve months are presented, a study trip in connection with a particular topic and with the aim of finding answers to unresolved problems.

2.3 Who?

Apart from setting the objective, determining project participants is an important part of project planning. For this there are two paths: top-down or bottom-up. In EURONATUR projects, the hierarchical development reflects a bottom-up approach and remains flexible. Most projects begin with just a few partners – with environmental associations, universities and

Example from the Wrocław project

In the Wrocław public transport project an „informal integrated-transport working group“ was quickly set up. Since it was a bottom-up project, there was initially no commitment on the part of the City President to improve co-operation and co-ordination in regional public transport. In order not to cause too much of a stir or to provoke political disapproval, hardly anyone outside the working group knew of its existence. Participants simply came together, defined tasks that they wanted to deal with and worked over several months – in addition to their normal duties – on detailed questions concerning an integrated transport system.

The following topics were dealt with: identification of central points in the city where people switched transport, preparation of a routing concept centred on these transfer points, conceptual considerations concerning a joint ticket, co-ordination of timetables, standardized customer information etc. The results were passed on to the Director for Infrastructure, who then decided, which topic required detailed investigations or concepts prepared by external experts, and which proposals the working group could itself realize.

sometimes also with municipal representatives.

In the course of time, as the project becomes more widely known, new people join the group, increasingly in crucial positions. The transport project in Wrocław, for example, began with one person for local project co-ordination and the promised assistance of two employees from differ-

ent departments of the city council as well as an external consultant. The mayors of outlying municipalities, decision-makers from different transport contractors, foreign consultants and the Director for Infrastructure of the City of Wrocław – who provided direct contact to the City President – then joined the group.

When a municipality or region itself takes the initiative for greater co-ordination of regional public transport, it can then determine who should participate in the project. In this case, someone should be made responsible, assisted by representatives of the various specialist departments involved, and a working group should be established for the duration of the "Strengthening Transport Integration" project. This working group is important, since its members have to carry out their regular duties in addition to the difficult and prolonged task of transport integration. If regular meetings of the working group take place, the chance is greater that the people involved will find time between meetings to further the project.

The person chosen to be responsible for the project at a local level must be someone who, apart from expert knowledge, is also able to lead, win over and integrate people. It will largely be his or her task to draw together the varied and at times conflicting interests of those affected by and responsible for public transport and to direct them towards the objective of integrated regional transport.

An important decision in this connection concerns the question of whether those responsible for the project

at a municipal level themselves have sufficient time and competence to deal with the project, or whether external expertise should be called upon. In deciding on external support, the municipality should make a thorough and objective choice. Potential advisers include consultants, experts, scientific institutes, non-profit-making organizations (for example, environmental associations), companies and official bodies that have already carried out similar projects.

Excursus: the participation of "outsiders" is worthwhile

At this stage, an indication should be provided of why it is highly valuable – and advisable – from the point of view of a municipality to involve partners from other regions or countries and to accept a project proposal from foreign partners.

- "Outsiders" are unaware of ostensible structural, administrative and political constraints and they therefore approach a problem objectively. This objectivity is of particular value in the area of transport integration, where issues such as shifts in responsibilities, new duties, new organizational structures and a redistribution of financial resources are involved, issues that are sometimes difficult at a human level.
- They offer other experiences and new ideas and thus enhance the project.
- They are familiar with other or new solutions and show that "it" can function.
- They have no interest in personal political power, are therefore independent of election cycles and can concentrate on the essence of a project.
- As "outsiders", they can bring together different parties who would otherwise not – or only reluctantly – meet.
- "Outsiders", particularly foreigners, still meet with great openness in Poland, where one is keen to appear competent and objective, and where for this reason less value is attached to rivalry and "trench warfare".

Even when external partners can be of great benefit, they can also endanger a project if certain conditions are not fulfilled. These conditions concern, above all, character and management capabilities:

- Where possible partners have little or no experience with or in the country in which the project is to be carried out, interest in the country and its people is of prime importance, as is the willingness to become acquainted with the mentality of the people, to deal sensitively with them and to get to know the political and administrative structures of the region.
- The ability to listen, and to integrate what has been heard into project work, is a prerequisite for the development of a project that corresponds with local circumstances and produces a locally adapted solution.
- The potential partner must be aware of the difficulties and sensitiveness of political processes and know how to deal with them. Only then will he or she be able to encourage processes of rethinking on the part of those in responsible positions and to create co-operative structures that are secured locally in the long term.
- The readiness to impart knowledge is indispensable for the development of local competence. Only when this prerequisite is fulfilled can it be ensured that co-operation in regional public transport is continued independently at a local level after the external partner has departed.
- The external partner should inspire enthusiasm for the project in order to attract support and win over critics.
- The partner must act as a real partner and not only implement his or her own ideas or be concerned merely with personal success.

Despite all the benefits that the participation of external partners can offer, regional integration of public transport can only succeed when the municipality works together with all project staff (external and internal). It has to regard the project as its own, provide appropriate input and have an interest in the results and their realization.

Example from the Wrocław Project

Time and again during the course of the project in Wrocław, EURONATUR came into contact with new people who were in some way responsible for public transport. Not only were there different regional authorities, state-owned and partly-state-owned companies; at different positions within institutions there were also numerous people in responsible jobs who had little contact with each other and, in part, did not even know each other. Institutional rivalry was too strong. At the invitation of EURONATUR, these people could meet on neutral territory. This way, it suddenly became possible to make contact, to discuss issues and work together.

3. The project begins

Resulting from experiences in Wroclaw, three aspects of a widely differing nature are assigned to the initial phase of the project: project organization, the selection of project partners and the programmatical start.

3.1 Project organization

A project can be organized in a number of different ways. Experience has shown, however, that certain factors are important for the success of a project. Some of the points mentioned here are also dealt with elsewhere in the report. They are described here in order to underline the importance they can have for successful project organization.

- Continuous programmatical and organizational supervision of a project is only possible when **local structures** exist, within which people work for the project for a specified number of hours each week. Recourse can be made to existing structures; where they do not already exist, they must be created for the project. This structural basis requires financial support in order to ensure reliable work. The tasks of local staff are listed under 3.2 "Choice of project partners".

Important for the local project structure is its political and economic independence. It should not be dependent on political parties or companies, whose own interests hinder an objective search for solutions.

- Only when key local decision-makers are integrated into the project can changes be effected that are supported locally and endure beyond the life of the project. A local **project network** should be formed, bringing together, for example, regional and municipal representatives, transport-policy-makers and planners as well as representatives

of environmental associations. This way it can be precluded that people are uninformed and feel left out of things.

- A **network of experts** – similar to the local network of project monitors and decision-makers – is necessary, in which the knowledge and experience of national and international experts can be concentrated and made available to the project.

In the public transport projects in Wroclaw this network comprised representatives of various German transport operators, German and European transport industry associations, (mainly) German inte-

Example from the Wroclaw Project

Right up to the end of the project it was not always easy to integrate all stakeholders. Responsibilities for public transport were widely distributed: City Council, municipal traffic planning authority, municipal transport companies, Commission on the Development of Greater Wroclaw, private bus operators, regional bus operators, the Lower Silesian section of the Polish Railway and the Marshall's Office (the superior authority responsible for self-government in the Lower Silesian Voivodeship). One encounters this disarray of responsibilities at all political levels in Poland, and it makes the process of co-ordination arduous.

It is made more difficult by the fact that Polish regional authorities are still hierarchically organized, to the extent that employees do not say a word when their superiors are present, irrespective of their level of competence.

The only way to get some sort of a grip on such structures is to form a network of as many decision-makers and stakeholders as possible, and to invite them regularly to meetings. They will all then have equal access to the latest information. A positive side effect is that these meetings promote contact among local decision-makers and, ideally, lead to better co-operation, irrespective of the project.

Example from the Wroclaw Project

It was shown time and again that the readiness to absorb information and take it seriously strongly depends on the person providing the information. In the case of issues that had far-reaching consequences and were difficult for the city council to decide, external experts were the best imparters of information. The experiences of foreign representatives of municipalities or transport operators, for instance, who had already been faced with the need to take similar decisions, were discussed seriously and taken into account in decision-making. By contrast, the same information, which had previously been provided on a number of occasions by the project supervisors, was not acted upon.

As a consequence, in delicate matters external experts were always called in, and project supervisors kept a low profile during programmatical discussions.

grated public transport systems, representatives of German ministries, regional and municipal authorities, mayors, representatives of international financial institutions, German and international consultants and representatives of companies supplying the public transport sector (in particular, tram manufacturers). Various experts were involved in the project as required – from telephone discussions to trips to Wrocław.

- The project requires sufficient **programmatical flexibility** in order to be able to react to new ideas and developments.

Example from the Wrocław Project

The second transport project, the promotion of co-operation and co-ordination in public transport, was originally planned for three different regions: the region around Wrocław and Gdansk/Gdynia as well as in the region around the Latvian capital Riga. In all three regions the attempt was to be made to increase regional co-operation in public transport through the setting up of an integrated public transport system, with the aim of making public transport more attractive for customers.

This approach suited Polish settlement and transport structures, but in Riga the situation was different. Numerous discussions with representatives of Riga City Council, Riga transport companies and the Latvian Ministry of Transport established that, on the one hand, the idea of integrated transport was both important and appropriate for the Latvian capital, but everyone was of the opinion that the capital cities have such a dominant position in the Baltic countries that the area just a few kilometres outside the cities is very much rural, and that public transport here hardly plays a role. Against this background, an integrated transport system based on the German model was not the right instrument to organize public transport in the Baltic countries. On the other hand, there was great interest in an integrated system at a local level. For this, different public transport operators in the city would have to be integrated, institutional activities structured and public transport developed centrally.

As a result of the programmatical flexibility of the project, the original idea of a regional integrated public transport system could be abandoned in favour of an appropriate local solution. This way, the project was also beneficial for Riga.

Programmatical impulse comes mainly from the project partners, so that they must themselves define guidelines and key points, which should already be outlined in the project concept. These programmatical points provide the project with a structure of small steps, by which results and success can be achieved, and which also create the opportunity to pause for a moment and to reflect. In frequent meetings of participants, the project approach can be discussed and agreed or rejected. Only then does something

emerge that is really needed and suited to the local situation.

- The participation of foreign partners has an effect on the language(s) in which the project will be carried out. It is a basic prerequisite that at a local level the project is conducted in the local language, since it cannot be assumed that all local project participants have an appropriate command of foreign languages. In order to ensure their integration, the **translation** of discussions and written material into the local language is indispensable – otherwise, as experience shows, important details will be lost. At worst, the project will never become a local one, but remain that of the "outsiders".

Local and external project partners must have a common language in which both technical and organizational aspects of the project can be discussed. Furthermore, one of the partners must have a good knowledge of English, so that use can be made of international experiences and contacts. The projects in Wrocław were conducted mainly in German and Polish. The most important partners also spoke English well.

3.2 Choice of project partners

The success of the "Transport Integration" project depends largely on whether people and institutions can be found that identify themselves with this goal and therefore actively pursue it, whether responsible politicians and those affected organizationally can be

won over and whether public opinion supports the goal or can be influenced in its favour.

The aim must therefore be to secure the broadest possible support for the project at a municipal level, across all party political and departmental boundaries. To achieve this, two things are necessary:

Firstly, people should be identified who support the idea of a regional co-operative structure and, as a result of their knowledge and/or position, can contribute towards its realization (cf. Section 3.3). Experience shows that it is time and again the same people who are prepared for change and interested in organizing it. A network of such people concentrates and makes use of this commitment, serves the exchange of information and experience and aids the search for solutions in difficult phases.

Secondly, whether one succeeds in securing broad support for regional transport integration depends to a large extent on the responsible project partners, who should be endowed with particular prerequisites, capabilities and experience:

- **Politically neutral**

Only when project co-ordinators maintain political neutrality do they have the chance to avoid being ground between party-political interests and to continue their work following a changeover of power. However tempting it might be to align oneself with the most influential party, power can crumble and political priorities shift.

- **Economically independent of the project objective**

In the case of projects such as the regional integration of public transport there are companies who supply infrastructure, vehicles and planning services and who can therefore develop an interest in participation in a project. They should not however be installed as central project supervisors, since their economic interests could stand in the way of an impartial solution adapted to local circumstances – to the disadvantage of the municipality.

- **Locally present**

The local partner guarantees local presence. It is important, however, that an external project partner is also regularly on the spot for discussions and meetings. Only in this way can trust develop between participants – one of the key prerequisites for the success of a project. Presence is also important to maintain an overall view of interests, shifts in interests and coalitions of interests, to inform project supporters of the progress of a project and to win over – or isolate – sceptics, to recognize a change in political direction and to be able to react in good time.

Besides these requirements, which local and, where applicable, external project co-ordinators should equally fulfil, experience shows that there are certain demands that apply more to some than to others. During a project, moreover, tasks are sometimes distributed differently to different participants. The following list illustrates not only the distribution of

tasks and the demands thus made on local and external partners, it also again makes clear that it is sensible to integrate external and foreign partners, since there are tasks that can be much better dealt with by external people.

Local project supervisors

Prerequisites / Capabilities		Duties
Experience in project organization	Supervising a project in a political environment requires tact, perseverance and organizational skills, in particular on the part of local project supervisors.	- Monitoring often tedious and complicated discussions and processes of persuasion and co-ordination. - Organizing events, study trips, publications and public relations activities (selecting participants, making travel arrangements).
Networking	The local project supervisor must possess a considerable ability to communicate, must be able to bring people together, and at the same time must remain neutral, both at a personal and a programmatic level.	- Development and fostering of a local network of project participants and stakeholders. - Identification of key persons – not only those who promote the project, but also those who hinder it. → Cultivating supporters and winning over or isolating opponents.
Constantly available	Professional project co-ordination requires that the local project supervisor be constantly at the disposal of all persons and institutions affected by the project. Only then will the project be taken seriously and perceived as a locally based project.	- Taking up questions and suggestions and dealing with them (together with the external partner). - Keeping in touch with all participants and stakeholders.
Multilingual	In the case of a foreign project supervisor, the local counterpart must obviously speak the language of his or her foreign colleague. Furthermore, knowledge of English is strongly advised.	- Responsibility for the smooth conduct of the project on the part of local participants and external and, if applicable, international partners. - Collection and utilization of information on international experience.

Technical competence	A technically competent project supervision at a local level would be useful. Experience shows, however, that basic knowledge is often sufficient and that political and economic standing as well as project management abilities are more important prerequisites. Depending on the duration of a project, the partner has time to familiarize himself with its content.	- Programmatic assignments are mainly carried out by experts who additionally provide consultancy services. Local project supervisors must recognize, however, where the need for information or clarification exists and call upon appropriate expert knowledge.
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Example from the Wrocław Project

In Wrocław, partners, structures and problems were already known at the beginning of the second public transport project, so that work could be commenced immediately. In Gdansk/Gdynia and in Riga partners had first to be found. In Riga, as a result of various recommendations, direct contact was sought to the relevant department of the city council, not least because a suitable environmental organization could not be found. This contact proved to be constructive and positive.

The situation was different in Gdansk/Gdynia, where the selected partner was unable to cope with the difficult political situation in the region. He exhibited little political sensitivity or negotiating skill. In addition, the initial euphoria flagged very quickly. Because, even after intensive discussions, a change was not to be expected, co-operation with this partner was terminated. The timing of the project did not allow a new search for a partner, so that work as a whole in Gdansk/Gdynia had to be terminated.

External project supervisors

Prerequisites / Capabilities		Duties
Taking local circumstances and people seriously	The readiness to get involved with unfamiliar situations and people would appear to be a matter of course. Nevertheless, it is an extremely important prerequisite. Too many consultants and companies travel to foreign countries with the intention of implementing standard solutions, which they inevitably apply everywhere, without first taking a look at what and who they find.	- Monitoring often tedious and complicated discussions and processes of persuasion and co-ordination. - Organizing events, study trips, publications and public relations activities (selecting participants, making travel arrangements).
Networking	Apart from an intuitive understanding, the external project co-ordinator must have the ability to communicate. He must at the same time be able to keep a low profile during discussions and, where necessary, to withdraw his own ideas, in order to support local project participants in their own search for solutions.	- Regular discussions with local project participants and stakeholders on programmatical co-ordination and decision-making. - Development of a network of international experts and introducing their knowledge into the project.
Moderation and Mediation	Much more so than in the case of his local counterparts, the external project co-ordinator must have the ability to motivate and moderate, to provide a programmatical impulse. These abilities are particularly important when the external co-ordinator has initiated the project. The local partner can do this as well, of course. In EURONATUR projects in Poland, however, it turned out that such sensitive activities are more readily accepted on the part of a foreigner. Polish colleagues were often not granted the right to pose critical questions, to formulate compromises and to press for speedy work on the project.	- Moderation of discussions - Mediation between conflicting interests - Questioning what is stated or given and putting forward alternative proposals. - Supporting the search for solutions through specific information and recourse to international experiences.

Balance between involvement and restraint	External project supervisors have particularly to find a balance between project involvement and restraint, in order to enable learning processes and the development of competence at a local level. The situation can therefore arise, in which there is an ideal solution for a problem, which the external supervisor could present. In order, however, to firmly establish a project and to develop local competence, it can occasionally be important to hold back the optimum solution in favour of a locally developed solution. With this solution, the identification of participants with the project will probably be greater and thus more stable.	
Local presence	The readiness to travel is obvious in the case of international projects.	Regular visits and discussions in the project region, even when there is nothing particular on the agenda (it suffices to report briefly on the progress of the project and thus keep stakeholders informed and involved). EURONATUR projects have demonstrated that local people in positions of political and administrative responsibility are often under strain and overworked. They are keen to support the project, but their daily duties leave little time for this. Regular visits by project staff were important to encourage them to create time and make headway with the project.

Technical competence	In the case of external project supervisors, too, technical competence is not of prime importance. However, they must have a good basic understanding of the content of the project and be prepared to continuously extend this knowledge during the course of the project. These abilities in the areas of communication, co-operation and project management are clearly more important.	
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3.3 Programmatical start

A project, in the course of which political changes at a municipal or regional level should be initiated and realized, should begin slowly. It is therefore useful to start by taking stock. What public transport does the region have?

- How do passenger flows proceed?
- Who are the operators?
- Which routes are serviced?
- What are these services?
- Are the services on individual routes or between individual operators co-ordinated?
- To what extent are residential, trading and industrial centres in the region provided with public transport?
- What fares do individual operators charge?
- What costs arise on the part of individual operators and routes?

Such a review, on a regular basis and in the form of local public transport plans, is required by law in Germany, since one has come to realize that demand-orientated local transport can only be planned for the long term on the basis of sound information. Only when one really knows what one is talking about can one satisfy customer demands and efficiently employ available finance. In Poland this planning instrument did not exist. There, public transport was provided from year to year on the basis of political guidelines and available finance. There were in effect no long-term developments and reliable planning. The reality of this situation made it extremely difficult for those responsible to develop public transport with a view to the future. It also prevented appreciation of the necessity of regarding public transport as a long-term strategic task. Preparation of the survey in Wrocław brought about an initial change in this respect. It showed those responsible where they stood with their public transport, and also how complex the planning and design of public transport can be, particularly when one looks beyond the limits of the municipal financial year.

Getting into the topic of "regional transport integration" through clarification of the above-mentioned questions has further advantages:

- It is an apolitical first step that establishes objective circumstances. As a result, the project can be set on a neutral basis and all participants provided with the same initial knowledge.

- Project co-ordinators can get to know public transport and the people involved. They can acquire an early idea of where the readiness for change exists, where measures can be realized in the short term and where the topic meets with rejection.
- Regional assumptions on public transport in the region will be clarified. Only on the basis of such an objective survey can one usefully consider a new integrated transport service in a region: Can routes be more efficiently planned, residential and business centres better connected, timetables coordinated and attuned to the needs of passengers etc.?
- This basic knowledge enables the planning of first practical steps, not only of an organizational nature, but also measures orientated towards realization.

With presentation of the findings of this survey, in an appropriately important setting, the initial phase can be concluded and the project officially begun. The initiator (for example, the City President) can announce his interest in the topic, declare his support for the project and call upon all those present to participate in its realization. This way, the integration of public transport can become a joint regional project.

4. The path to the goal

Once the programmatical groundwork has been concluded and the project has been introduced to the public, it is a question of making use of the initial euphoria of project supporters and of overcoming scepticism on the part of critics. To reach both, and to conduct the project towards its goal, instruments and measures are necessary to put across the details of the project, as well as sufficient time.

4.1 Measures

Which instruments can a project fall back on, and which measures can be taken in order to be successful? From experiences in Wrocław, the networking of those involved and the feeding of external expert know-how into the project are of particular significance.

- **Discussions** between the project supervisor and responsible figures in the municipality as well as other key people have to be conducted frequently. If there is an external project partner, it is important that he or she is also regularly present. These discussions have the purpose of providing information and motivation as well as developing the project. Wishes and expectations concerning the project, however, should also be addressed in order to minimize the risk that unfulfilled expectations result in frustration and rejection.

At the beginning of the Wrocław project, the project supervisors conducted numerous discussions

with many different people in positions of responsibility in public transport, although discussions hardly took place between the people themselves. This changed during the course of time. Direct contact between those actively involved increased, and project supervisors concentrated in individual discussions on a few committed people who were authorized to act.

- **Working meetings** go beyond individual discussions and bring together a larger number of local decision-makers. The purpose and value of such meetings can be illustrated by experiences in Wrocław. The decline in individual discussions during the course of the project has already been mentioned. This did not mean, however, that the need for information also declined. On the contrary, with an increase in knowledge and decisions it appeared advisable to integrate a broad network of potential participants. One of Wrocław's neighbouring municipalities, for instance, expressed considerable early interest in public transport co-operation. Together with this municipality, a concept was developed for a joint ticket, which would be valid in the municipality and in Wrocław. The concepts were presented to other municipalities at a working meeting, where further participants were sought. This municipality was also a pioneer in putting out bus services to tender.



Developments with regard to the preparation, conduct and conclusion of the tending process were presented at regular meeting to other municipalities, which, in the meantime, had begun to take notice. This way, they could benefit from the experiences of the pioneering municipality and work and take decisions more efficiently.

- **Workshops** offer an opportunity to bring together a large circle of people both to work on the project and to promote the networking of active participants. Particularly when the subject matter of a project is involved, work on which is at an early stage and many questions unresolved, external experts should participate in workshops. They can help resolve these questions, raise the level of discussions and, where applicable, present solutions. In workshops, decisions can also be brought about that are supported by as many decision-makers and stakeholders as possible.

The positive group dynamics that a workshop can develop should not be under-estimated. The experience was repeatedly made in Wroclaw that in a workshop with external participation, discussions and decisions were possible that were previously hardly conceivable. And once decisions had been made, in the presence of "witnesses", no-one could change his mind.

Workshops on the following topics are suggested for the support of regional integration of public transport: public transport as an economic factor

in a region, local transport planning, the setting-up of bus feeder services to boost regional rail transport, customer communications / marketing, organizational models for regional co-operative structures and an integrated ticket for public transport in the region. A workshop on an integrated ticket, for instance, had taken place in Wroclaw long before there were specific working groups concerned with developing a locally solution.

The subdivision into discussions, working groups and workshops might appear to be arbitrary. It serves merely to highlight the varied manner in which a project is discussed and developed locally.

- In contrast to a workshop, at which the focus is on discussions among participants and programmatic matters, **conferences** should be organized at greater intervals, to which participants from other municipalities and, where possible, from abroad are invited. In Wroclaw, conferences enabled project municipalities to present themselves and their early successes. Polish guests spoke on the situation in other regions of the country with similar problems and interesting approaches. International speakers directed attention to concepts in other countries and cities. And even when they set the bar at a very high level, they showed what possible and aroused interest is. A conference offers critics the opportunity to raise their objections in a neutral setting and to

establish contacts that go beyond the borders of a particular municipality.

Finally, important city figures gladly take the opportunity of a conference to present themselves and their cities in a positive light, which is also beneficial for the project.

- Interchange with external experts locally is important. Wrocław experiences have shown, however, that **study trips** with local decision-makers – especially to municipalities, institutions and companies abroad – are even more important. No discussion or workshop can give a project as great an impetus as a trip that provides project partners with the opportunity to experience what has previously only been discussed theoretically. Even when representatives of for-



foreign municipalities, public transport companies and integrated transport systems had already visited Wrocław and presented their experiences and solutions, the subsequent visits abroad were clearly more valuable. No outsider knows precisely what is most important and most interesting for local decision-makers.

In addition, study trips can have a very positive effect on the personal relationships of participants. Having dinner together in an atmosphere, which is unfamiliar to all participants, can open up new paths

of communication. With this in mind, trips can be specifically used to involve and win over critics for the benefit of a project.

Within the scope of the Wrocław project, trips were made to various integrated transport systems in Germany, to German transport companies and municipalities, to the region around Prague and to conurbations in the Netherlands. The trip to Prague proved to be particularly worthwhile, since the situation in Prague was much more similar to that in Wrocław than German integrated transport systems.

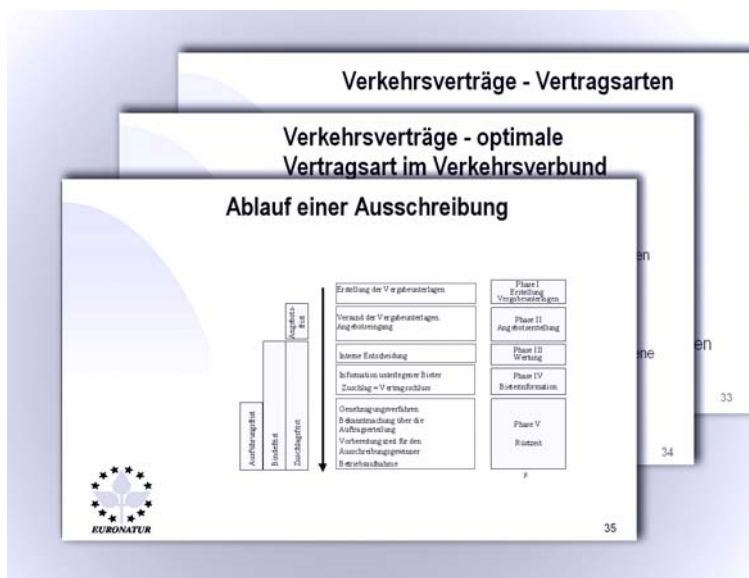
Project supervisors established contacts to various integrated transport systems and companies. The attempt was made to select destinations for trips that corresponded with particular questions, since not every integrated system had a relevant answer to every question raised in Wrocław. There was great interest on the part of German, Dutch and Czech representatives in developments and problems in Wrocław, and it resulted in a welcome willingness to take time for the guests from Poland.

- In a project there are always questions, which have to be examined in detail, and which, due to their complexity, cannot be dealt with by project supervisors. Here, it is essential to call in local or external experts with specific know-how to handle such questions on an assignment basis. In order to obtain results backed up by research it will in most cases be necessary to acquire **research**

and consultancy services. This requires corresponding funds in the project budget.

In Wroclaw, research included the following:

- Legal framework for creating a co-operative structure in regional public transport.
 - Identification of central passenger transfer points in the city of Wroclaw and proposals for an appropriate transport network.
 - Increasing the effectiveness of a regional railway line through the introduction of scheduled services and feeder services by bus.
 - Integrated ticket for different transport contractors.
- **Publications** concerning project results, studies and information on particular topics can and should be regularly made available to a large group of interested people. This way, documents illustrating project development are produced and specific materials can be developed, which can be of use beyond the scope of the project.



In Wroclaw, different sets of foils were developed on such topics as "Transport & Environment" and "Tasks and organization of integrated transport systems". These foils were made available to multipliers (consultants, teachers, environmental associations and municipalities) for meetings/conferences and discussions. The contents were thus made

available to a broader public than would have been possible within the scope of the project. Furthermore, documentation on contributions to conferences was prepared as well as publications based on selected research.¹

- **Public relations** are important in order to provide projects with a firm base in society, particularly when they affect the population of the project municipality. Even when there are political snags, and decisions are not taken or implemented, public relations can work wonders. For this purpose, project supervisors should cultivate contacts to journalists, invite them to meetings and events – possibly also on study trips – and thus ensure that the project is correctly reported in the press. Nothing can be more damaging than erroneous and negative press reports.

4.2 Time

Projects, which are intended to bring about change, require time. The plan to co-ordinate regional public transport requires a great deal of time. Suddenly, those responsible for public transport, who had previously had nothing to do with each other or regarded themselves as rivals, are expected to co-operate and even reach agreement on their services. A new organizational structure emerges, which encroaches on the work of previously independent public transport contractors and deprives them of responsibilities. Due to the great need for discussion

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http://www.umweltbundesamt.de/verkehr/downloads/Baukasten_dt.PPT
http://www.umweltbundesamt.de/verkehr/downloads/Verkehr_und_Umwelt_dt.ppt

and co-ordination, the detailed shaping of such developments is time-consuming. The process of gaining the acceptance of decision-makers and stakeholders, obtaining their agreement to changes and securing their co-operation takes, however, considerably longer. These human factors may not be under-estimated, and, in contrast to programmatic work, cannot be exposed to pressure of time. In Germany, the setting-up of integrated transport systems often took ten years! This long period of time was necessary not because of programmatic challenges, but rather because of the people involved and the changes expected of them.

A further time-consuming factor is the participation of international partners. Here, it is particularly important that partners have time to get to know each other – and other participants – as well as to acquaint themselves with political structures and national and local manifestations of the project, and that they also have sufficient time to develop appropriate solutions. Too many foreign consultants have advised Polish municipalities for a few months and left behind a legacy of reservations about and rejection of foreign co-operation. These consultants had no time to get to know the people and local circumstances and then to develop new and, above all, locally adapted solutions. On the contrary, they came with preconceived opinions, concepts and goals. Few of the projects that were thus carried out will stand the test of time.

A project must therefore continue until such time as mutual trust is established and new thought processes have emerged. And it must end before those in positions of responsibility cease to feel responsible, and before they lean back on the work of project supervisors.

5. Elements for the development of transport co-operation schemes

Co-operation and co-ordination in regional public transport covers different areas: tariff development and sales, co-ordinated structuring of services, quality management, financing and distribution of receipts, calls for tenders and transport contracts, development of a central transport company as well as information and marketing.

At this point, issues are mentioned that were tackled initially in Wroclaw, for which relatively quick, locally adapted solutions could be developed. It is important to bear in mind that local solutions are involved. Just as German approaches can rarely be applied one-to-one in Poland, so can municipalities in other countries not adopt Wroclaw approaches unchanged. They can, however, take encouragement from Wroclaw, just as Wroclaw let itself be inspired by models in Germany, Prague and the Netherlands.

This chapter should therefore encourage the search for one's own solutions. However imperfect, simple or complicated they might be, the important thing is that they suit local circumstances. Only then can they function and effect change.

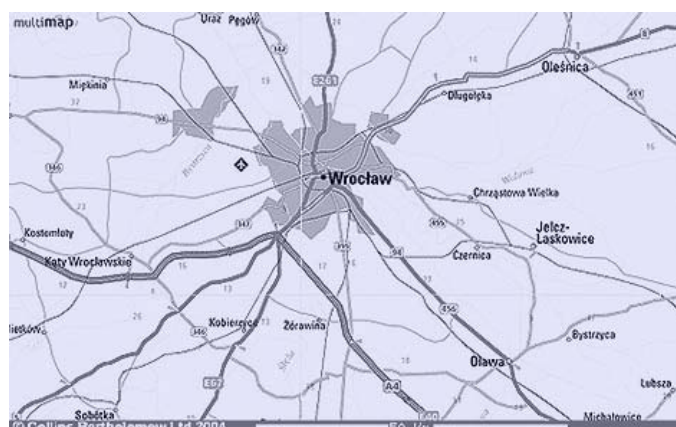
5.1 Prerequisite: development of regional consciousness

The idea for the integration of public transport in Wroclaw arose within the scope of the first EURO-NATUR project. While considering a) with which measures the quality of public transport could be

quickly improved at a reasonable cost, and b) how one could react to future problems concerning public transport in the Wrocław area, the answer that evolved was regional integration. A number of local experts supported this idea from project co-ordinators; most – particularly municipal politicians – were unable to get to grips with it. They regarded their city and municipal borders also as limits of their own area of activity.

This point of view slowly changed when the Polish Government called on cities and municipalities to prepare a development plan for their region, which covered different areas of policy. For this purpose, and for the first time, representatives of the city of Wrocław and municipalities in the surrounding area came together and considered economic, transport, cultural and education policy, infrastructure investment, the public health system and tourism. Slowly there developed an appreciation of regional integration, of the necessity for co-operation as well as of the opportunities that a co-ordinated regional approach offers, and a regional consciousness began to evolve.

It was those who were first to recognize the opportunities of regional co-operation and the specific benefits for their own municipalities who spoke up for greater integration in public transport. An extensive integrated structure can only be developed, however, when the cities and municipalities of a region not only



perceive the benefits for their respective public transport (and municipal budgets), but also the benefits for the region as a whole. For not all steps in the direction of integrated regional public transport are of benefit to all municipalities. From time to time, participants have to put their own interests behind those of the region.

A look at Western Europe shows that it is no longer cities that compete for investment and jobs, but rather whole regions. And their attractiveness as an economic location, and as a place to live and work, depends to a great extent on well-functioning regional public transport. Progressive conurbations now first develop a public transport network and only then residential, trading and industrial areas along key routes.

5.2 Customer communications

A major weakness of public transport is often communication with customers. Transport companies are traditionally inclined to orientate their services more towards the needs of their personnel than to those of their passengers. This concerns not only the design of services, but also information concerning those services. Here, making improvements is a comparatively simple task – assuming that decision-makers have recognized the importance of passengers and are willing to direct their attention to their customers. The first and most important step is to provide customers with comprehensive information on the public transport services of all operators in a region. At central points in the city and/or main passenger transfer points it is worthwhile to set up travel cen-

tres, which provide information on the public transport services of all operators in the area and also sell tickets. Travel centres can also be used as a place where tourists can go and inform themselves about cultural events and, perhaps, even buy tickets. The advantage of linking such services is that public transport will then be associated with other activities and thus be regarded as providing a comprehensive service.

With the setting up of travel centres an important step is also made in the direction of improved and standardized customer information, which is necessary to firmly establish public transport as a complete service in the minds of users. The situation, where information on timetables and tariffs of individual operators can only be obtained from the respective operators can thus be ended. This way, for instance, there is no problem planning a journey involving a change of transport operator.

Subsequent steps are standardizing the design of customer information and carrying out joint advertising campaigns. Transport operators might fear the loss of their identity. But so far as a truly integrated regional service with the same standards is concerned, this common image is important. The long-term aim is that passengers perceive public transport to be a regional service and no longer distinguish between individual operators.

5.3 Scheduled services

At the beginning of work on the project in Wrocław buses and trains ran irregularly. Since they still

operated very frequently – especially city services – the question of regularity was not particularly important. At that moment, however, when services were reduced (on the grounds of costs), the situation for passengers became very unpleasant, since they could not rely on departure times. More often than not they stood longer at stops without even knowing how long they would have to wait.

services. Responsibility for these individual areas is frequently split, so that changes in one area necessitate a great deal of co-ordination with the others. Nevertheless, co-ordinated timetables are particularly useful in rail transport. The better the co-ordination of rail services with other services at the destination the more attractive the service for passengers.

5.4 Combined ticket

In Germany, customers are aware that public transport systems have an integrated system of tariffs and tickets throughout the respective area. This considerable simplification for public transport customers involves a complicated distribution of receipts for the transport companies who operate services. All ticket receipts have to be distributed among the operators merged in the central system in accordance with the services rendered. Finding a fair solution at as little administrative cost as possible is a difficult task.

In Wroclaw, one shrunk back from the complex and potentially explosive distribution of receipts and developed a solution of one's own: The combined ticket is based on co-operation between municipalities and applies to those municipalities that have made a co-operation contract. Season ticket holders from co-operating municipalities have the opportunity, for a small surcharge, to use the public transport network of the other municipality. This surcharge is much less than the cost of a separate ticket. The inhabitants of one of Wroclaw's neighbouring municipalities, for instance, pay a surcharge on their local season ticket, receive a sticker to attach to their season ticket and

can then use the Wroclaw public transport network. On the other hand, residents of Wroclaw enjoy the same advantage in the neighbouring municipality.

In Wroclaw, the regional section of the Polish State Railway PKP introduced a similar ticket for connections within a radius of 50 km around Wroclaw. In this case, a contract was made not between two municipalities, but between an operator (PKP) and a municipality (Wroclaw). PKP Regio in Wroclaw strongly supported the regional ticket, which offered one of the very few available opportunities to improve the bad standard and services of the railway that did not necessitate capital investment. Passengers have shown their appreciation and the offer has been very well received.

This solution is very simple compared to that in Germany. But it suits the Polish situation and enables early integration of tariffs without incurring the great costs that arise in Germany for the distribution of receipts. Only when the integration of public transport in the Wroclaw region has developed beyond the status of bi-lateral co-operation will an integrated ticket be necessary that takes account of the complex structures. By this time, co-operation will be so well established that the participants will be able to develop and implement complicated ticket and accounting systems.

5.5 Organizational structure

Integrated transport systems in Western Europe generally have large structures. They harmonize and organize co-operation in regional public transport

between all relevant operators and those responsible for particular tasks. An exemplary integrated system in Germany has, for instance, a staff of around 50 and departments for communication, tariffs/sales/distribution of receipts, central planning, marketing, information technology and administration/personnel. Such structures cost money – money that they generally do not themselves generate.

Visits of those responsible for public transport in Wroclaw to integrated systems in Western Europe very quickly confirmed that, for financial reasons, comparable organizations could not be established in Poland. On the contrary, visitors from Wroclaw were rather shocked, seeing themselves confronted with the need for a costly administration should they institutionalize transport integration. In order not to endanger the goal of better co-operation and co-ordination of regional public transport, the project partners and key contacts in Wroclaw promptly concentrated their discussions on project details rather than on structures. They were convinced that with success in co-operation it would be politically easier to push through the creation of an appropriate organizational structure.

Work was spread among different people, with project co-ordinators maintaining an overall view and co-ordinating activities. The informal working group, which has already been briefly described, prepared an initial evaluation of public transport in Wroclaw, it examined routes, put forward proposals for a combined ticket and harmonized timetables, and it supported the improvement of customer

communications. With the help of local consultants, some of these topics were then examined in detail and specific proposals prepared. In this way, the model for inter-municipal co-operation was developed within the scope of a study; one neighbouring municipality was supported in the preparation of its own transport concept and, on this basis, in putting into concrete terms its co-ordination with public transport in Wrocław; the combined ticket was developed; central passenger transfer points in the city were identified and proposals were prepared for improving and extending the tram network to city suburbs, with the aim of better links to outlying areas.

Realization lay subsequently in the hands of various decision-makers: the mayor of the neighbouring municipality did everything to make his public transport more efficient, to introduce a ticket harmonized with



that of Wrocław. The railway company PKP introduced a regional ticket and began to think about strengthening regional rail links. Wrocław's Director for Infrastructure directly implemented everything that lay within his area of responsibility; the rest he brought into the process of political discussion and patiently promoted.

During the period of this "preparatory work" changes became noticeable in the office of the City President. Support for the topic grew continually, and towards the end of the project had reached the stage where

one had slowly begun to think about a structural base for public transport co-operation. Initial thoughts in this direction were to the effect that all participants should make a contribution: one would make space available, another would cover office costs and a third would provide personnel. Considerable additional costs could thus be avoided. This way, an integrated system would grow slowly with the relevant tasks, not like in Germany, where, often from the very beginning, it has to function fully to cope with a large number of tasks. In the course of time, the system structure would change and be adapted to requirements.

An advantage of this gradual initial approach to organizationally sound public transport co-operation is that questions of a shift in responsibilities do not have to be immediately resolved. Project partners in Wroclaw were agreed that none of the participating transport operators and municipalities would want to relinquish responsibilities from one day to the next, and that this could only be achieved in a slow and discreet manner. Official decisions on the redistribution of responsibilities could then be taken later as required.

6. A brief summary of the most important issues

Experiences in Wrocław have shown that many factors have contributed to the success of the project, factors that proved to be particularly important for project progress and the survival of the project idea at the conclusion of the project itself. These key success factors are described below once more in brief.

- **Facilitators**

Two, three or even four influential figures in a region have to be convinced of the goal of regional integration of public transport and to defend this goal against all challenges. They should not be involved with organizational and technical details, but should support and push through integration politically and demand its realization.

- **Time**

Political processes need time, and winning over people to co-operation likewise. Integration of regional public transport is therefore an issue that should be pursued with determination, but also with great patience. As already mentioned: in Germany, the setting up of integrated transport systems took, on average, some ten years.

- **Personnel continuity and local presence**

Processes of co-operation and co-ordination in public transport have to be continually monitored. Contacts must be within reach and have time for the project. They may not constantly change, and they have to provide impetus and thus make headway with the project.

- **Trust**

Personnel continuity and sufficient time are required, so that trust can develop between those responsible for the project. And this trust is a prerequisite for ensuring that key stakeholders work together, can depend on each other and are prepared, where necessary, to treat their own wishes and preferences as subordinate to the common goal of transport integration. Only then can regional co-operation and co-ordination succeed.

- **Study trips**

The main means of communicating programmatic issues are study trips. No lecture, no workshop and no research paper can make things so clear as a visit to foreign counterparts. Seeing with one's own eyes what happens in other places, how it functions and which difficulties that have to be overcome, is invaluable. Everyone who strives for or implements transport integration should therefore seek an interchange with foreign counterparts and



have no compulsion about asking for their time and support.

- **Transfer of know-how**

During the course of the project in Wrocław an inconspicuous factor proved to be especially significant for the survival of the project idea beyond the conclusion of the project itself: the communication of know-how. The knowledge that local project participants have acquired in the course of project activities has changed their thinking and developed their abilities – rethinking, which made the integration of public transport an objective of transport-policy efforts, and abilities to attain this goal independently.

The more know-how local decision-makers accumulated the more secure and self-assured their activities. They became more creative and had the confidence to go their own way and develop their own, locally adapted solutions. And only these adapted solutions will have a lasting effect.

Further information:

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