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DELIVERABLE REPORT

Deliverable	No.	**O.9a**	Title	Overview of Participatory Planning practice at national level - Greece
Workpackage	No.	**2**	Title	Needs assessment and gap analysis
Activity	No.	**2.2**	Title	**Overview of Participatory Planning practice at national level**
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Contents

Revision History

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List of abbreviations

| Abbreviation	Definition
SUMP:	Sustainable Urban Mobility Plan
PPL:	Participatory Planning
LEADER/CLLD:	LEADER / Community-Led Local Development
RRF:	Recovery and Resilience Fund
RPF:	Regional Spatial Framework
SEA:	Strategic Environmental Assessment
SEIA:	Strategic Environmental Impact Assessment

1. Introduction

The activity A2.2: "Overview of Participatory Planning practice at national level" is part of WP2: "Needs assessment and gap analysis" and aims:

- To gain an increased and comprehensive understanding of participatory planning (PPL) practices, tools, policies, and approaches at national level
- To identify good practices in participating countries.

The overall purpose is to use all acquired information to identify specific needs, gaps and goals in each country, as well as to identify common needs and set common objectives.

The report focuses on the fields of "Urban Mobility", which is the field of interest of the University of Thessaly for WP2, "Land Use Planning", "Rural Development and Planning" and "Tourism management and Planning". The main input for the report is the desktop research and the on-line surveys with the participation of experts in each specific fields. The questionnaires of the on-line survey are presented in Annex.

A total of 9 responses were collected for "Urban Mobility", 7 responses for "Land Use Planning", 5 reaponses for "Rural Development and Planning" and 6 responses for "Tourism management and Planning". The type of organisation/professional position of the respondents is presented in Figures 1 to 4.
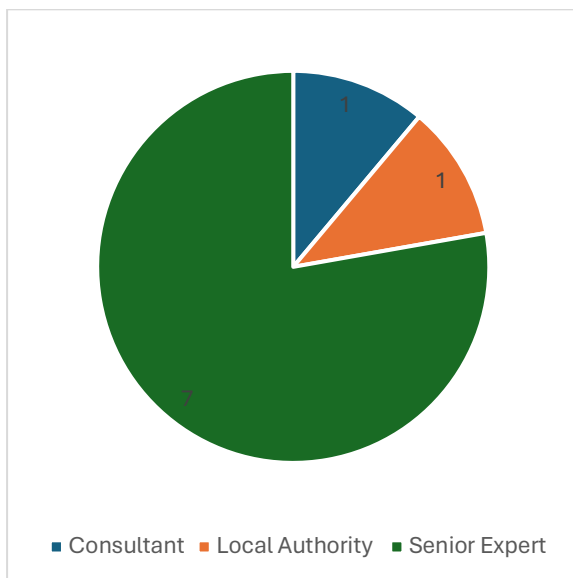
Figure 1. Type of organisations/professional position of survey participants ("Urban Mobility")
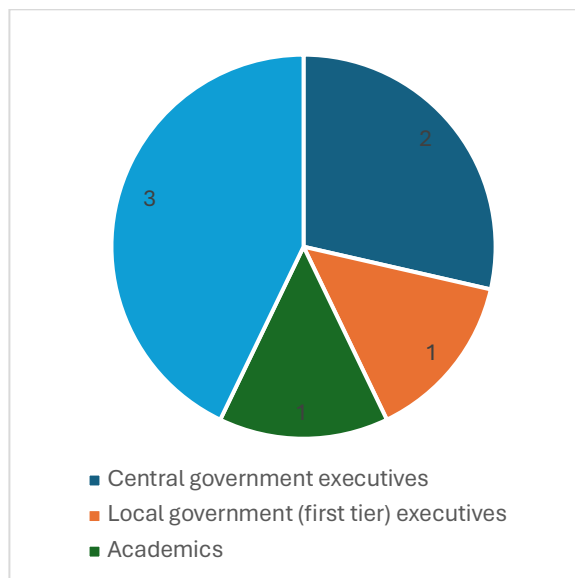
Figure 2. Type of organisations/professional position of survey participants ("Land Use Planning")
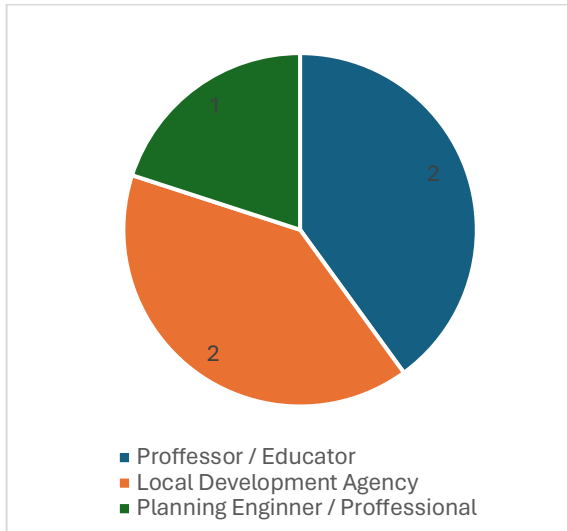
Figures 3. Type of organisations/professional position of survey participants ("Rural Development and Planning")
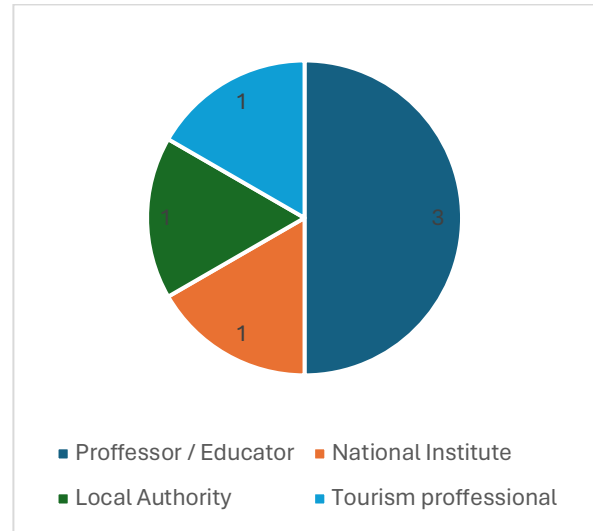
Figures 4. Type of organisations/professional position of survey participants ("Tourism management and Planning")

2. Methodology

The Activity is structured according to the following steps:

Step 1. Identification of scientific fields of interest

This is a separate step implemented for both Activities 2.2 and 2.3. The produced work documents were uploaded in the shared workspace of the project. Based on an open-ended questionnaire, for each department/branch/institute involved in the project, the partners are asked to briefly describe:

- the subject of studies,
- the general objectives of the study programme,
- the current research interest,
- and, finally, to indicate the scientific field(s) that they consider focusing on for the DEMo4PPL education modules. As for the latter, the UNESCO ISCED-F 2013 may be used (available here).

Step 2. Survey

The survey's goal is to collect data and comprehensive knowledge about participatory planning practice at the national level in each participating country. The survey results after the required consent of respondents will supplement the literature review required to produce the country's report. Step 2 consists of three parts:

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Part A. Planning fields and participation

An open-ended questionnaire is addressed to 20 participants per country which are considered experts in the identified scientific fields (5 experts / field / country, 20 experts in total / country). This part of the survey targets practitioners, decision makers and local authorities. It is proposed that the participants complete the questionnaire on paper, either in person or by email ('self-administered paper questionnaires'). Each participant is asked to respond to the following questions regarding his/her own scientific field of expertise:

1.   How much important or/and urgent is this field in terms of spatial planning?

2.   Which is the spatial level of this planning field (e.g. national, regional, local)?

3.   Is there any institutional obligation for mandatory participation and consultation processes concerning planning processes?

4.   Apart from the possible institutional obligations for mandatory participation and consultation processes in the field, are there any non-institutional / informal participation processes?

5.   Are there any mechanisms to ensure the integration of the participation outcomes in the final planning product?

6.   What are the main success factors and impediments as regards participation processes in the field in your country?

7.   Please list up to three good practices of public participation in your field.

Part B. Participatory processes in practice

Part B of the survey focuses on the scientific field of interest that was identified by each partner at Step 1 (5 experts / field) and aims to shed light on more detailed aspects of participatory planning in each country examined, both on institutional and planning practice level. It is suggested that each partner administers the questionnaire in person ('face-to-face interviews'), as this is a mode that allows for a high degree of control over the survey environment and can result in higher response rates. Each participant on the survey is asked to respond to the following questions regarding the specific scientific field of expertise:

1.   What are the participation objectives in terms of aspiration/motivation (e.g. democratization, advising) and targeted output (e.g. mapping out diversity, reaching consensus)?

2.   What (e.g. costs, equipment, staff) and how many (in case that relevant data are available) resources are allocated for accomplishing participatory processes? Are these resources separate or additional to the resources allocated for planning processes?

3. Which is/are the stage(s) of the planning process, where participatory endeavors are embedded (e.g. problem and goal definition, analysis of the current situation and its dynamics, developing/evaluating/selecting scenarios/solutions, formulating policy framework/measures)?

4. Which is/are the type(s) (e.g. stakeholders, experts, decision-makers) and planning jurisdiction of the coordinator(s) involved?

5. Which is/are the type(s) (e.g. public, stakeholders, experts, decision-makers) and spatial level (e.g. national, regional, local) of the participants involved?

6. What is the level of participants' engagement (e.g. manipulation, therapy, informing, consultation, placation, partnership, delegated power, citizen control)? What is the impact of participation regarding decision-making?

7. Which are the specific (obligatory/optional) participation methods (e.g. Focus Groups, World Café, Charrette;), techniques (e.g. Brainstorming, Crowdsourcing, Mind Mapping) and means of information/communication (e.g. Fact Sheets, Tree Diagrams, Geographic Information Systems) used in physical (face-to-face), digital or hybrid participatory processes?

Part C. Good practices

Part C corresponds to a practice-based approach that will support the completion of the reports. It is based on the review of a selection of representative cases related to the identified scientific fields of interest (at least 5 cases per partner). A template has been prepared by SEMPXPA to help systematize all information needed to comprehend the characteristics of the case study and its value as regards participatory planning.

3. Planning fields and participation

3.1. Overview

This chapter provides general information about the integration of public participation in the planning and development in Greece.

3.1.1. Importance/Urgency in terms of spatial planning

Land use planning

Land use planning is a fundamental element of the spatial planning system. Land-use planning is essential for the spatial development of several sectoral policies, such as those pertaining to tourism, agriculture, and industry. It influences the allocation of land values and their arrangement in space by regulating the granting or denial of development permits. The specific categories and content of land uses utilized in urban planning in Greece are outlined in Presidential Decree No 59/2018. Greece adheres to a

conformative planning model in which the public authority assigns land use and development rights through binding general plans [1], [2], [3]. Once the plan is approved, it is extremely difficult to revoke property rights [2]. In the above context, all participants in the survey unanimously agree that the field of land use planning is crucial and pertinent to spatial planning and spatial development.

The country's government and administration are currently prioritizing land use planning as a key focus of its initiatives. More specifically, a highly ambitious planning reform programme has been initiated with the goal of implementing up-to-date urban plans that will involve over 70% of the country. These plans will define the land uses for both urban and rural areas. The Program has a total budget of EUR 401.05 million generated from the Recovery and Resilience Fund (RRF), and very tight timelines, thus highlighting the urgency of the field.

Rural development and planning

There is no specific institutional framework of strategic planning for rural development in Greece. Rural development is generally included in the broader spatial planning and is conducted, mainly, at national level. National policies are included in the Agricultural Development Programme 2014-2022 [6] while at the regional / local level exist the LEADER/CLLD Programmes which have been used for 30 years to engage local actors in the design and delivery of strategies, decision-making and resource allocation for the development of their rural areas. In the rural development context, LEADER was implemented under the national and regional Rural Development Programmes (RDPs) of each EU Member State. In the 2014-2020 programming period, the LEADER method has been extended under the broader term Community-Led Local Development (CLLD) [7]. In this context, all experts participating in the survey state that they absolutely agree that the field of rural development is important and crucial for spatial planning and development.

Tourism management and planning

Tourism planning in Greece is generally included in the broader spatial planning and is conducted, mainly, at national level and – to a lesser degree – at regional level. The tourism specific institutional framework includes the Greek Tourism 2030 / Action Plan [8] and the Annual Competitiveness and Structural Adjustment Regional Reports in the Tourism Sector [9]. The Greek Tourism 2030 / Action Plan defines:

- the national strategy for Greek tourism,
- the main proposed Strategic Directions / Actions per product
- the main proposed Strategic Directions / Actions per Region and
- the implications of the Strategy and Action Plans

The Annual Competitiveness and Structural Adjustment Regional Reports in the Tourism Sector include a chapter in spatial planning, based on the analysis of the Tourism sector performance in the Region, in the last year and include selected strategic directions and forecasts that are directly related to tourism development, as they have been defined and promoted in the context of the Regional Spatial Framework (RPF) for the Region of Thessaly [9], [10]. The Special Framework for Spatial Planning for Tourism, which is expected to tackle various issues regarding land use, and the Strategic Environmental Impact Assessment Study for Tourism have been delayed (by almost 7 years) and have received a new release date (September 2024).

Given that tourism is a very important sector for Greek economy and that it affects and is affected by every aspect of spatial planning, it is not surprising that all experts participating in the survey state that they absolutely agree that the field of Tourism Management and Planning is crucial for spatial planning and development.

Urban mobility

The framework of strategic planning for urban mobility in Europe is described in the Sustainable Urban Mobility Plan (SUMP) guidelines [11]. The obligation of local and regional authorities to conduct SUMPs and comply with the corresponding guidelines is defined in Greece by national law [12]. Moreover, the national law for SUMP determines the interrelationships between transport and spatial planning. In specific, the proposed interventions by SUMP are taken into account in the modifications of the land use and spatial planning framework, while, if an intervention requires changes in the current land use and spatial planning framework, the implementation of the interventions which are independent from this framework should not be obstructed. In general, urban transport planning is directly linked to the organisation of space and the provision of physical access to the location of activities [13]. In the above context, all experts participating in the survey state that they absolutely agree that the field of urban mobility is important and crucial for spatial planning and development.

3.1.2. Spatial level of reference in policy development and implementation / planning

Land use planning

Spatial planning is conducted at the national, regional, and municipal levels and can be categorized as either regional spatial planning or urban planning, depending on its particular features (L. 4447/2016). The category of regional spatial planning comprises the Special Spatial Frameworks (sectoral, national level), the Regional Spatial Frameworks (Regional level) and Marine Spatial Frameworks (Regional level). These levels of planning are strategic in nature, comprising mainly guidelines and, where needed, regulations. Urban planning, on the other hand, is mainly regulatory, and it

encompasses the development of local-scale urban plans that are categorized into two tiers of planning: a) The Local Urban Plans and the Special Urban Plans, which establish models of spatial organization and development, general land uses, terms and building restrictions. b) The Street-layout Implementation Plans, which specify and implement the first-tier plans.

In the given context, land-use policy is developed at several levels of spatial planning, including the local level by local authorities. The policies established at the national and regional level serve as broad directives for the spatial allocation and development of activities within different sectors. However, they do not function as regulatory or normative requirements that directly dictate the specific land uses in a particular area. This determination is exclusively determined at the local (urban planning) level. Currently, approval for urban planning and, consequently, land-use planning is conducted at the national level. This means that it requires a presidential decree, following a proposal by the Minister of the Environment and Energy and a decision of the Council of State.

An issue emerging from the survey is that the non-systematic and hierarchical production processes of spatial planning frameworks and plans, and at the same time the instability of the relevant institutional framework, form a rather deficient patchwork of related regulations. It is also argued that there is frequently a disparity between policy and its execution due to various inherent factors. These factors include the lack of incentives to attract land-uses according to the planned objectives and the inability to immediately implement the plans, which often leads to the use of transitional provisions that undermine the intended logic of the proposed regulations.

Rural development and planning

Most of the respondents state that policy is defined at the national and regional level, while some include the local level in regards to rural development policy. They generally agree that strategy is developed at the national level (mainly through the Agricultural Development Programme), while at the regional level, strategy is formed through the LEADER/CLLD Programmes. As the CLLD Programmes spatial level of reference is between the regional and local level (an for past LEADER programmes the local level), some experts argue that strategy is sometimes formed at the local level. It is also stated that, even if this is not always the case, all apatial levels should play a role in strategy formulation.

In terms of policy implementation, it seems that the answers are somewhat reversed, with the local, and especially the regional level being recognized as the level that most policies are implemented. This is not unexpected as both the Agricultural Development Programme and the CLLD Programmes contain actions that focus on the local level (for the most part) and their implementation is mainly achieved through local authorities and Local Development agencies.

Tourism management and planning

Almost all of the respondents state that policy is defined at all three levels (national, regional and local level). They generally agree that strategy is developed at the national level, where the basic principles, goals and aspirations of the national political development and the contribution of tourism are determined and all major interventions that affect Tourism are planned (e.g. regional airports). At the regional and local level, the directions and priorities are adapted and specialized according to the particular characteristics of the regions, although it is argued that this is not systematic at the local level, as priorities are sometimed driven by local authorities and sometimes by specific destinations. One of the experts points out that policies at the regional level are, most of the time, either formulated under goverment (central) pressure or local pressure.

Regarding policy implementation, the answers follow the same pattern, indicating that major actions are implemented at national level (ports, road network etc.), more specific action plans are developed at the regional level and much of the implementation and management happens at the local level. The local level is especially important, as tourism is mainly about destinations / places and as such affects local communities greatly.

Urban mobility

The institutional framework, strategic directions and guidelines for urban transport planning are defined at the national level. According to Article 11 of the National Law [12], an Electronic Platform of Sustainable Urban Mobility Plans is under development by the Ministry of Infrastructure and Transport. The experts highlighted overlaps in policy development between ministries, such as the Ministry of Environment and Energy. It is also noted that differentiations can be analysed at the regional level in the context of specific characteristics, such as insularity and great seasonal travel demand fluctuations due to tourism, as well as remoteness and small villages with no city plan or with not appropriate/adequate network to service all trips.

The implementation of the urban mobility policy, mainly through SUMP but also through the Urban Accessibility Plans and traffic studies, is conducted at the local level, i.e. city or settlement. In this regard, two issues emerging from the survey comprise the inadequate staffing and scientific capacity of municipalities and the lack of awareness of elected officials concerning urban mobility. Experts argue that plans of metropolitan interest are managed at the national level. They also notice a gap in implementation at the regional level, which may be covered in the future by the institution of Regional SUMPs [12].

3.1.3. Institutional obligation for mandatory participation and consultation processes

Land use planning

Spatial plans of all levels except for the detailed street layout plans must go through the public consultation process as part of the Strategic Environmental Assessment (SEA). SEA is a process used for the evaluation of environmental impacts at a higher level of decision-making than that of each individual project. The public consultation process involves the transmission of the report of the Strategic Environmental Impact Assessment (SEIA) to the competent public authorities while it is published to the public concerned [4], to express their opinion.

The findings from the survey indicate that this approach lacks significant public participation, namely in terms of conducting extensive discourse with all stakeholders regarding the planning, the policies expressed, and the quality of the produced space. For certain individuals participating in the planning process, this is perceived as a notably formal procedure. According to one interviewee, there have been cases where the failure to conduct public consultation, as required by law and outlined in the plan's specifications, has led to the cancellation of the plan.

At the detailed street-layout plan, affected owners are given the opportunity to lodge objections, protecting themselves against the plans.

The survey results revealed the necessity of broadening the consultation to encompass a wider range of institutions, rather than solely those with required mandates. The perspectives of all parties should be given due consideration and the ultimate opinions should be thoroughly documented. Furthermore, it is imperative that the time of the consultation is adequate.

Rural development and planning

Both the Agricultural Development Programme and the LEADER/CLLD programmes include requirements for public participation and consultation. In addition, other Plans that may shape rural development strategy in the country will (in most cases) include some sort of mandatory participation and consultation process. That is why all respondents agree that that there is Institutional obligation for participation and consultation processes in all, or at least in most, cases. Whether these processes are just a typical obligation, or they produce substantial results is a subject open to debate.

Tourism management and planning

The answers of the participating experts vary, as some state that there is institutional obligation for mandatory participation and consultation processes, while others say that

this is only true in some case, or that this not true in most cases. In the broader spatial planning context (for example in the Special Framework for Spatial Planning or in the Regional Frameworks for Spatial Planning) there is almost always an obligation for some form of participatory process to be implemented, both during the formulation period and for the implementation of the proposed policies. The degree to which these processes are effective is questioned however, due to the lack of participation mentality from most stakeholders.

At the local level, local authorities must formulate Annual Programs which are consulted within the Tourism Commission, in which local professional and social bodies participate. At regional level there is a Tourism Department, headed by a deputy regional governor. Often, the effectiveness of the participation process is determined by the motivation of the authority organising it.

Urban mobility

The SUMP methodology integrates procedures of public participation, mainly focusing on information sharing, public participation agreements and public consultation [12]. All survey participants agree that public consultation and/or participation in planning for urban mobility in Greece comprises in all or at least some cases a statutory obligation. The digital participatory tools, which have been widely implemented during the last period due to the recent pandemic, enhance the ability for public participation. However, the actual participation of citizens and stakeholders in the planning processes for urban mobility in Greece remains relatively low.

3.1.4. Non-institutional / informal participation processes

Land use planning

The majority of the survey participants (6 out of 7) assert that informal participatory processes are occasionally employed in land use planning, in addition to the required institutional obligations. The decision to carry out such procedures is determined by the individual planner's will and ideological orientation, as well as the support or lack thereof from the ordering authority. These events occur in circumstances involving projects of significant public importance. There was mention of a particular case where residents and authorities worked closely together to develop the plan. Overall, the research participants do not seem to question the usefulness of these processes, as they believe that they contribute to the potential acceptance of the plan of action and its eventual success. However, one interviewee observed that these informal participatory procedures are often not meaningful. Instead, they function as a platform for showcasing finished assignments rather than for active engagement.

Prior research in the field of spatial planning in Greece, addressed to Greek urban planners, academics, practitioners, and administration officials [5], revealed a general deficiency in public participation. This deficiency is frequently attributed to a lack of comprehension regarding the objectives and purpose of participation. In most instances, people' participation is limited to their own personal interests, ultimately leading to the weakening of the true essence of the process. Some respondents argued that the degree of participation is also influenced by factors such as location, scale, level of education, and economic well-being. For others, participatory procedures, as they occur in practice, are not considered constructive. The debates typically lack a comprehensive strategic approach, instead focusing on personal or "politically sensitive" issues, often without sound judgment.

Rural development and planning

The majority of experts believe that informal participation processes are applied within the context of planning for rural development in Greece, at least in some cases. Only one of the respondents believes that this a phenomenon that occurs systematically, while some of the respondents pinpoint these informal processes mainly in the context of the LEADER/CLLD programmes which are implemented through local authorities and Local Development Agencies. This seems to be dependent on the motivation of the local authorities and agencies to implement public participation processes and often includes mostly stakeholder groups rather than citizens.

Tourism management and planning

Most of the experts agree that there are non-institutional / informal participation processes being implemented. These informal processes are very common in the context of EU and nationally funded programmes and are unique to each programme, in terms of reach, tools and methods.

In some cases, these processes are not open to the public, including only local professional and social groups closely affected by the proposed policies / actions. In other cases, participation activities are initiated by local groups putting pressure on local authorities. It noted that there are many meetings and discussions amongst interested parties that lead to nowhere as they are isolated and not connected to some form of formal initiative.

Urban mobility

8 out 9 experts believe that informal participation processes are applied within the context of planning for urban mobility in Greece. The collection of data, information and opinions by end-users is sought as part of the methodology of various traffic studies.

Meetings with transport operators and professionals who are directly or indirectly affected by transport interventions and measures are conducted. Sustainable Mobility Committees (with stakeholder representation) are consulted by local authorities. The organisation of thematic workshops, information campaigns, public surveys, events, and other initiatives with the participation of all citizens or specific groups, e.g. primary and secondary students, by various bodies is becoming more and more frequent to promote different aspects of sustainable mobility. Interested bodies and civil society organisations are requesting opportunities for more information and active participation in decision making and planning for urban mobility.

3.1.5. Integration of outcomes in the planning product

Land use planning

In relation to the question on the existence of mechanisms to guarantee the incorporation of participatory process outcomes into the final planning product, the responses from the survey participants varied. Out of the seven participants, four indicated that such mechanisms exist in certain situations, while the other three stated that they do not exist at all. Nevertheless, the responses underline common concerns.

Currently, there are no established methods for integrating the views shared throughout the consultation process into the final version of the plan. This occurrence is neither explicitly foreseen in the Strategic Environmental Assessment (SEA) procedure, nor is it directly referenced in the specifications of the pertinent studies. The way of integration is typically determined by the commissioning authority, the planner, and any additional formal planning institutions. The expression of an opinion, whether by an organization or the public, does not ensure that those opinions will be accepted or have a significant influence on the design. The answers provided by the respondents indicate that certain organizations with a higher level of institutional authority, such as those related to forests, antiquities, and the army, have greater power to intervene and influence the final product. According to one perspective, these agencies can "impose their views on the plan as a requirement for its constitutional validity." During the final legal examination of the studies by the Council of State, it is possible to extensively examine the extent to which the participatory processes have been fully and comprehensively integrated into the final planning result.

Rural development and planning

While the institutional obligation for some form of public participation does exist, it seems that the integration of the results of these processes is not certain to be included in the final decision-making process. All participating experts stated that a well-defined process for integrating the outcomes of such activities in the planning outcome exist only in some cases and that there is no guarantee that the results from participatory activities

will be actually taken into consideration. Local Development Agencies, which are very often close to local people, play an important role in ensuring that participatory process results will be taken into account and genuinely considered in the planning process.

Tourism management and planning

While the institutional obligation for some form of public participation does exist, it seems that the integration of the results of these processes is not certain to be included in the final decision-making process. Such mechanisms usually exist in cases where participatory processes are required (e.g. in the Special Framework for Spatial Planning), but for the most part experts agreed that a process for integrating the outcomes of participatory activities in the planning outcome exist only in some cases and that there is no guarantee that the results from participatory activities will be actually taken into consideration. More often than not, suggestions, proposals and objections that emerge from public participation are not taken into consideration and councils, meetings and workshops are often considered to be typical and exist only to fulfil certain requirements.

Urban mobility

Despite the guidelines for public participation in SUMPs and the various initiatives to include different aspects of participatory planning in urban mobility, which are observed in Greece, there isn't at this point a clear process for integrating the outcomes of such activities in the planning outcome. The survey confirms that such mechanisms are either absent (3 responses) or used only in specific cases (5 responses). However, the results from such participatory activities in the SUMP and other planning processes are recorded. The surveyed experts note that the input from participatory activities is not always appropriately analysed and further integrated into the planning process, relying on the planners' judgement to adopt or reject these contributions "ideally after justification", which is not always the case.
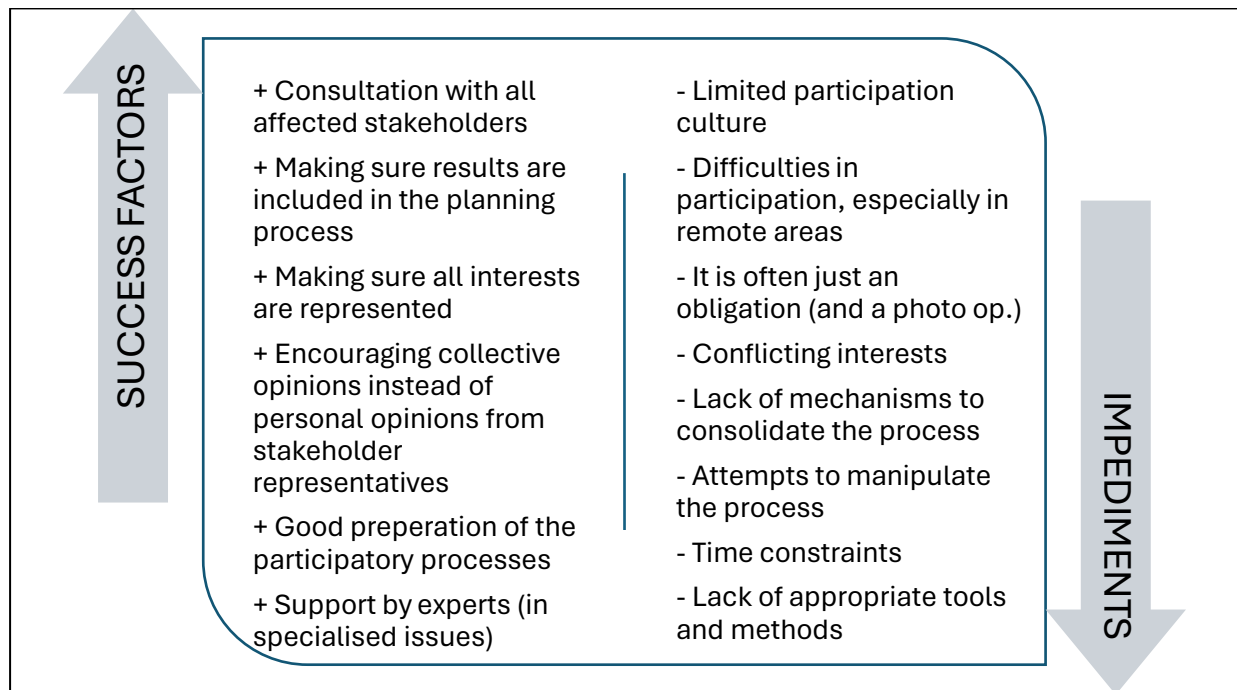
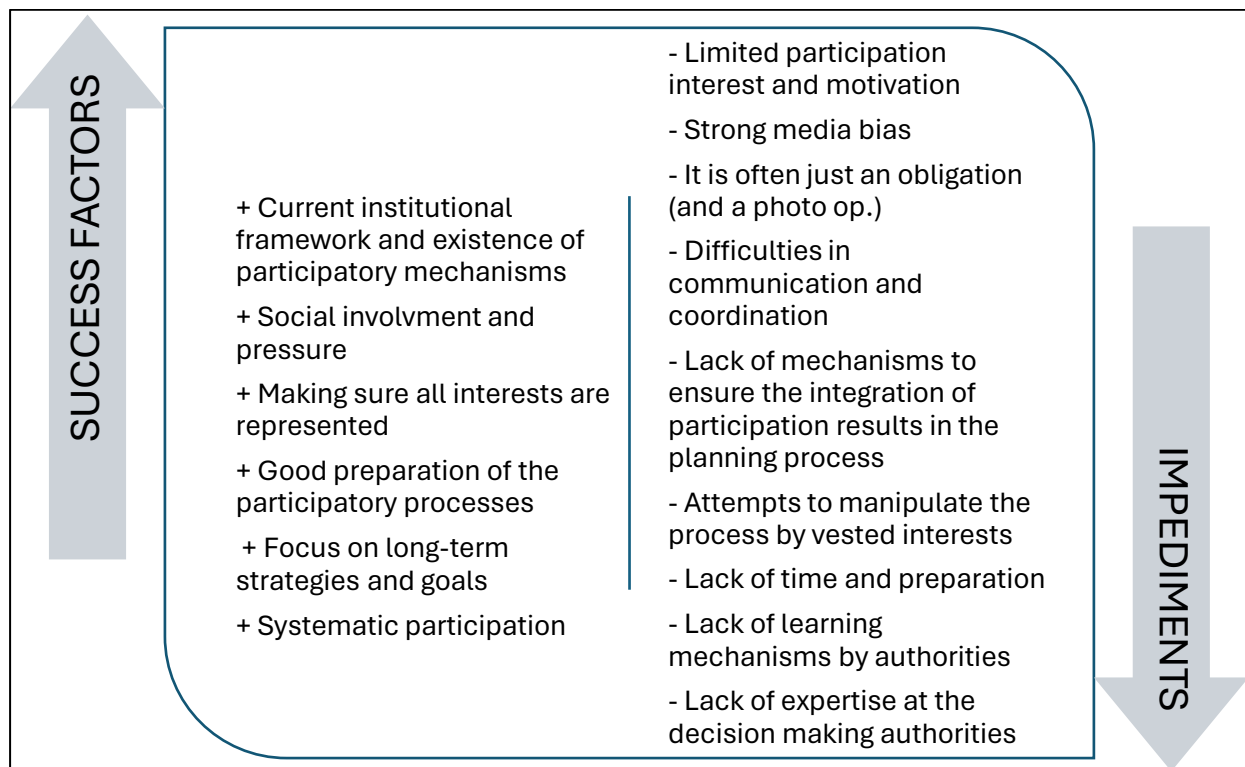### 3.1.6. Success factors and impediments

Land use planning

Figure 5. Success factors and impediments for implementing participatory planning in the field of land use planning in Greece.

Rural development and planning

SUCCESS FACTORS

+ Consultation with all affected stakeholders

+ Making sure results are included in the planning process

+ Making sure all interests are represented

+ Encouraging collective opinions instead of personal opinions from stakeholder representatives

+ Good preperation of the participatory processes

+ Support by experts (in specialised issues)

IMPEDIMENTS

- Limited participation culture

- Difficulties in participation, especially in remote areas

- It is often just an obligation (and a photo op.)

- Conflicting interests

- Lack of mechanisms to consolidate the process

- Attempts to manipulate the process

- Time constraints

- Lack of appropriate tools and methods

Figure 6. Success factors and impediments for implementing participatory planning in the field of rural development and planning in Greece.

Tourism management and planning

SUCCESS FACTORS

+ Current institutional framework and existence of participatory mechanisms

+ Social involvment and pressure

+ Making sure all interests are represented

+ Good preparation of the participatory processes

+ Focus on long-term strategies and goals

+ Systematic participation

IMPEDIMENTS

- Limited participation interest and motivation

- Strong media bias

- It is often just an obligation (and a photo op.)

- Difficulties in communication and coordination

- Lack of mechanisms to ensure the integration of participation results in the planning process

- Attempts to manipulate the process by vested interests

- Lack of time and preparation

- Lack of learning mechanisms by authorities

- Lack of expertise at the decision making authorities

Figure 7. Success factors and impediments for implementing participatory planning in the field of tourism management and planning in Greece.
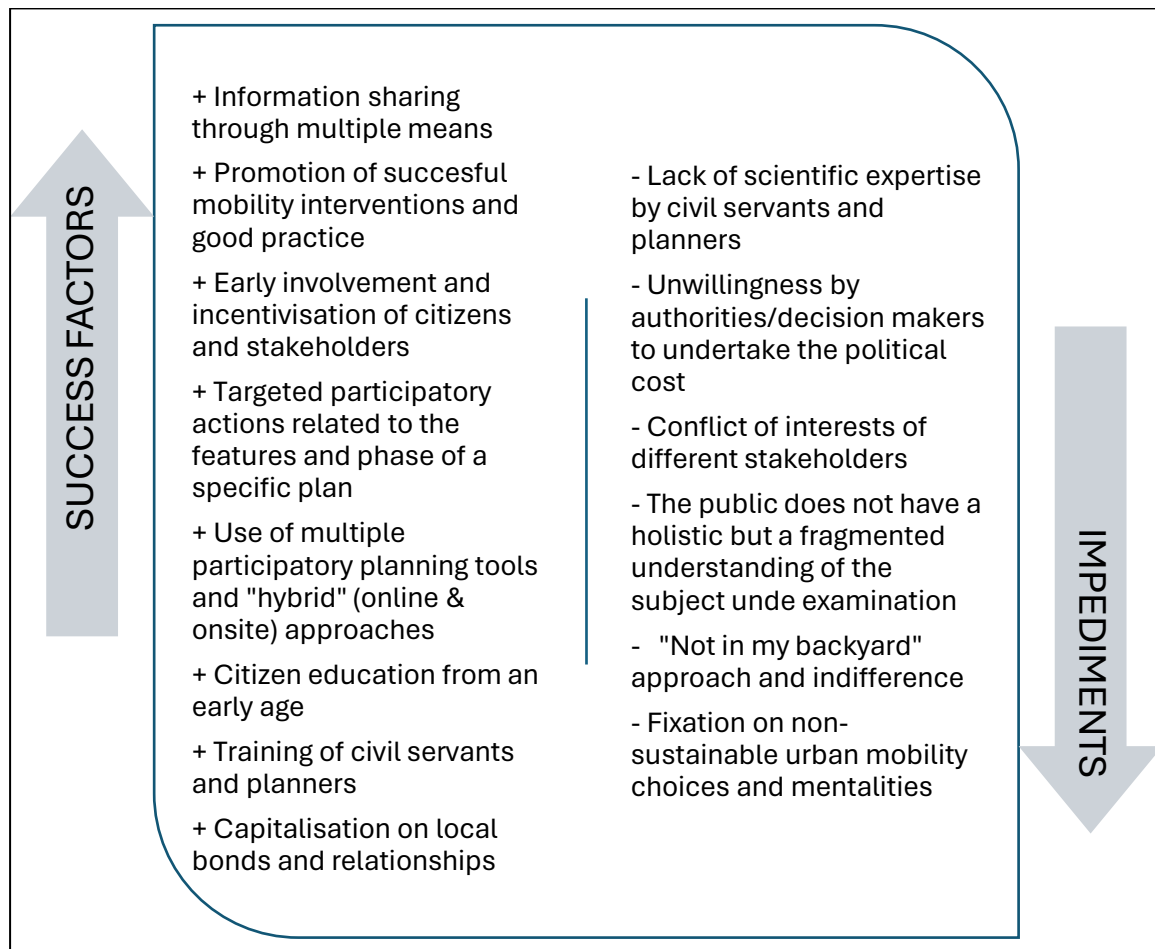
Figure 8. Success factors and impediments for implementing participatory planning in the field of urban mobility in Greece.

3.2. Detailed analysis of field of interest (Greece): Urban Mobility

This section aims to provide a deeper understanding of the issue of public participation in planning for **urban mobility** and to correlate the current practice with the implementation of the theory on participatory planning.

3.2.1. Participation motivations and objectives

Participatory planning aims to bring local knowledge and qualitative parameters into the planning process, while enhancing the acceptance of the proposed vision, strategies and inteventions, as well as the consensus and engagement into their implementation. The survey for applying participatory planning in the field of urban mobility in Greece shows that 7 out of the 8 experts that responded to the corresponding question believe that a motivation is the mere conformity with the legal framework. Another important

motivation is the sharing of information with the wider public and the collection of local knowledge, which can be used to evaluate the actual applicability of the proposed interventions in the context of the examined city or settlement.

Consensus between different stakeholders with their own agendas under the framework of a common and sustainable strategy for urban mobility is a major objective of the participatory planning process in Greece. In this way, the proposed solutions can be implemented with less resistence from the end-users and affected groups, and thus produce more effective solutions.

3.2.2. Resources

As already indicated by section 2.6, the participatory planning process requires specific resources, such as scientific expertise and the readiness of the local authority, while it may face time and budget constraints. One of the experts notices that an effort of approximately 7-10 person-days is required to organise and conduct an onsite participatory planning event. According to another expert, the corresponding staff is usually made available for 3 days prior to the participatory event, for the period of the event (1 day) and for 1 day after the event. Apart from the time constraints, a main challenge is that the costs for participatory planning processes is not included or poorly covered by a study's foreseen budget and available resources. A distinction can be made between onsite and online participatory activities, as the former require the availability of room with adequate capacity, technical equipment, printed material and more personel than the latter, which however depends on the access to and know-how of the corresponding digital equipment and software by both the organisers and the participants.

3.2.3. Coverage of themes and stages

Public participation and participatory planning, as the systematic process of public participation towards a common objective, may cover all stages and corresponding objectives of the urban transport planning process. The opinions of experts regarding the coverage of these sages are presented in Figure 9. The setting of a common vision and targets and the evaluation and selection of the final solution are the phases which concentrate the highest number of answers, corresponding to the current guidelines of SUMP. It is worth mentioning that experts consider that the public does not participate in the analysis of trends nor at the evaluation of the implemented measures. However, future trends in urban mobility depend on multiple parameters interacting with the choices and behaviours of the public, while the public, as end-user of the measures and interventions derived from planning, should participate in the monitoring and evaluation of the effectiveness of implementation.
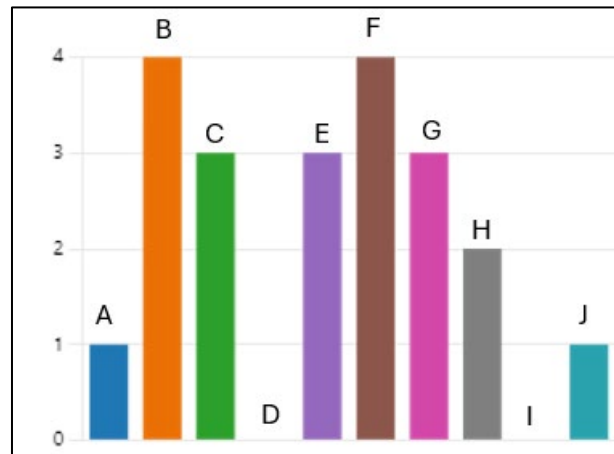
A	Problem description
B	Vision-target setting
C	Analysis of current situation
D	Prospect and trend analysis
E	Development of alternatives
F	Evaluation and selection of final solution
G	Description of policy interventions and measures
H	Implementation of measures
I	Monitoring and evaluation of measures
J	Other

Figure 9. Urban mobility planning stages addressed by participatory processes.

3.2.4. Coordinators

The responsible body for the organisation of the public participation process in the framework of SUMP is the local authority in charge of the specific SUMP, in cooperation with the working team (consultant) that conducts the study. In practice, the consultant undertakes the organisation of the participatory planning process with the support of the local authority. Other public participation initiatives in the field of urban mobility may be organised by universities, research institutions and scientific organisations.

3.2.5. Participants

The success of participatory planning depends on the appropriate representation of the public. The surveyed experts mention that a wide representation of the public is aimed in practice. Bodies beyond the local level may be represented in participatory activities, such as regional authorities, agencies, academic institutions etc. according to the scope of the study. An indicative list of participating organisations include:

- Local citizens and professionals
- Civil society organisations
- Local / regional / national authorities, agencies and committees

- Professional chambers (such as the regional department of the Technical Chamber, Tourism Chamber, Industrial Chamber, Commerce Chamber)
- Transport service providers and operators (e.g. public transport operators, freight operators, seaport and/or airport authorities etc.)
- Scientific and research community

3.2.6. Level of engagement

According to [14], there are 8 discreet levels of engagement in public participation. These have been assessed by experts in relation to the planning for urban mobility (Figure 10). Most experts state that informing is the highest level of citizen engagement, followed by consultation.
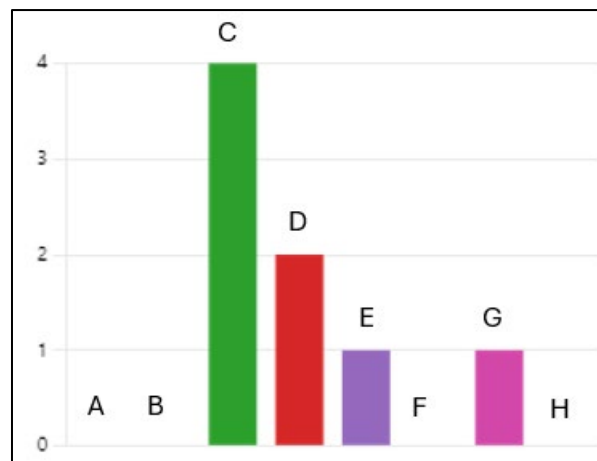
A	Manipulation	E	Placation
B	Therapy	F	Partnership
C	Informing	G	Delegated power
D	Consultation	H	Citizen control

Figure 10. Level of citizen engagement in planning for urban mobility in Greece

3.2.7. Methods and tools

Different methods and tools, both conventional and digital, can be used for participatory planning according to the purpose and stage of the study. In the case of urban mobility, half of the experts that replied in the specific question state that "focus group" is the most common method. Questionnaire surveys, mind mapping and crowdsourcing techniques are also noted. The support by fact sheets, infographics, GIS mapping and presentation software is mentioned.

3.2.8. Divergence between the institutional framework and practice

Experts were asked to assess, based on their experience, whether the practice of participatory planning diverges from the guidelines and specifications outlined by the institutional framework, which exists only within the SUMP context in the case of urban mobility in Greece. Their replies are diversified, with 3 respondents stating that there is usually divergence, 2 respondents that there is sometimes divergence and 3 respondents that there is no divergence.

The main comments from the ones that observe divergence are that:

- The real purpose of public participation is the full cooperation and not informing, consultation and placation.
- Budgetary and time constraints, as well as the lack of know-how may turn participatory events into meetings for publicly expressing complains and not for joining into a common effort to discuss problems and solutions.
- Indifference in the context of public participation may create divergence in terms of awareness, information sharing and cooperation.
- Conflicts of interest and different priorities between the participating organisations may lead to dead-ends.

3.3. Good practice

Based on the survey responses and desktop research, the following good practices were selected in the area of public participation and participatory planning in Greece. The first case refers to a long-term strategic planning project of a metropolitan area, involving public participation, the next three good practices refer to local participatory initiatives and the final example refers to the integration of participatory planning processes in the formal spatial planning framework.

3.3.1. Resilient Thessaloniki

COUNTRY	Greece	
CASE STUDY CODE	Greece_Good Practice_O.09_01	
MAIN INFORMATION		
Title	Resilient Thessaloniki	

Location	Thessaloniki
Responsible Authority	Municipality of Thessaloniki
Link	Resilient Thessaloniki https://www.rockefellerfoundation.org/100-resilient-cities/
Keywords	Resilience; Urban; Strategy

IDENTIFICATION

Type			Stakeholders involved		
	Case (plan, program, project etc.)	X		Public institutions	X
	Method / Tool			Private sector	X
	Organisation			Civil society organisations	X
	Legal framework			Knowledge institutions	X
	Other			Public or grassroots movements	X
				Other	
Policy field					
	Urban planning	X			
	Mobility	X	**Timeline**	Start date	01/2017
	Tourism	X		End date	01/2019
	Other				
				On going	
				Completed	X
Spatial level					
	National				
	Regional			Limited	X
	Local	X		Repeated overtime	

CONTENT AND RESULTS

Purpose and context
Based on the programme: "100 resilient cities", funded by the Rockefeller Foundation, the development of a strategy to promote urban resilience through targeted projects, studies and an Urban Resilience Strategy for 2030

Problems and challenges
- Citizen oriented urban systems and mobility
- Co-designing with citizens for openness, self-sufficiency, local economic growth
- Improvement of the urban governance system
- Re-defining the relation between the city and the seafront through integrated planning

Organizing, Supporting and Funding Entities
Organisation: Municipality of Thessaloniki
Co-funding: Rockefeller Foundation (100 Resilient Cities Programme)

Process (including participant recruitment & selection) and Interaction/Participation (including methods/tools used
In a period of three years different thematic focus groups in various neighborhoods as well as open events, campaigns public consultation and online information and communication have been applied to integrate public participation into the development of strategies and policies for urban resilience

Outcomes, Effects and Lessons Learned
- Participatory inter-disciplinary lab for the Egnatia Odos axis
- Municipal Plan for operability under urgent situations
- Study for redesigning the seafront
- Programmes for: Co-creating neighbourhood public space; Open Schools in the neighbourhood; Municipal Plan for the Arrival Cities programme; Reusability centre in the framework of the waste management programme

Bibliography
n.a.

3.3.2. Bridges of participation

COUNTRY	Greece	
CASE STUDY CODE	Greece_Good Practice_O.09_02	
MAIN INFORMATION		
Title	Bridges of participation	

Location	Ioannina
Responsible Authority	Urbana
Link	https://urbana.gr/en/portfolio/ioannina-bridges-of-participation/
Keywords	Gender, urban planning, inclusion

ΙΩΑΝΝΙΝΑ
ΓΕΦΥΡΕΣ ΣΥΜΜΕΤΟΧΗΣ

IDENTIFICATION

Type			Stakeholders involved		
	Case (plan, program, project etc.)	x		Public institutions	x
	Method / Tool			Private sector	x
	Organisation			Civil society organisations	x
	Legal framework			Knowledge institutions	
	Other			Public or grassroots movements	
				Other	

Policy field			Timeline		
	Urban planning	x		Start date	March 2023
	Mobility			End date	Oct. 2023
	Tourism				
	Other			On going	
				Completed	x

Spatial level					
	National				
	Regional			Limited	x
	Local	x		Repeated overtime	

CONTENT AND RESULTS

Purpose and context

Adding a gender perspective to the urban development processes of the city of Ioannina is the subject of the project. The aim of the project is to **raise awareness of the gender dimension** of urban space among the **city's residents** and the **staff of the Municipality of Ioannina.** This means that there are more chances that urban planning in the future will take into account women - but also other minorities such as children, teenagers, the elderly, the disabled, so that all people can enjoy the city equally and the city meets the needs of all. The program was implemented with the support of the Heinrich Bell Foundation, in continuation of the actions of the Municipality of Ioannina for the social integration of sensitive social groups, the program aspires to strengthen these actions by making use of the specific tools and methodologies of participatory research and design.

Problems and challenges
Problems and challenges faced include:
- Having to tackle multiple objectives.
- The city of Ioannina has undergone a number of changes in the last years, with interventions that often left out vulnerable groups.
- *The second phase of the project was not implemented, as there was no opportunity for cooperation with the local authorities.*

Organizing, Supporting and Funding Entities
The project was implemented by Urbana, which is a Civil Non-Profit Partnership, consisting of architects, social scientists, political scientists, and educators, founded in 2019 in Athens, Greece.
Participants included residents of Ioannina city, and employees of the Municipality of Ioannina, which were informed on various issues concerning the project at the beginning of the project. The project was implemented with the support of the Heinrich Böll Foundation – Thessaloniki Office, Greece.

Process (including participant recruitment & selection) and Interaction/Participation (including methods/tools used)
The project was planned to be carried out in 2 phases:
- A cycle of three experiential workshops with citizens (with an emphasis on the participation of women and LGBTQI+ persons) aiming at raising **citizens' awareness** of the gender perspective, **highlighting people's everyday experiences in the city** and how these are also influenced by their and, c**apturing residents' experiences, needs and desires for change** through experiential mapping.
- A cycle of three workshops with the staff of the technical services of the Municipality of Ioannina in order to familiarize the employees on gender issues, inform the relevant departments of the Municipality on the results of the workshops, explore the possibilities of integrating a gender perspective in the work carried out by the employees of the technical departments of the Municipality and present equivalent actions by foreign institutions, discussing and exchanging experiences in a European context.

Outcomes, Effects and Lessons Learned
At the end of the activities, the publication "Feminist Mapping, The experience of the programme Ioannina – Bridges of Participation was written, which brings together the results of the project and proposals for implementation by the local authorities. On Monday, 30 October 2023, the

open event of the project took place in Ioannina, with the aim of exploring the possibilities of using the proposals of the participants by the municipality. On this occasion, the publication and the results of the programme were presented, the participants of the workshops shared their experiences and testimonies from the programme, and finally, the Accessibility Unit of the University of Ioannina reported on the accessibility difficulties faced by students with disabilities and the interventions implemented in the context of equal access to the university.

The publication of the "Ioannina – Bridges of Inclusion" project is the beginning of a broader demand for cities that are friendly to all. Already, groups of active citizens (especially women) are being informed and aware of the need for inclusion in the urban context. The next step is political action by (local) authorities and the active participation of women and other vulnerable social groups in decision-making centres.

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3.3.3. Islands of Hope

COUNTRY	Greece
CASE STUDY CODE	Greece_Good Practice_O.09_3

MAIN INFORMATION	
Title	Islands of Hope
Location	Island of Samothrace
Responsible Authority	MitOst and Sofia Platform
Link	https://islandsofhope.gr/
Keywords	Participatory planning, islands, local development

IDENTIFICATION

Type	Case (plan, program, project etc.)	X	Stakeholders involved	Public institutions	
	Method / Tool			Private sector	X
	Organisation			Civil society organisations	X
	Legal framework			Knowledge institutions	
	Other			Public or grassroots movements	
				Other	NGO	X

Policy field	Urban planning		Timeline	Start date	Feb. 2021
	Mobility			End date	Oct. 2021
	Tourism				
	Other	X		On going	
				Completed	X

Spatial level	National				
	Regional			Limited	X
	Local	X		Repeated overtime	

CONTENT AND RESULTS

Purpose and context
Islands of Hope is a project that aims to support the people of Samothrace to collectively express their challenges and desires and formulate a proposal for a hopeful and sustainable future for their island. The program attempted to challenge the prevailing logic and to emphasize the importance of approaching small islands on their own terms. Also,
It tried to highlight insularity as a unique opportunity to look for alternative development paths based on criteria of sustainability and social well-being.

Problems and challenges
The problems and challenges identified included:
- The development course of small islands is not decided on by their inhabitants.
- The absence of culture for structured dialogue creates problems in public consultation.
- The institutional ambiguity and complexity often lead to resignation from participation.

Organizing, Supporting and Funding Entities
Islands of Hope is part of the Civic Europe programme, which supports local ventures, organizations, and individual initiatives, aimed at social cohesion and the active participation of citizens in democratic tical processes, in central, eastern and southern Europe. The Civic Europe

program is implemented by the organizations MitOst and Sofia Platform and funded by the Stiftung Mercator. In Samothraki, the Islands of Hope program was organized by the European Village, in collaboration with the Sustainable Samothrace association.

Process (including participant recruitment & selection) and Interaction/Participation (including methods/tools used
The process that was followed in Samothrace included:
- Operation of a social meeting place
- Training in innovative communication techniques
- Establishment of specific days of collective action
- Conducting an opinion survey by electronic means
- Participatory mapping
- Decentralized actions throughout the region of the island
- Children's interactive workshop in the Primary School building

Outcomes, Effects and Lessons Learned
At the end of the Island of Hopes Programme a number of very useful findings were identified:
- The physiognomy of Samothrace today.
- How the residents of Samothraki see their island today.
- How the residents see the future of tourism in Samothraki.
- What are the projects that they believe would improve their lives.
- Their view on the proposed wind farm and alternative energy sources.

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3.3.4. Neighbourhood initiative Alexandrou Svolou

COUNTRY	Greece	
CASE STUDY CODE	Greece_Good Practice_O.09_04	
MAIN INFORMATION		
Title	Neighbourhood initiative Alexandrou Svolou	
Location	Thessaloniki	
Responsible Authority	-	

Link	https://geitoniaalexandrousvolou.wordpress.com/ https://www.facebook.com/geitonia.svolou/
Keywords	Neighbourhood; Initiative; Public Participation

IDENTIFICATION

Type			Stakeholders involved		
	Case (plan, program, project etc.)	X		Public institutions	
	Method / Tool			Private sector	
	Organisation			Civil society organisations	X
	Legal framework			Knowledge institutions	
	Other			Public or grassroots movements	X
				Other	
Policy field					
	Urban planning	X			
	Mobility	X	**Timeline**	Start date	2013
	Tourism	X		End date	
	Other				
				On going	X
				Completed	
Spatial level					
	National				
	Regional			Limited	X
	Local	X		Repeated overtime	

CONTENT AND RESULTS

Purpose and context
- Enhance liveability and creativity in the neighbourhood
- Capitalize on collective knowledge and local capital
- Enhance neighbourhood identity and participatory culture
- Improve local quality of life and cultural expression
- Claim neighbourhood space and function
- Participate in decision making

Problems and challenges
The initiative started to support the neighbourhood and its residents and local business during the aftermath of the economic crisis. It should be noted that Alexandrou Svolou Street is a commercial street in the historical centre of Thessaloniki with numerous local shops and

apartment buildings and the usual problems related to central urban areas and the degradation of the quality of life and the environment. is ongoing and progress is currently being made. The direction and structure of the platform is useful and guidance for the user is provided.

Organizing, Supporting and Funding Entities
Organisation and funding: Self-organised and self-funded on a voluntary basis

Process (including participant recruitment & selection) and Interaction/Participation (including methods/tools used
In a period of three years different thematic focus groups in various neighborhoods as well as open events, campaigns public consultation and online information and communication have been applied to integrate public participation into the development of strategies and policies for urban resilience

Outcomes, Effects and Lessons Learned
Outcomes:

- Development of a pocket park with the support of a student project from the Aristotle University of Thessaloniki

- Cooperative initiatives to support the neighbourhood during crises (economic crisis, pandemic)
- Street festivals, awareness events, open discussions, cultural events
- Development of the local Memory Bank (https://www.facebook.com/groups/976031329226524) in cooperation with the Centre of History of Thessaloniki (Kentro Istorias Thessalonikis)
- Participation in social movement initiatives

Effects and lessons learnt:
"A main lesson learnt is that social transformation requires patience and does not happen over a day. It is a constant and tiresome daily effort to contact people with whom you disagree or agree and to find common ground based on dialogue" (G. Hatzinakos, member of the Initiative, translated from Greek from: https://www.avgi.gr/koinonia/448707_ena-astiko-peirama-sto-kentro-tis-thessalonikis)

Bibliography
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3.3.5. Special Urban Plan (EPS) in the area of the former Camp "Pavlos Melas"

COUNTRY	Greece
CASE STUDY CODE	Greece_Good Practice_O.09_05

MAIN INFORMATION	

Title	Special Urban Plan in the area of the former Camp "Pavlos Melas"
Location	Thessaloniki
Responsible Authority	Municipality of Pavlos Mel;as
Link	https://pavlosmelas.gr/eps-mppm-egkrisi/
Keywords	Urban plan; regeneration; metropolitan park

IDENTIFICATION	

Type	Case (plan, program, project etc.)	X	Stakeholders involved	Public institutions	X
	Method / Tool			Private sector	X
	Organisation			Civil society organisations	X
	Legal framework			Knowledge institutions	
	Other			Public or grassroots movements	X
				Other	

Policy field	Urban planning	X			
	Mobility		**Timeline**	Start date	2017
	Tourism			End date	08/2021
	Other				
				On going	
				Completed	X
Spatial level	National				
	Regional			Limited	X
	Local	X		Repeated overtime	

CONTENT AND RESULTS

Purpose and context

Approval of a Special Urban Plan for the former "Pavlos Mela" Camp in Stavroupoli (Municipality of Pavlos Melas), with a total area of 345,907,50 sq.m., specifying land uses, building conditions, and restrictions, to function as a Metoprolitan Park with the potential of reusing existing buildings.

The Special Urban Plan calls for public green spaces to cover more than 90% of the total area, while 26 buildings in the former camp will be preserved for permitted uses such as education, small sports and cultural facilities, public gathering areas, offices, recreation, shops, small-scale trade show facilities, catering, small professional workshops, and tourist accommodation.

Problems and challenges
- Preservation of the built and unbuilt landscape
- Promotion of greenery
- Land use organisation
- Incorporation of bioclimatic planning principles
- Improvement of quality of life

Organizing, Supporting and Funding Entities

Municipality of Pavlos Melas

Process (including participant recruitment & selection) and Interaction/Participation (including methods/tools used

Public entities and the general public participated in integrated strategic planning and consultation processes that preceded the actual development of the special urban plan. Meetings of local and municipal councils, the Municipality's consultation committee, and informative events were arranged. Additionally, opinions may be submitted at City Hall or through a link on the Municipality of Pavlos Melas website. The competent services of the

Municipality documented, investigated into, and evaluated all viewpoints before submitting the final plan to the municipal council, which was taken into consideration when the special urban plan was created. Subsequently, the institutionalized process of Strategic Environmental Assessment was employed.

Outcomes, Effects and Lessons Learned
- Citizens engagement
- Consensus building
- Statutory urban plan as a final product
- Creating the ground for the former camp regeneration

Bibliography
n.a.

4. Conclusions

The overview of participatory planning practice in Greece highlights both the significance of public participation and participatory planning for decision making, and the gaps in the implementation of participatory processes in planning practice across disciplines. Moreover, the responses from the survey stress the potential of digital tools for allowing a higher outreach of the public participation activities, either formal or informal. It is also made clear that digital participation, apart from centralised public consultation platforms, is based on the initiative of the corresponding planning authorities.

Public consultation is part of some formal planning frameworks, such as the Strategic Environmental Assessment (SEA) and the Sustainable Urban Mobility Plan (SUMP), and development programmes, such as the Agricultural Development Programme and the LEADER/CLLD programmes. There is no general rule to include public consultation in all planning and development processes.

Apart from consultation, processes for further citizen engagement in decision making are rarely implemented and the wider public is seldom involved in co-designing and co-implementing activities. Even in the case that participatory activities are conducted, they are often seen just as formal obligations or public relations events or an opportunity for protest and conflict among local stakeholders. Overall, the culture of participation is not yet fully embraced by the planning and development framework in Greece.

In this context, it is important to introduce further public participation activities and streamline participatory planning as a systematic approach and a component of the formal spatial planning and development frameworks in all domains. A well-established and structured procedure is needed, managed by a capable and proficient administrator, that guarantees the establishment of networking, collaboration among stakeholders, and efficient data governance. Regarding the involved entities, the main recommendations deriving from the surveys are: The committtment and know-how of local authorities; the capitalisation on expert knowledge; the engagement of all stakeholders throughout the planning process; the information sharing and reaching out to the public using participatory approaches and tools. These approaches and tools should be suitable for the planning goals and the characteristics of specific target groups. Adequate resources, time and programming should be ensured for participatory processes and the integration of results into the final planning product. Public awareness and transparency is needed to train and gain the trust of society in the public participation processes.

Nonetheless, lessons can be learnt from the good practice and experience gained either within the formal planning framework or the local initiative. Especially in the case of local initiatives in Greece, public participation and cooperation was used to strengthen local bonds in order to address common challenges in social welfare and inclusion by capitalising on local knowledge and expertise.

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6. Annexes

Annex A: Questionnaire on-line forms

Annex A1: Questionnaire on-line form for the field of «Urban Mobility»

Annex A2: Questionnaire on-line form for the field of «Land Use Planning»

Annex A3: Questionnaire on-line form for the field of «Rural development and Planning»

Annex A4: Questionnaire on-line form for the field of «Tourism management and Planning»