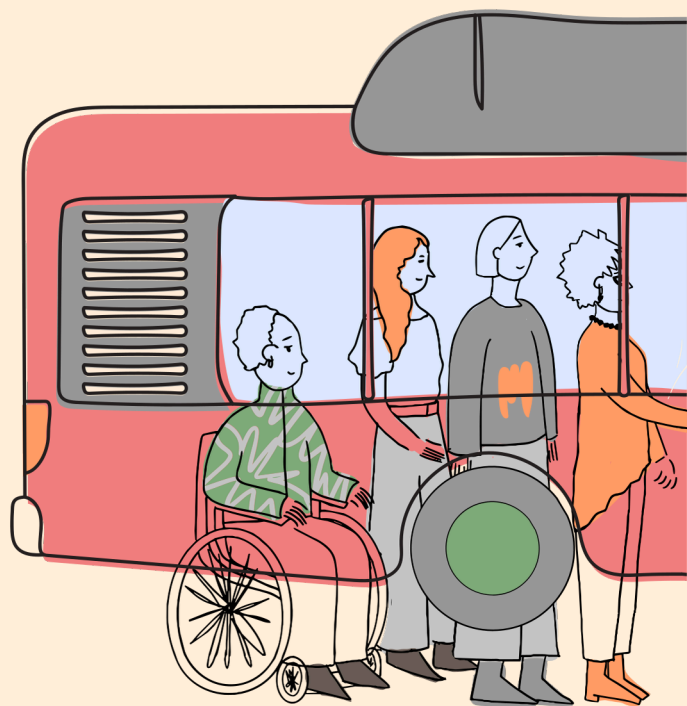


# Vilnius Citizen's Assembly

## RECOMMENDATIONS AND PROCESS REPORT

**SPREŠKIME  
KARTU!**

Kaip  
judėsime  
mieste?



VILNIUS

2025 m.

# Introduction

In 2025, Vilnius hosted its first **citizens' assembly** – a new democratic participation process in which **city residents selected by democratic lottery worked together to find solutions to improve mobility in the capital and encourage Vilnius residents to travel more often by public transport, on foot or by bicycle**. The assembly was initiated by Vilnius City Municipality to involve residents in decision-making and to shape a more sustainable future for the city.

Trust in institutions and the opportunity to influence public decisions are fundamental principles of democracy. More and more people in Lithuania and across Europe are expressing the need to be heard, especially on issues that affect their daily lives, such as transport, the environment, and urban planning. Citizens' assemblies are increasingly widely used tools for involving residents in policy-making and ensuring that decisions reflect diverse experiences and interests (Organisation for Economic Co-operation and Development, 2020).

**Mobility is one of the most significant challenges facing Vilnius.** The transport sector accounts for the largest share of the city's greenhouse gas emissions, and car dependency leads to congestion, air pollution, noise and reduced physical activity. For Vilnius to become climate-neutral by 2030, it is necessary to find convenient, accessible solutions for residents that enable them to travel more sustainably, regardless of where they live.

**In early August 2025, as many as 13,000 Vilnius residents received physical letters inviting them to register for the first Vilnius Citizens' Assembly.** The letters were sent to randomly selected addresses, with the number distributed proportionally among elderships based on their populations. Registration took place from 6 August to 7 September, and participants could register by phone or online. During this period, a total of 731 residents responded to the invitation and registered. Subsequently, as many as 43 assembly members were selected, 39 of whom participated in at least one session.

**The participants, ranging in age from 18 to 65+, represented a variety of life experiences and worked together for five days, eight hours a day.** During the assembly, they listened to presentations by 23 experts, discussed, and shared opinions and experiences. After approximately 40 hours of work, **the citizens' assembly prepared 24 recommendations for the Vilnius City Municipality.**

This document presents the final recommendations prepared by the residents of the first Vilnius Citizens' Assembly, the selection of participants and the assembly process. We hope that the first Vilnius Citizens' Assembly will contribute to creating more sustainable, convenient, and accessible mobility in Vilnius and strengthen residents' involvement in city governance.

All information about the Vilnius Citizens' Assembly can be found at:

<https://pasitarkime.vilnius.lt/lt-LT/folders/asambleja2025>

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## Glossary

<b>Citizens' assembly</b>	A group of citizens selected by democratic lottery to deliberate on public policy issues and make recommendations. It is composed according to demographic criteria to reflect the diversity of society and is convened for a significant period of time during which its members learn, familiarise themselves with information and opinions, and, with the help of facilitators, discuss a given topic (OECD, 2022).
<b>Democratic lottery</b>	A method of democratic governance in which participants are selected at random (by lot) from the entire citizenry or a representative sample in order to ensure equality, representation of the diversity of society, and to reduce the influence of elitism, interest groups and corruption; this method originated in ancient Athenian democracy and is used today in citizens' assemblies and deliberative democracy processes.
<b>Deliberative democracy process</b>	A democratic decision-making process in which citizens or their representatives, based on informed and reasoned discussion, mutual respect and listening attentively to different views, collectively deliberate on public policy issues with the aim of reaching a common agreement (consensus) among participants with different views and making well-founded decisions oriented towards the common good, rather than simply expressing pre-existing opinions through voting.
<b>Facilitator</b>	A neutral process leader who helps the group to communicate effectively, cooperate and pursue a common goal, ensuring that the discussion is structured, engaging and respectful, but without making decisions or expressing their opinion on the content under discussion.
<b>Assembly observer</b>	A person who does not participate in discussions or decision-making, but only observes the work of the assembly and does not interfere with it; the presence of observers makes the assembly process more open, accessible to a wider section of society and more transparent, but the observer does not perform any assessment or control function.
<b>Assembly evaluators</b>	Individuals or groups who analyse and evaluate the assembly process and decision-making, examining its effectiveness, participant engagement, the quality of decisions and the transparency of the process. Evaluators can provide feedback to organisers and the public, helping to improve future processes, but do not directly interfere in discussions or decision-making.

# 1. Team

The success of the first Vilnius Citizens' Assembly was due to the joint efforts of specialists from various fields, representatives of institutions, facilitators, volunteers, and experts. In this section, we present the main roles of the team and the people who contributed to the planning and organisation of the assembly, ensuring the work of the participants and the implementation of a high-quality process.

## Initiators and organisers

**Initiator of the assembly:** Mayor of Vilnius Valdas Benkunskas

### Project team

Beatričė Umbrasaitė – Advisor to the Chief Architect of Vilnius City Municipality

Indrė Ivanauskaitė – Mobility Expert at JUDU

Gabrielė Janilionytė – participation projects manager at Vilnius Development Company

Eglė Mickeliūnaitė – 4th-year sociology student at Vilnius University, intern at Vilnius City Municipality

Tomas Bičkauskas – 4th year student at the Institute of International Relations and Political Science at Vilnius University, intern at Vilnius City Municipality

## Advisory group of independent experts

The group of experts contributed pro bono to the creation of [an informational publication](#) for participants and the development of the training programme. The group consisted of:

- Assoc. Prof. Dr Rasa Ušpalytė-Vitkūnienė – Vilnius TECH;
- Dr Jonė Vitkauskaitė-Ramanauskienė – Kaunas University of Technology;
- Dr Kristina Gaučė – Gaučė ir Ko;
- Donatas Baltrušaitis – Urban Planner, Bauland;
- Nemunas Abukauskas – Ministry of Transport and Communications of the Republic of Lithuania;
- Dagnė Padegimė – Ministry of the Interior of the Republic of Lithuania;
- Indrė Ivanauskaitė – Transport Services Public Institution;
- Ieva Dzedulionienė – Vilnius Community Organisations Union;
- Ieva Česnulaitytė – Deliberative Democracy Expert at DemocracyNext.



Fig. 1. Volunteers, facilitators and organisers of the Vilnius Citizens' Assembly

## Expert speakers

Expert speakers gave thematic presentations to the assembly participants, introducing them to the main issues of sustainable mobility, urban planning, environmental and social aspects necessary for the preparation of informed recommendations:

- Prof. Dr Egidijus Rimkus – Vilnius University ([presentation slides and recording](#));
- Assoc. Prof. Dr Ieva Misiūnė – Vilnius University ([presentation slides](#));
- Assoc. Prof. Dr Rasa Ušpalytė-Vitkūnienė – Vilnius TECH ([presentation slides](#));
- Donatas Baltrušaitis – urban planner, Bauland ([recording and slides of the presentation](#));
- Dr Jonė Vitkauskaitė-Ramanauskienė – Kaunas University of Technology ([recording and slides](#)).

## Feedback group

The feedback group, consisting of specialists from the Vilnius City Municipality Administration and JUDU, provided comments on the draft recommendations by asking additional questions to the participants and evaluating the recommendations according to criteria such as relevance to the assembly's question, clarity, and compliance with the objectives of Vilnius City's strategic document, the Sustainable Mobility Plan. The feedback group consisted of:

- Laura Kairienė – Chief Architect of Vilnius City;
- Laura Gečaitė-Chaib – Infrastructure Group Advisor;
- Anton Nikitin – Sustainability Manager;
- Skirma Serbentienė – Head of the Strategic Planning Subdivision;
- Patricija Macijevska – Head of the Educational Environment Division;
- Ignas Valentinavičius – Advisor to the Chief Architect;
- Dovilė Mikalajūnė – Legal Group Representative;
- Indrė Ivanauskaitė – JUDU Project Manager;
- Marius Berulis – JUDU Mobility Expert.

## Evaluation group

Evaluators – Dr Rasa Bortkevičiūtė (Vilnius University, TSPMI) and Dr Ieva Petronytė-Urbonavičienė (Vilnius University, TSPMI) – monitored the quality of the recommendations, participated in public and working meetings, and prepared a study evaluating the assembly process and its impact.



Fig. 2. Meeting of the Vilnius Citizens' Assembly Feedback Group

## Mentors

DemocracyNext

The Vilnius Citizens' Assembly was implemented with methodological and strategic mentoring from the international DemocracyNext team of experts. DemocracyNext helped to ensure that the process met high international standards of deliberative democracy and best practices from cities around the world.

Mentoring was provided by:

- Ieva Česnulaitytė – Senior Advisor, DemocracyNext;
- James Macdonald-Nelson – City Programme Manager, DemocracyNext;
- Hannah Terry, City Programme Coordinator, DemocracyNext.

Their contribution included leading the training programme on organising assemblies, providing methodological advice on the design of the assembly, ensuring the application of international standards, recommendations on process transparency, and experience-based advice on the structure of the recommendations.

The mentoring was based on:

- [The OECD's international standards for good practice in assemblies;](#)
- [DemocracyNext's guide to organising assemblies: Assembling an Assembly Guide.](#)

Vilnius is also part of the DemocracyNext Cities Programme, an international network of cities implementing innovative models of citizen engagement. This programme is funded by the National Endowment for Democracy. In March 2025, DemocracyNext also organised training for assembly facilitators and organisers in Vilnius, led by WeDoDemocracy and funded by the Nordic Council of Ministers.

## Facilitators

The team of facilitators prepared the programme for the five assembly sessions, ensured the smooth running of the work, set clear daily goals, and created conditions for constructive discussions and the pursuit of consensus. Five facilitators worked at the assembly, namely:

- Gabrielė Janilionytė – Vilnius Development Company;
- Ugnė Balčiūnaitė;
- Rūta Lukošiušaitė – Kultūros dirbtuvė;
- Nikita Ščiupakov – Vilnius Development Company;
- Emilija Blaškevičiūtė.



Fig. 3. Facilitators of the Vilnius Citizens' Assembly

## Volunteers

Volunteers are residents of Vilnius who responded to a public call in August 2025 to become volunteers for the first citizens' assembly. The team took care of logistics, registration, participant support and the smooth running of the sessions. Volunteer team had the following members:

- Rasa Bražulienė;
- Jevgenij Romanenkov;
- Justas Jasevičius;
- Paulina Janušaitė – photographer;
- Jordi Bakker;
- Rūta Vitkutė;
- Vaiva Priudokienė;
- Edgar Vladimirenko;
- Neringa Lapytė;
- Vaiva Vinskaitė;
- Eleonora Vonsevicienė;
- Dainora Maziliauskienė.



Fig. 4. Volunteers of the Vilnius Citizens' Assembly

## Videographer

Videographer Deividas Autukas captured moments from the assembly and prepared a video report documenting the process.

## Observers

The observers of the assembly were independent observers who monitored the sessions but did not participate in the discussions or influence the decision-making process. Their participation is a common practice in citizens' assemblies, ensuring transparency and openness in the process and giving the public an opportunity to learn about the assembly's work. The following institutions and organisations responded to the invitation to observe the citizens' assembly:

### Universities

- Vilnius TECH
- Vilnius University
- Delft University of Technology (Netherlands)
- Adam Mickiewicz University (Poznań, Poland)

### Non-governmental organisations

- National NGO Coalition (Nacionalinė NVO koalicija)
- National Education NGO Network (Nacionalinis švietimo NVO tinklas)
- Transparency International Lithuania
- Development Cooperation Platform (Vystomojo bendradarbiavimo platforma)

- DemocracyNext
- NARA (Public organisation Dokumedija) – representatives of the media and civil society preparing a publication about the assembly.

### **Public sector**

- Vilnius City Municipality Administration
- Vilnius City Council
- Ministry of Social Security and Labour
- Chancellery of the Government
- Ministry of the Interior

### **Local communities**

- Elders, community representatives of the sub-eldership
  - Local community organisations
- Intergovernmental organisations
- Nordic Council of Ministers



Fig. 5. Observers of the Vilnius Citizens' Assembly

## 2. Foreword

### A word from the participants of the Assembly

The Vilnius Citizens' Assembly was a special experience for us and a shared journey that brought together people from very different backgrounds. Some of us were surprised to receive an invitation to participate, while others were initially sceptical. However, we all decided to accept this responsibility and devote our time, energy and efforts to finding solutions for the city of Vilnius together.

We came to the assembly with different experiences, opinions and habits – young and old, living in different parts of the city, using different means of transport. However, from the very first meetings, it became clear that we had a common goal. The goal wasn't just defending our immediate area; it was about seeing the entire city of Vilnius as one interconnected system shared by many different people and communities. During the assembly, we learned to listen, discuss and seek common ground. The discussions were lively, sometimes intense, but always conducted with respect and a desire to understand one another. For many of us, this process also became a personal journey – our attitudes changed, and we gained more confidence in the process itself and in residents' ability to discuss complex issues together and propose meaningful solutions.

When preparing our recommendations, we tried to think simply and practically: would the proposed solutions be convenient for people in their daily lives, and would they really make it easier to get around the city? It was important to us that the recommendations be broad, covering the entire city and addressing the needs of different residents, rather than focusing on isolated situations. The recommendations presented in this report are the result of joint, responsible and well-argued work. We believe they will be useful to Vilnius and its residents and will provide important insights into the city's decision-making process. We have carried out our work with confidence and hope – now we are passing the baton on to Vilnius City Municipality.

On behalf of the participants of the Vilnius Citizens' Assembly, Assembly participants:

*Vytautas, Božena,  
Greta, Gediminas and Liudas*



Fig. 6. A moment from the 5th session of the Vilnius Citizens' Assembly

## 3. Recommendations for the City of Vilnius

### Assembly question

**How can we ensure that Vilnius residents choose public transport, walk or cycle more often, regardless where they live?**

This question is answered by 24 recommendations prepared and voted on by the citizens' assembly participants. The recommendations are divided into the following topics:

1. Public transport
2. Urban planning and the "15-minute city"
3. Car parks
4. Community spirit and social inclusion
5. Walkability
6. Education
7. School planning and management
8. Bicycles
9. Connections (shared mobility network)

### The recommendations were developed according to zones

A territorial approach was applied when preparing the recommendations, as different parts of Vilnius have different urban structures, population movement patterns and infrastructure levels. The city is not homogeneous, so the same solutions may have different effects in different parts of the city. **Five territorial sections were identified: the Old Town, the city centre, apartment blocks, private housing estates and connections.** Connections were analysed separately because they serve as a common mobility network – they connect different parts of the city and ensure smooth movement between them.



Fig. 7. City zoning used in the recommendations

## Voting: how it worked and what the results mean

The final recommendations of the Vilnius Citizens' Assembly were approved **by anonymous voting** to ensure that participants were free to express their opinions and to avoid peer pressure. Participants voted on each recommendation by phone. Those without smartphones voted on computers provided for the purpose. The voting results were immediately visible to everyone on the screen.

A recommendation was considered adopted if it was approved **by at least 70%** of the assembly members who participated in the vote. This consensus threshold was chosen to ensure that the recommendations presented reflected broad support among participants rather than a simple majority.

Abstentions were not included in the calculation of the percentage of support. This means that **the percentage of support shows the ratio between those who voted "FOR" and those who voted "AGAINST" the recommendation.**



Fig. 8. Voting moment

## 1. PUBLIC TRANSPORT

### 1.1. Ring public transport (PT) connections

#### RECOMMENDATION 1.1.

**To reduce congestion in the city centre, introduce additional circular PT connections to existing PT routes (after analysing needs).**

#### Objective

In order to avoid having to travel through the city centre to reach a neighbouring district (the needs of residents must be taken into account before introducing additional connections), consider which means of transport are optimal for reaching the destination (by bus, train, bicycle, etc.).

#### Measures

- Perform an analysis of public transport flows and use it as a guide.

#### Functional city zones

- This recommendation applies to:
- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 24

Against: 1

Abstained: 3

Percentage of support: **96 %**

## 1. PUBLIC TRANSPORT

### 1.1. Ring public transport (PT) connections

#### RECOMMENDATION 1.2.

**The railway (Vilnius city and district) already exists, but we are not making sufficient use of it.**

#### Objective

Adapt the railway (in Vilnius city and district) to the needs of residents; social advertising is needed, e.g. to show that the modern railway is fast, convenient and modern (with high-speed internet!), so that people change their habits.

#### Measures

- Continue and implement a combined public JUDU ticket.

#### Functional city zones

This recommendation applies to:

- Connections (common mobility network).

#### Voting result

For: 23

Against: 4

Abstained: 1

Percentage of support: **85 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

### 2.1. Multifunctional buildings in the 15-minute city

#### RECOMMENDATION 2.1.

**To create a "15-minute city", new buildings in the old town, city centre and apartment blocks must be multifunctional and provide services to local residents.**

#### Objective

Currently, there is a lack of social services and commercial premises in new apartment blocks and the city centre. The aim is for residents to be able to reach the following within 15 minutes of their homes: educational institutions (schools, kindergartens), medical facilities, veterinary services, catering establishments, beauty services, retail chain stores, sports clubs, ATMs and pharmacies. Developers must be required to analyse residents' needs prior to public consultation. During the reconstruction of buildings in the old town, consideration should be given to adapting the first floors for social services and commercial activities in accordance with residents' needs and the building's capabilities.

#### Measures

- Require developers to conduct an analysis of residents' needs and to be guided by it, through additional requirements of the Building Technical Regulations (STR) or other legislation.

#### Functional city zones

This recommendation applies to:

0 Old Town;

- City Centre;
- Multi-apartment residential areas.

#### Voting result

For: 20

Against: 4

Abstained: 4

Percentage of support: **83 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

2.2. Restrict offices and shopping centres in the city centre and old town

### RECOMMENDATION 2.2.

**When planning a "15-minute city", it is necessary to limit the construction of offices and shopping centres in the city centre and old town, and encourage their development outside the centre.**

#### Objective

This recommendation is proposed in order to avoid increasing car traffic in the city centre.

We want building projects to fit in with the architecture of the city centre and old town so that car traffic doesn't increase.

#### Measures

- Compliance of building projects with the Law on Architecture.

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre.

#### Voting result

For: 22

Against: 4

Abstained: 2

Percentage of support: **82 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

### 2.3. Polycentricity in private residential neighbourhoods

#### RECOMMENDATION 2.3.

**Ensure polycentricity, i.e., apply the "15-minute city" rule in private residential neighbourhoods: wherever a person lives, they should be able to access all necessary services within 15 minutes by any means other than car.**

#### Objective

This recommendation is proposed to ensure polycentricity in private residential neighbourhoods and to enable residents to access all necessary services within a 15-minute walk. This would reduce car traffic in the city centre and encourage communities to come together in their neighbourhoods. Businesses would have the conditions to grow and develop.

For example, residents should be able to reach a children's playground within 200 m of their homes, a public transport stop within 500 m, and a community centre, school, nursery, medical facility, veterinary clinic, restaurant, beauty services, retail chain shops, sports club, ATM, a pharmacy.

#### Measures

- STR requirements;
- Submit proposals for changes to the Vilnius City Master Plan.

#### Functional city zones

This recommendation applies to:

- Private housing estates.

#### Voting result

For: 20

Against: 2

Abstained: 6

Percentage of support: **91 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

### 2.4. Green areas in apartment building courtyards, no new buildings

#### RECOMMENDATION 2.4.

**Do not build new structures in apartment building courtyards; instead, create green areas for common use in those locations.**

#### Objective

These areas will encourage mobility within a residential quarter, encourage residents to spend their free time more actively, and all of this will be achievable within 15 minutes. Buildings for infrastructure and education are necessary.

#### Measures

- Green islands should be created, e.g. with exercise equipment, children's and pet playgrounds, etc.

#### Functional city zones

This recommendation applies to:

- Private housing estates.

#### Voting result

For: 20

Against: 5

Abstained: 3

Percentage of support: **80 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

### 2.5. Development of business and commercial areas near the bypass

#### RECOMMENDATION 2.5.

## Build and develop business and commercial areas near the bypass.

### Objective

The majority of car traffic will be diverted from smaller streets in the city centre. To concentrate retail and business services in one location.

### Measures

- Build bicycle and pedestrian paths that would connect to neighbouring residential quarters, promoting multifunctionality at the neighbourhood level. Build public transport stops.

### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas.

#### Voting result

For: 21

Against: 3

Abstained: 4

Percentage of support: **88 %**

## 2. URBAN PLANNING AND THE "15-MINUTE CITY"

### 2.6. Local master plans, publication of 3D models

#### RECOMMENDATION 2.6.

### Local master plans should be prepared in Vilnius.

#### Objective

Local master plans must be coordinated with the local community to ensure that they meet their needs as closely as possible. New facilities must be integrated into the local infrastructure in a consistent and harmonious manner. This must be coordinated with strategic objectives.

#### Measures

- In addition to existing publicity measures, the municipality should involve the public more in the preparation of local and general plans by creating 3D models for display in places accessible to local residents.

#### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas.

#### Voting result

For: 22

Against: 2

Abstained: 4

Percentage of support: **92 %**

### 3. CAR PARKS

#### 3.1. Development of "Park & Ride" facilities

##### RECOMMENDATION 3.1.

### Increase the number of park-and-ride facilities in the city and municipality.

#### Objective

To reduce car traffic in the city centre.

#### Measures

- Install more (small) parking lots on the outskirts of the city centre.  
Integrate park-and-ride facilities into a unified public transport system.

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas.

#### Voting result

For: 25

Against: 0

Abstained: 3

Percentage of support: **100 %**

### 3. CAR PARKS

#### 3.2. Construction of multi-storey car parks in old neighbourhoods

##### RECOMMENDATION 3.2.

### Multi-level (multi-storey and/or underground) car parks and green areas.

#### Objective

Freeing up courtyards by converting them into green areas, pedestrian and bicycle infrastructure, and playgrounds, and moving cars to multi-storey car parks where possible.

#### Measures

- Involvement of communities in the planning of multi-storey car parks with municipal representatives;
- Conducting a needs analysis.

#### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas.

#### Voting result

For: 21

Against: 4

Abstained: 3

Percentage of support: **84 %**

## 4. COMMUNITY SPIRIT AND SOCIAL INCLUSION

### 4.1. Formalised route planning

#### RECOMMENDATION 4.1.

### Formalised route planning involving residents.

#### Objective

This will make public transport more responsive to residents' needs.

#### Measures

- JUDU creates a clear survey procedure that allows residents to express their need for new routes. A clear and formalised procedural mechanism covering the provision of information to residents and data collection by various means
- New routes should only be formed after coordinating the data provided by the municipalities and incorporating this data into the decision-making process
- Ensuring transparency by publishing information through various communication channels (e.g. municipal notice boards).

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment building areas;
- Private housing estates.

#### Voting result

For: 22

Against: 0

Abstained: 6

Percentage of support: **100 %**

## 4. COMMUNITY SPIRIT AND SOCIAL INCLUSION

4.2. Promoting the balance of connectivity through the involvement of elders and community representatives of sub-elderships in the planning of urban transport connections

### RECOMMENDATION 4.2.

**Suburban connections are not integrated, inconvenient, and not linked to the needs and expectations of local communities. Ensure the involvement of elders and community representatives of sub-elderships in the planning of urban transport connections.**

#### Objective

The involvement of elders and community representatives of sub-elderships in urban transport planning will enable the expectations and needs of suburban and residential quarters' residents to be met and will create a more harmonious transport ecosystem (all traffic participants). Balanced transport connections that promote alternative (more sustainable) means of travel. Expand the powers of elders and community representatives of sub-elderships, support and educational activities with local communities. Invite the city council members to remember where they come from and what they can do for the mobility of a respective residential area. Encourage dialogue with transport planning structures by listening to local residents' needs.

#### Measures

- Expansion of the powers of elders, joint meetings with council members and infrastructure developers: creation of activity centres (hubs), buses from car park stops to the city centre, etc.

#### Functional city zones

This recommendation applies to:

- Connections (shared mobility network).

#### Voting result

For: 20

Against: 4

Abstained: 4

Percentage of support: **83 %**

## 5. WALKABILITY

### 5.1. Convenient pavements, lighting, classification of paths

#### RECOMMENDATION 5.1.

**Optimal conditions for comfortable movement must be identified and implemented for pedestrians and users of micro-mobility devices between commercial and public facilities by improving pavements and lighting.**

**It is recommended that, when preparing construction projects within the city of Vilnius and its districts and financing them from the builders' and/or city budget, the repair and installation of pavements be ensured, taking into account the movement flows of residents.**

#### Objective

Why is this recommendation being proposed? The paths are in poor condition, there is no lighting, and the environment is untidy. What do we want to achieve? To create a safe and convenient environment for all residents, including people with disabilities. Conditions and exceptions: to make old apartment blocks more attractive to all residents.

#### Measures

- Municipal recommendations ([Recommendations for Pedestrian Access Projects \(2018\)](#));
- Identify the main flows of residents;
- Classify paths (similar to streets) into A, B, etc. levels;
- Improve priority paths and infrastructure;
- Accessibility of key locations;
- Integrate newly implemented projects into the existing infrastructure;
- Create new paths taking into account the habits of the population (new paths instead of worn paths).

#### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas.

#### Voting result

For: 23

Against: 2

Abstained: 3

Percentage of support: **92 %**

## 5. WALKABILITY

### 5.1. Convenient pavements, lighting, classification of paths

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- Municipal recommendations ([Recommendations for Pedestrian Access Projects \(2018\)](#));
- Identify the main flows of residents;
- Classify paths (similar to streets) into A, B, etc. levels;
- Improve priority paths and infrastructure;
- Accessibility of key locations;
- Integrate newly implemented projects into the existing infrastructure;
- Create new paths taking into account the habits of the population (new paths instead of worn paths).

#### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas.

#### Voting result

For: 23

Against: 2

Abstained: 3

Percentage of support: **92 %**

## 5. WALKABILITY

### 5.2. Standardisation of lighting and safety

#### RECOMMENDATION 5.2.

## Standardisation of lighting from the heights of buildings, pavements, and streets to ensure the safety of pedestrians with special needs.

### Objective

To facilitate the movement of persons with special needs and parents with prams. In the old town, people often bump into lighting poles standing in the middle of pavements or have to adjust their routes due to uneven surfaces.

### Measures

- Where possible, relocate lighting (e.g., to building walls) to free up pavements from lighting poles. Find alternative lighting suitable for pedestrians.
- Make the street and pavement the same height by ditching the “drive over and drive up” principle.

### Functional city zones

This recommendation applies to:

- The old town.

### Voting result

For: 19

Against: 4

Abstained: 5

Percentage of support: **83 %**

## 5. WALKABILITY

5.3. More convenient movement for people with disabilities, coordination of projects

### RECOMMENDATION 5.3.

**More convenient movement for people with disabilities and parents with prams on pavements and public transport. We recommend coordinating new projects with representatives of people with disabilities.**

#### Objective

The mobility needs of people with disabilities are not always taken into account when updating projects. Coordinate project implementation with representatives of people with disabilities, following the guidelines they have prepared.

#### Measures

- Continuous coordination of all projects with representatives of people with disabilities. The city centre should be accessible to everyone. Representatives of people with disabilities mentioned that they often encounter uneven heights, e.g. at public transport stops, where the designated spaces are blocked by other objects and drivers do not notice people with disabilities waiting.

#### Voting result

For: 24

Against: 2

Abstained: 2

Percentage of support: **92 %**

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

## 6. EDUCATION

**6.1.** Education in educational institutions on traffic rules and road safety

### RECOMMENDATION 6.1.

**Ensure the safety of all road users by improving and expanding education in educational institutions. This recommendation is most relevant in educational institutions, where children's safe traffic habits are formed.**

#### Objective

Include existing temporary projects, such as "Training for Cyclists" and other similar projects, in the modules of educational institutions as compulsory. Implement one-off projects on road safety, the use and importance of reflectors, and the rules for using alternative means of transport as a permanent feature in educational institutions. Regular visits by police or emergency medical service representatives to educational institutions emphasise the importance of road safety and the possible consequences of not complying with it.

#### Measures

- Continuous coordination of all projects with representatives of people with disabilities. The city centre should be accessible to everyone. Representatives of people with disabilities mentioned that they often encounter uneven heights, e.g. at public transport stops, where the designated spaces are blocked by other objects and drivers do not notice people with disabilities waiting.

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 26

Against: 1

Abstained: 1

Percentage of support: **96 %**

## 7. SCHOOL PLANNING AND MANAGEMENT

### 7.1. Analysis of school accessibility

#### RECOMMENDATION 7.1.

**JUDU shall conduct and submit an analysis of school accessibility: what means of transport are used and how many pupils arrive.**

#### Objective

To assess the current gaps and strengths in school accessibility, based on this:

- 1) improving accessibility by public transport, bicycle and on foot;
- 2) enabling schools to plan sustainable mobility plans more accurately.

#### Measures

- Qualitative and quantitative analysis using municipal and JUDU resources.

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 17

Against: 3

Abstained: 8

Percentage of support: **85 %**

## 7. SCHOOL PLANNING AND MANAGEMENT

### 7.2. Renovation and zoning of school territories

#### RECOMMENDATION 7.2.

## Renewal of school territories to improve network management.

### Objective

Territorial schools should be assigned by radius ("15-minute city") rather than by street network, as is currently the case.

Also, to reduce cases of system abuse, a property or rental agreement should be presented when registering children for school (this will reduce registrations by friends).

### Measures

- The Education Environment Department of the Vilnius City Municipality is implementing the necessary changes.

### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 17

Against: 3

Abstained: 8

Percentage of support: **85 %**

## 8. BICYCLES

### 8.1. Development of bicycle storage facilities in the city

#### RECOMMENDATION 8.1.

**Significantly increase the number of bicycle storage facilities in apartment building courtyards. Install new storage facilities throughout the city. A storage facility at every apartment building is a long-term goal. Implement modern storage solutions, such as bicycle racks that secure both wheels and the frame.**

#### Objective

People will be able to store their bicycles safely and conveniently. The use of bicycles in the city will increase significantly.

#### Measures

Seek to use EU funds through project implementation. Mandatory storage facilities in apartment buildings under construction through legal regulation.

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas.

#### Voting result

For: 24

Against: 0

Abstained: 4

Percentage of support: **100 %**

## 9. CONNECTIONS (COMMON MOBILITY NETWORK)

### 9.1. Change in attitude towards alternative mobility

#### RECOMMENDATION 9.1.

### Change people's attitudes towards alternative mobility through various measures.

#### Objective

The goal is to encourage people living in multi-apartment blocks choose alternative modes of transport more often and with greater confidence. We need to change established attitudes about public transport and alternative modes of transport, which are often perceived as unsafe, inconvenient, and uncomfortable.

#### Measures

- improving and upgrading stops – beautifully designed, landscaped, well-lit, safe, heated stops with route information.
- encouraging the private sector to offer various benefits to employees (compensation for season tickets, bicycle rental, etc.) to encourage them to commute to work without using a car.
- providing additional benefits to season ticket holders, e.g. discounts for museums, exhibitions, etc.;
- introducing an incentive for those who do not have a season ticket – every 10th ticket free or, alternatively, every 10th bicycle rental free; free public transport for senior citizens, schoolchildren and people with disabilities; discounts only for residents registered in Vilnius;
- promoting alternative modes of transport as healthy, convenient, fast and accessible through social networks, especially the most popular opinion leaders who have a positive influence on the younger generation;
- further developing the “30 days without a car” project or similar (following the app) and awarding prizes to the winners (museum tickets, exhibitions, opera and ballet theatre tickets, etc.).

#### Functional city zones

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas.

#### Voting result

For: 24

Against: 2

Abstained: 2

Percentage of support: **92 %**

## 9. CONNECTIONS (COMMON MOBILITY NETWORK)

### 9.2. Introduction of new rail transport

#### RECOMMENDATION 9.2.

**Based on the data from the studies conducted, introduce a new rail transport vehicle that would be most economically viable for Vilnius.**

#### Objective

To connect major social centres and transport hubs with destinations on the outskirts of the city. Vilnius residents would have more convenient transport options (e.g. light rail tramway) than cars. This type of transport can be expanded by reducing the number of lanes for cars.

#### Measures

- Expansion of lanes – as a first step in eliminating lanes designated for cars. The new public transport project must be included in the main city development plan and given the highest priority.

#### Functional city zones

This recommendation applies to:

- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 21

Against: 4

Abstained: 3

Percentage of support: **84 %**

## 9. CONNECTIONS (COMMON MOBILITY NETWORK)

### 9.3. Continuity of mobility promotion measures

#### RECOMMENDATION 9.3.

#### **Continue to implement the planned mobility promotion measures.**

##### **Objective**

The planned and implemented measures meet the population's needs, and their faster implementation is a necessary step towards promoting population mobility.

##### **Measures**

- Ensure the continuity of funding for the implementation of the plan.

##### **Functional city zones**

This recommendation applies to:

- The old town;
- The city centre;
- Multi-apartment residential areas;
- Private housing estates.

##### **Voting result**

For: 17

Against: 4

Abstained: 7

Percentage of support: **81 %**

## 9. CONNECTIONS (COMMON MOBILITY NETWORK)

9.4. Mandatory connections between suburban areas while maintaining mobility integrity

### RECOMMENDATION 9.4.

**Connections between suburban areas and the city centre are inconvenient or non-existent.**

#### Objective

Essentially, to ensure the residents' need to travel not only by car. Ensure the accessibility, safety, and speed of movement in other parts of the city by assessing and developing infrastructure across all modes of transport, and by creating conditions for its development.

Based on the study's data (JUDU presentation) on the accessibility of suburban areas, propose clear measures to develop more diverse transport. Designers and developers must also ensure the transport infrastructure.

#### Measures

- The legal obligations of local authorities are focused on the integrated design and development of new residential areas and quarters.

#### Functional city zones

This recommendation applies to:

- Multi-apartment residential areas;
- Private housing estates.

#### Voting result

For: 20

Against: 4

Abstained: 4

Percentage of support: **83 %**

## 9. CONNECTIONS (COMMON MOBILITY NETWORK)

### 9.5. Old Town transport policy (ring road, low-pollution zone)

#### RECOMMENDATION 9.5.

#### Transport organisation in the old town.

##### Objective

To reduce the number of polluting cars. To maintain the trend of reducing car traffic. To continue and improve the current policy.

##### Measures

- Maintain loop traffic and tighten its organisation. Maintain current parking fees. Maintain the number of parking spaces without increasing it. Continue the pedestrian priority policy in the old town. Expand the low-pollution zone between Šventaragio St., Maironio St., M. Daukšos St., Pylimo St. and Gedimino Ave.

##### Functional city zones

This recommendation applies to:

- The old town.

##### Voting result

For: 20

Against: 3

Abstained: 5

Percentage of support: **87 %**

## 4. What is a Citizens' Assembly?

### Definition and objectives

A citizens' assembly is a group of residents selected by democratic lottery who work on a specific public policy issue for a certain period of time: they learn, discuss and make recommendations to decision-makers. Participants are selected according to demographic criteria to reflect the diversity of society – different ages, genders, places of residence, education, and experience. This allows decisions to be based on a broader perspective of society rather than narrow interests. A short film about the assemblies can be found [here](#).

The aim of the citizens' assembly is to involve residents in decision-making and policy-making and to help develop recommendations based on evidence, experience and arguments. Assembly members not only listen to experts but also share their experiences, evaluate diverse interests, and seek common solutions.

The first Vilnius Citizens' Assembly sought to answer how to ensure that residents choose public transport, walking, or cycling more often, regardless of where they live in the city.

### Global practice and why this method was chosen in Vilnius

Citizens' assemblies are used all over the world, from Ireland and the United Kingdom to Canada and France, as well as in neighbouring Poland, Latvia and Estonia. In these processes, residents examine complex social issues such as climate policy, transport, constitutional changes and urban planning. Citizens' assemblies are rapidly becoming an important tool for democracy, helping to increase trust in institutions and ensure public involvement in decision-making and policy-making.

This method was chosen in Vilnius because:

- mobility issues directly affect all city residents;
- decisions require compromises between different interest groups;
- the municipality seeks to increase resident involvement in decision-making processes;
- it is important for the city to pursue climate neutrality goals and reduce pollution from motorised transport.

Citizens' assemblies combine expert knowledge with residents' experiences, thereby producing more informed and socially acceptable recommendations.

## European cities where assemblies are part of local government

The map shows European cities where, according to 2025 data, citizens' assemblies are held regularly or have been institutionalised and incorporated into local government functions. Each city, adapting to local conditions, creates its own framework for organising regular assemblies. Some city governments have separate secretariats whose job is to prepare assemblies and then manage the implementation of recommendations. In other cities, municipal administrations hire external experts and non-governmental organisations to organise and facilitate citizens' assemblies.



Fig 9. European cities where citizens' assemblies are held regularly. Based on information provided by DemocracyNext.

## Assembly principles: inclusiveness, equality, independence

The Vilnius Citizens' Assembly process is based on the fundamental principles of deliberative democracy:

**Inclusivity.** Participants are selected to reflect the city's population diversity, and the process is organised so that everyone has the opportunity to express their opinion and contribute to the formulation of recommendations.

**Equality.** All participants have an equal voice and an equal opportunity to participate in the process, regardless of their experience, status, or competence. The role of the facilitators is to ensure a safe, respectful and constructive environment for discussion.

**Independence.** The information provided to Assembly participants is prepared by a group of independent experts to ensure its neutrality and factual accuracy. Experts provide data, analysis and different perspectives, but do not shape participants' decisions.

These principles enable the creation of a transparent, reliable and representative process in which decisions are made on the basis of knowledge, discussion and consensus.



Fig. 10. A moment from the Vilnius Citizens' Assembly

## 5. Selection of Participants

### 5.1. Selection methodology and random sampling

Participants in the Vilnius Citizens' Assembly were selected using the democratic lottery principle, an internationally recognised method that allows the formation of a representative group of residents that reflects the city's diversity. The selection took place in two stages.

In the first stage, in August 2025, letters were sent to the home mailboxes of **13,000 randomly selected addresses in Vilnius**, inviting them to participate in the assembly. The invitations were sent to people living in various city eldership, regardless of their social, demographic or economic characteristics.

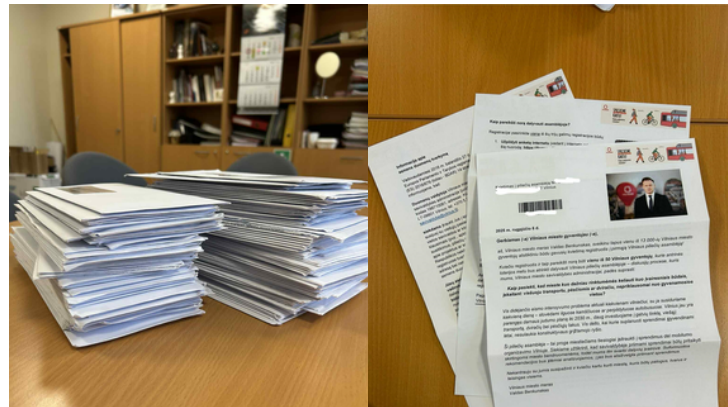
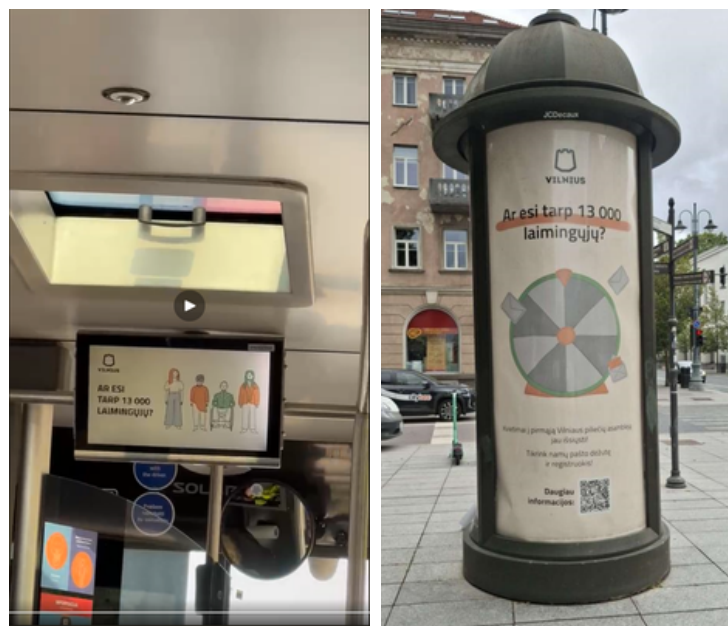


Fig. Letters sent at random with the mayor's invitation to register to participate in the citizens' assembly.

When the letters were sent out, outdoor advertisements could be seen around the city, inviting Vilnius residents to check their home mailboxes for a letter inviting them to register for the citizens' assembly.



A total of **731 residents**, or about **5.6% of those invited**, responded to the invitation and registered to participate. This response provided a sufficient basis for forming a representative assembly group.

In the second stage, registered residents were divided by socio-demographic indicators, and participants were selected from each group by random sampling. This ensured that the final composition of the assembly reflected Vilnius residents' structure as accurately as possible.

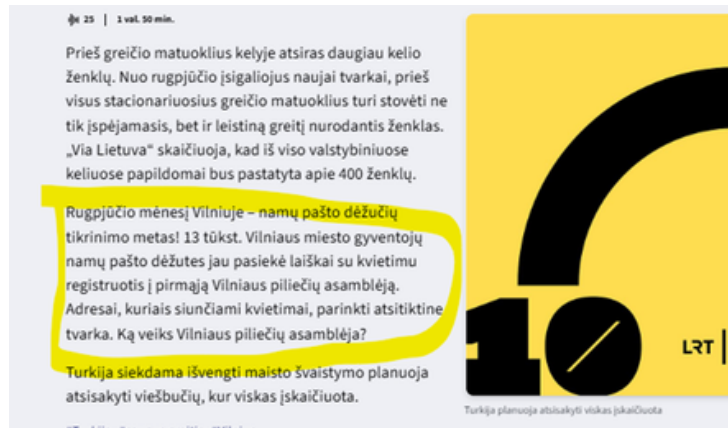


Fig. 12. Advertisement inviting Vilnius residents to check their home mailboxes

## 5.2. Demographic criteria

Secondary participant selection was carried out according to six main criteria:

- gender;
- age;
- ethnicity;
- education;
- place of residence;
- the most frequently used means of transport for daily travel.

These criteria were chosen to include diverse experiences and ensure that the assembly's recommendations reflect the needs of various population groups, which are particularly important for the topic of mobility.

## 5.3. How representativeness was ensured

Based on six socio-demographic criteria, **54** residents were selected by lottery from among 731 registered residents. Each of them was contacted by telephone. **Of the 54, 43 agreed to participate in the assembly, and ultimately 39 did.**

The 43 people who agreed to participate in the assembly are like a "micro Vilnius", reflecting the diversity of the city's population. Below is a comparative table showing the participants who agreed to participate in the assembly and the socio-demographic indicators of the city of Vilnius.

<b>Assembly participants Total: 43</b>	<b>Vilnius city residents (data as of 11 August 2025) Total: 635,381</b>
<b>Gender</b>	
55% women 44% men	52% women 48% men
<b>Age</b>	
12% aged 18-29 years old 33% aged 30-45 years old 19% aged 46-55 years old 12% aged 56-64 years old 26% aged 65+ years	14% aged 18-29 years old 34% aged 30-45 years old 16% aged 46-55 years old 14% aged 56-64 years old 22% aged 65+ years old
<b>Nationality</b>	
Lithuanian: 81% Belarusian: 7% Ukrainian: 5% Russian: 2% Other: 5%	Lithuanian: 83% Belarusian: 6% Ukrainian: 3% Russian: 3% Other: 5%

Assembly participants	Residents of Vilnius
<b>Place of residence</b>	
<p>Verkiai: 12% Pašilaičiai: 7% Žirmūnai: 7% Antakalnis: 7% Naujoji Vilnia: 5% Fabijoniškės: 2% Naujininkai: 7% Naujamiestis: 5% Pilaitė: 7% Lazdynai: 7% Šeškinė: 5% Old Town: 7% Justiniškės: 2% Karoliniškės: 2% Šnipiškės: 5% Vilkipėdė: 5% Žvėrynas: 1% Viršuliškės: 0% Rasos: 2% Paneriai: 2% Grigiškės: 2%</p>	<p>Verkiai: 9% Pašilaičiai: 7% Žirmūnai: 7% Antakalnis: 7% Naujoji Vilnia: 7% Fabijoniškės: 6% Naujininkai: 6% Naujamiestis: 6% Pilaitė: 5% Lazdynai: 5% Šeškinė: 5% Old Town: 4% Justiniškės: 4% Karoliniškės: 4% Šnipiškės: 4% Vilkipėdė: 3% Žvėrynas: 2% Viršuliškės: 2% Rasos: 2% Paneriai: 2% Grigiškės: 2%</p>
<b>Education</b>	
<p>Primary: 2% Basic (10 years): 7% Secondary (12 years): 19% Vocational: 19% Higher: 53%</p>	<p>Primary: 4% Basic (10 years): 6% Secondary (12 grades): 28% Vocational: 18% Higher: 45%</p>
<b>Most frequently chosen mode or means of transport for daily travel</b>	
<p>Private car: 51% Public transport: 26% Bicycle: 7% Walking: 14% Other: 2%</p>	<p>Private car: 50% Public transport: 27% Bicycle: 5% Walking: 15% Other: 3%</p>

## 6. Theme of the Assembly: Sustainable Mobility

Today, Vilnius faces significant mobility challenges that directly impact the daily lives of its residents, the quality of the environment, and the city's sustainability. The transport sector is the city's largest source of greenhouse gas emissions, accounting for about 40% of total emissions. In addition, traffic congestion in Vilnius is the worst in Lithuania, worsening air quality and increasing travel times.

### 6.1. Distribution of trips in Vilnius

A large proportion of Vilnius residents still use cars for daily activities, such as work, education, services, or leisure. As a result, the city faces traffic congestion, longer travel times and poorer air quality. Studies from 2022 show that fossil fuel-powered vehicles emit the most greenhouse gases in Vilnius. In other words, fossil fuel-powered cars are the biggest air polluters in Vilnius.

Distribution of daily trips in Vilnius according to the 2023–2024 survey data :

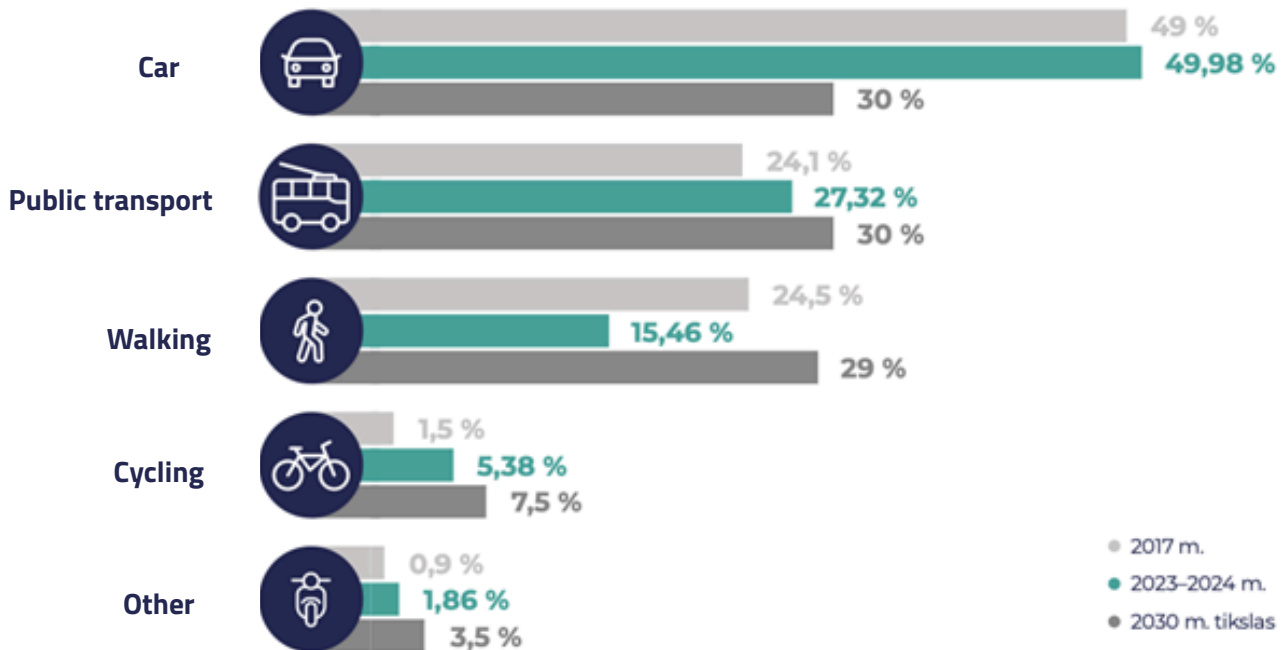


Fig 13. Travel habits of residents (2023–2024),  
 (Source: 2024 management report of the municipal company Susisiekimo paslaugos)

## 6.2. Why is change necessary now?

Mobility challenges are further exacerbated by the impact of climate change and Vilnius' commitment to becoming a climate-neutral city by 2030. According to [the Vilnius Sustainable Mobility Plan](#) prepared in 2018, by 2030, sustainable modes of transport – public transport, bicycles and walking – should dominate the distribution of daily trips in the city. By 2030, the city aims to ensure that daily journeys in Vilnius are made as follows:

30% by car;

30% by public transport;

30% on foot;

7% by bicycle;

3% by other means.

Reducing transport emissions, improving air quality, and creating more people-friendly streets are among the measures being taken to ensure a safe, healthy, and comfortable environment for all residents. Changes in mobility are also important for social justice – convenient transport must be accessible regardless of place of residence, income or physical abilities.

Therefore, Vilnius needs to find solutions that would help reduce dependence on cars, improve public transport and active mobility options, ensure more balanced infrastructure development and create a city that is convenient for everyone to move around.

The Citizens' Assembly invited residents to work together to shape the direction of these changes.

More information on the theme of the assembly can be found [in the information publication](#) of the Citizens' Assembly, which was distributed to assembly participants.



Fig. 14. Konstitucijos Avenue, Vilnius



Fig. 15. Information publication for assembly participants

## 7. Proceedings of the Assembly

### Session overview

The Vilnius Citizens' Assembly process consisted of an opening event, five thematic sessions (days) and a celebration to present the recommendations. During the first two sessions, participants familiarised themselves with the mobility situation in Vilnius, expert insights and the experiences of different social groups, and identified the main challenges. The third session was devoted to the formation of decision visions, while the fourth session focused on the creation, grouping, and refinement of recommendations to achieve clear, reasoned, and consensual formulations. The fifth session was devoted to final coordination and voting on the recommendations, and the entire process concluded with a formal ceremony to present the recommendations to the Vilnius City Municipality, held in the City Council Hall.

Each session is presented separately in the graph below.

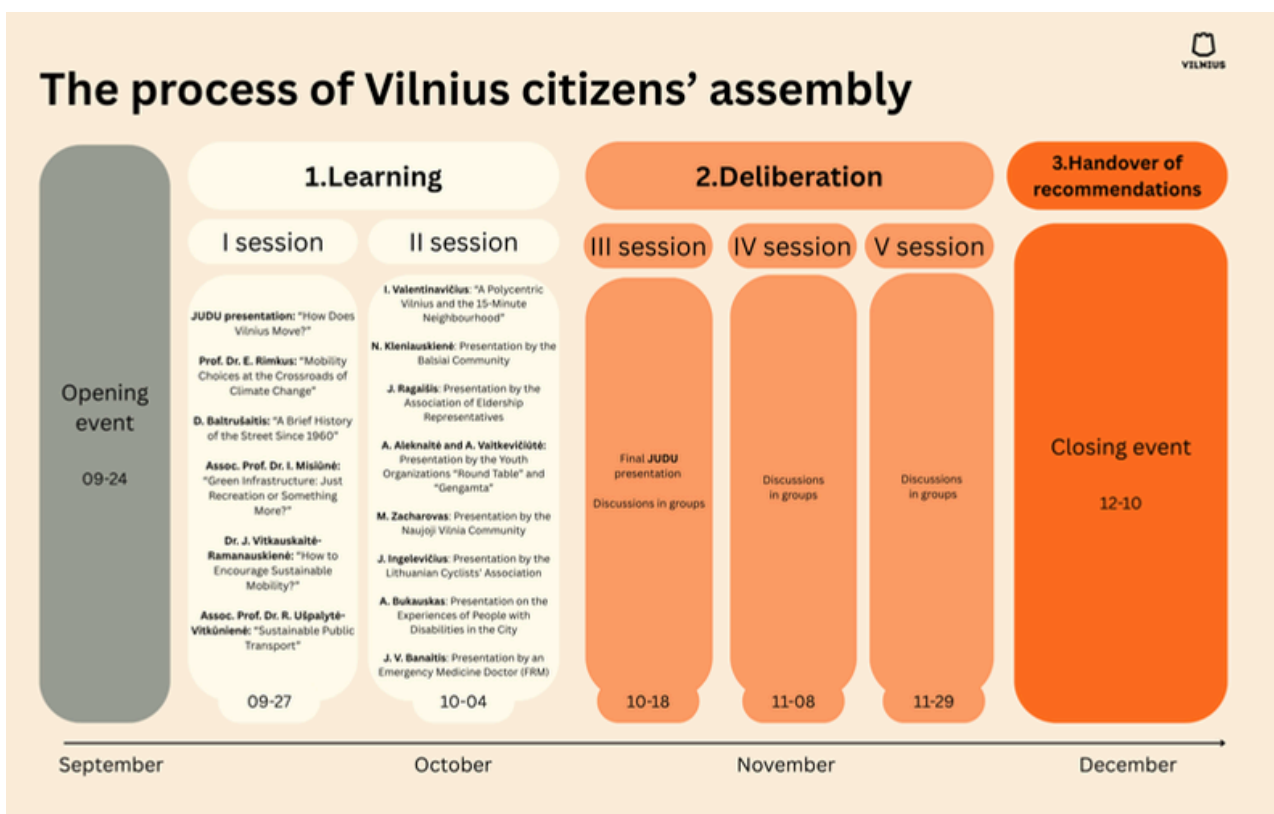


Fig. 16. Scheme of the Vilnius Citizens' Assembly sessions

## 7.1. Opening Event of the Vilnius Citizens' Assembly (24 September)



Fig. 17. The opening moment of the Vilnius Citizens' Assembly. Photo by Saulius Žiūra.

The Vilnius Citizens' Assembly began with an official opening and welcoming speeches. Participants were welcomed by Andrius Grigonis, Deputy Mayor of Vilnius City Municipality, Loreta Levulytė-Staškevičienė, Director of JUDU (Susisiekimo Paslaugos), and Laura Kairienė, Chief Architect of Vilnius City.

During the opening, participants got to know one another and learned more about the concept of a citizens' assembly, the principles of participant selection, and the course of future sessions. The main question of the assembly was also presented:

*How to ensure that Vilnius residents choose public transport, walk or cycle more often, regardless of where they live in the city?*

The entire assembly team, composed of facilitators, organisers, volunteers, observers, evaluators and experts, was presented during the event. At the end, the participants discussed working agreements and took the first steps in the joint assembly process.

## 7.2. Day 1: Mobility Situation and Expert Insights (27 September)



Fig. 18. A moment from the first session of the Vilnius Citizens' Assembly. Photo by Paulina Janušaitė.

The first session of the Vilnius Citizens' Assembly took place on 27 September. It began with a welcome and presentation of the day's agenda, during which the organisers introduced the overall process, principles and upcoming stages. The participants got to know each other again, reviewed the working agreements and discussed how to ensure a safe, respectful and inclusive discussion environment throughout the process.

Participants were divided into smaller groups to discuss the day's agenda and share their expectations and observations. These groups became a space for constant feedback and helped to ensure that all voices were heard, regardless of experience or courage to speak.



Fig. 19. Moments from the first session of the Vilnius Citizens' Assembly. Photo by Paulina Janušaitė.

## Informative part

During the session, participants were presented with an information publication on the mobility situation in Vilnius, key statistical indicators and the most pressing challenges. This was followed by statements from evaluators, and JUDU (Susisiekimo Paslaugos) presented a report entitled "How Does Vilnius Move?", which covered:

- the current mobility structure of the city;
- the state of public transport, pedestrian and bicycle infrastructure; key problems and goals;
- planned directions for promoting sustainable mobility.

This presentation provided participants with a general understanding of the situation and helped them prepare for further discussions.

## Expert presentations

Later, participants listened to presentations by experts from various fields:



**Prof. Dr Egidijus Rimkus**  
 "Slow Down or Speed Up? Mobility Choices at the Crossroads of Climate Change"  
[More](#)



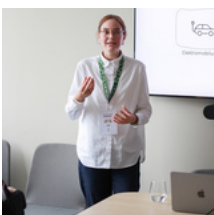
**Assoc. Prof. Dr Ieva Misiūnė**  
 "Green Infrastructure: Just Recreation or More?"  
[More](#)



**Assoc. Prof. Dr Rasa Ušpalytė-Vitkūnienė**  
 "Sustainable Public Transport"  
[More](#)



**Donatas Baltrušaitis**  
 "A Brief History of the Street from 1960"  
[More](#)



**Dr Jonė Vitkauskaitė-Ramanauskienė**  
 "How to encourage sustainable mobility"  
[More](#)



Fig. 20. JUDU team, photo by Paulina Janušaitė.

After each presentation, participants discussed in groups, asked questions and explored the information they had heard. This helped to form a common understanding of the mobility challenges in different parts of Vilnius and to prepare for the development of recommendations.

### 7.3. Day 2: Identifying mobility challenges (4 October)

The second session of the Vilnius Citizens' Assembly took place on 4 October and **was dedicated to better understanding the experiences of different social groups and identifying the main mobility challenges in the city.** During the session, participants listened to presentations by communities, young people, non-governmental organisations, and experts that provided a broader context for everyday mobility in Vilnius.

The session began at the Railway Museum, where participants were introduced to aspects of urban development and mobility. Speakers shared the experiences of their communities and organisations, presenting specific examples of solutions that work, challenges encountered, and areas that need to be changed the most.

#### A variety of experiences

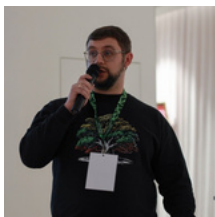
In the morning session, participants listened to the following presentations:



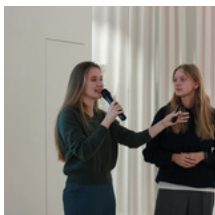
**Ignas Valentinavičius**  
 "The Polycentric City Strategy"  
[More](#)



**Neringa Kleniauskienė**  
 Chair of the Balsiai Community  
[More](#)



**Jonas Ragaišis**  
 Representative of the Vilnius City Elders Association  
[More](#)



**Vilnius Youth Organisations Union "Apskritis Stalas" and youth environmental organisation "GenGamta" (Augustina Aleknaitė and Anabela Vaitkevičiūtė)**  
[More](#)

These presentations helped participants better understand how different city residents experience mobility on a daily basis – from transport options, service availability and safety to infrastructure deficiencies in rapidly growing neighbourhoods.

## Train journey to Naujoji Vilnia



Fig. 21. Assembly participants travelling by train. Photo by Paulina Janušaitė.

After the morning presentations, participants travelled by train to Vilnius eldership called Naujoji Vilnia, where the second part of the day took place at the post-industrial event space Dūmų Fabrikas. The train journey was chosen as a practical experience, allowing participants to try out one of the forms of sustainable mobility and assess public transport accessibility in real conditions.

### At the eldership of Naujoji Vilnia, participants heard additional insights from:



**Maksim Zacharov,**  
representative of the Naujoji  
Vilnia community  
[More](#)



**Justas Ingelevičius,**  
representative of the  
Lithuanian Cyclists'  
Community  
[More](#)



**Adomas Bukauskas,**  
representative of the  
Lithuanian Union of People  
with Disabilities  
[More](#)



**Jono Vinco Banaičio**  
Physical medicine and  
rehabilitation physician  
[More](#)

These perspectives revealed how mobility issues affect different social groups differently, especially people living on the outskirts of cities or those with limited opportunities to move independently.

## Map of discussions and challenges



Fig. 22. The game of bingo, photo by Paulina Janušaitė.

The presentations were followed by a question-and-answer session, during which participants actively discussed and explored the most important issues with the speakers. Later, the work continued in groups, filling out “Challenges and Changes” sheets, which recorded the ideas, experiences and observations that had been heard.

This was followed by an interactive game of “Bingo”, which helped to reveal the participants’ common understanding of the challenges of mobility and to identify gaps – topics or aspects that had not yet been discussed but are important for finding solutions.

The second session of the assembly concluded with a film evening, during which participants watched short films from the International Cycling Film Festival. The short films creatively interpreted different modes of transport and their role in cities. This offered a creative perspective and encouraged reflection on mobility culture in a broader context.

## 7.4. Day 3: Start of the recommendation development process (18 October)

The third session of the Vilnius Citizens' Assembly took place on 18 October at Vilnius City Hall and marked a new stage in the process – the transition from gathering information and analysing mobility challenges to developing concrete solutions. The aim of the day was to begin formulating recommendations to encourage Vilnius residents to choose public transport, walk or cycle more often, regardless of where they live.

At the beginning of the session, participants reviewed the mobility challenges identified during previous meetings and discussed the principles that should guide the search for solutions. The organisers also presented the experiences of other European citizens' assemblies and introduced methods to avoid bias and ensure a reasoned, consensus-based outcome.

The day began with a presentation by JUDU (Susisiekimo Paslaugos, a public transport company) on the vision for mobility in Vilnius until 2050. The presentation covered the following areas:

- safer pedestrian and bicycle paths;
- the pursuit of climate neutrality;
- possible integration of new modes of public transport;
- improvement of city connections;
- creation of a more convenient and accessible public transport network.

After the presentation, participants had the opportunity to ask questions and discuss with experts in order to better understand the city's long-term plans and opportunities.



Fig. 23. JUDU company specialists. Photo by Paulina Janušaitė.

## Visions for different parts of the city

In the second part of the session, participants worked in groups to create mobility visions for five categories of Vilnius territories:

- City centre
- The Old Town
- Private housing estates



- Multi-apartment residential areas



- Connections between different parts of the city



Fig. 24. Moments from the Assembly. Photo by Paulina Janušaitė.

Each group identified priorities and solutions that could improve mobility in specific areas, ranging from safety and infrastructure to service accessibility and public transport convenience.

### Start of recommendation proposal

Based on the visions they had developed and the information gathered during previous sessions, the participants began to draft their first recommendations. The groups formulated specific problem definitions, possible solutions and the expected impact on residents.

This stage marked an important turning point in the assembly process – participants moved from listening and analysis to active decision-making, which became the basis for the final recommendations to the Vilnius City Municipality.



Fig. 25. Moments from the Assembly. Photo by Paulina Janušaitė.

## 7.5. 4-oji diena: Rekomendacijų tobulinimas ir detalizavimas (lapkričio 8 d.)



Fig. 26. A moment from the Assembly.

The fourth session of the Vilnius Citizens' Assembly took place on 8 November at Vilnius City Municipality and marked the transition to the most intensive stage of the process. On this day, participants not only continued to develop recommendations but also began systematically grouping, refining, and evaluating them according to the level of consensus.

The main goal of the day was to refine which proposals were worth developing further, which ones needed additional information, and which ones raised too many uncertainties.

### **Review of recommendations: from individual work to joint conclusions**

The most important part of the day was devoted to analysing the 67 draft recommendations developed during the third session. The process began with an individual review – each participant took time to quietly familiarise themselves with the recommendations and identify questions and comments.

This was followed by work in pairs, in which participants grouped the recommendations by topic, looking for repetitions, differences and specific elements. The aim of this stage was to understand where the recommendations overlapped and where clearer distinctions or additions were needed. Finally, the work moved to groups of three, where individual uncertainties were discussed, and a common logic was sought to formulate strong, well-argued recommendations.

### **The “traffic light” method: green, yellow, red**

In the afternoon, participants moved on to evaluating the recommendations according to the level of consensus achieved. Based on the forum principle, the recommendations were divided into three categories:

- Green** Recommendations the essence of which is clear and on which participants agree. These recommendations are ready for submission to the municipal expert group for review and feedback.
- Yellow** Recommendations that require additional clarification or information.
- Red** Recommendations that raise many unanswered questions and lack clarity or consensus. Such recommendations were postponed.

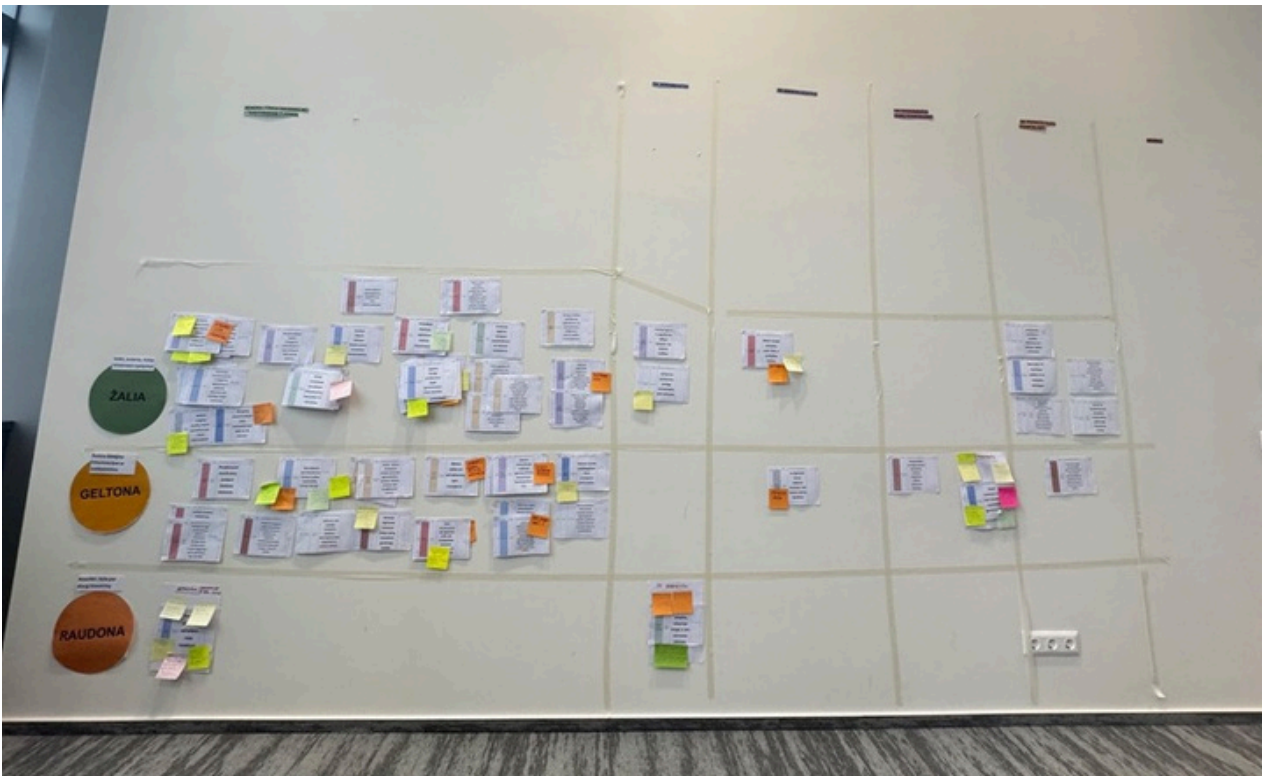


Fig. 27. The moment of applying the “traffic light” method

This stage of the assessment provided a clear picture of the areas where the recommendations are already sufficiently mature and those that still require more in-depth work.

### **Refining the recommendations and reviewing the overall picture**

At the end of the day, the participants returned to the recommendations, refining their wording and reasoning. With the help of facilitators, the participants worked on the structure, refinement, wording and clarity of the recommendations.

Finally, the entire room, both collectively and individually, read through the “green” recommendations to assess how close they were to reaching a consensus and which recommendations were ready for the final stage.

## 7.6 Day 5: Voting on the final recommendations (29 November)



Fig. 28. Group photo of the assembly participants and team after the final vote on the recommendations

The fifth session of the Vilnius Citizens' Assembly, held on 29 November, was a crucial stage in the process, marking the transition to the formulation of final recommendations and voting. The aim of the day was to ensure that all recommendations submitted to the municipality were clear, logical, well-argued and based on the general consensus of the participants.

### Refining recommendations in small groups

The day began with intensive work in small groups. Based on the feedback received from the municipality during previous sessions, the participants set about refining the recommendations. Particular attention was paid to reasoning – not only did the participants refine the wording, but they also clearly justified the recommendation's necessity and its impact on residents.

Each group sought to reach an internal consensus on the wording. During the discussions, the wording, structure and logical connections were refined so that the recommendations would be understandable to both experts and the general public.

Once the content had been finalised, the participants moved on to the technical stage, where the finalised wording of the recommendations was compiled into a digital format, following a uniform structure. All the texts were combined into a single document, allowing participants to familiarise themselves with the recommendations prepared by all the groups.

## Review of recommendations in small groups

With a common set of recommendations, the participants returned to reviewing them. This stage allowed them to:

- see the overall result of the work of the entire assembly;
- notice nuances in the wording;
- assess whether the recommendations met the quality criteria;
- ensure that sufficient consensus had been reached before proceeding to the vote.

### Formulation of final recommendations: the three-colour card method

After lunch, the most important part of the day took place – the final evaluation of the recommendations. Each participant received three cards of different colours, allowing them to express their position on each recommendation:

<b>Green</b>	I basically agree with the recommendation; it is clear, logical and acceptable without further amendments.
<b>Yellow</b>	A minor clarification of the wording is needed; once that is done, it could be fully endorsed.
<b>Red</b>	I fundamentally disagree with the recommendation; I cannot agree with this wording.

The discussion proceeded recommendation by recommendation: participants read the final wording, expressed their positions with cards and, where necessary, briefly justified their decision. In the case of yellow cards, a minimal correction was sought to reach a consensus.

### Voting on the final recommendations

At the end of the session, an official vote was held on the final recommendations. The final vote was conducted by telephone or computer. The results of the vote appeared immediately on a shared screen. Participants voted according to a pre-approved methodology, and the results showed the level of agreement reached on each recommendation.

This vote was the culmination of the citizens' assembly, highlighting the proposals that received the most support from participants and were forwarded to Vilnius City Municipality as final, reasoned and democratically formed recommendations.

## 7.7. Recommendation handover ceremony (10 December)

On 10 December, a formal ceremony was held to present the recommendations of the Vilnius Citizens' Assembly, symbolically concluding the entire process. During the event, the assembly participants presented the recommendations, carefully prepared over several months, and officially handed them over to Andrius Grigonis, Deputy Mayor of Vilnius.

During the ceremony, participants briefly reviewed the course of the assembly, highlighted the main challenges and achievements, and presented the most important recommendations and their significance for improving mobility in the city. The Deputy Mayor thanked the participants for their active involvement, time and responsibility, emphasising that the recommendations presented would become an important insight into the municipality's decision-making process.

The ceremony marking the submission of the recommendations concluded the work of the Vilnius Citizens' Assembly and marked an important step toward strengthening residents' involvement in shaping city policy.



Fig. 29. Moments from the ceremony to present the recommendations to the municipality. Photos by Saulius Žiūra.

## 8. Participant Experiences

The Vilnius Citizens' Assembly became not only an opportunity for participants to contribute to city decisions, but also a meaningful personal experience. Many of them emphasised that participation strengthened their trust in democratic processes, encouraged them to rethink their personal habits and allowed them to feel that everyone's voice can have a real impact.

*Participating in the Citizens' Assembly was an exceptional and very meaningful experience for me. Not only did it enrich my knowledge, but it also allowed me to feel that each of us can influence the city we live in.*

*It was important for me to hear different opinions – both from experts and other participants – and to work together to find solutions that could really improve the daily lives of Vilnius residents.*

*This assembly strengthened my belief that active involvement and dialogue between people and institutions can create a better, more honest and more open community.*

*Assembly participant*

Participants also emphasised the sense of community and inspiration that comes from working together with people from different backgrounds.

*Vilnius is truly a beautiful city! Let's do everything we can to keep it that way! Having participated in the assembly, I am sincerely glad that there are so many active people who care about the future of Vilnius. I hope that young people will also contribute more to the prosperity of Vilnius.*

*Thank you to the organisers and volunteers for your hard work!*

*Assembly participant*

Many participants emphasised personal growth and the learning process.

*Representing the needs of the city's residents was something new for me. This experience gave me new knowledge and helped me grow as a person. I also really liked that the activities maintained a balance between interactivity and theory.*

*Thank you again.*

*Assembly participant*

For some participants, the assembly became a natural continuation of their civic activism.

*I volunteer when I can; I organise events and participate in community activities, I always vote, so when I received an invitation to register for the Assembly, I didn't think twice! It was an opportunity for me to contribute and participate in making important decisions in the city.*

*Assembly participant*

For others, it was an unexpected but very valuable experience.

*When I registered for the Assembly, I didn't really believe I would be selected from among the many applicants, so I was surprised when I received the invitation. I honestly didn't know what to expect from the Assembly itself, its proceedings, or its results. The Assembly itself was very well organised, with every detail carefully thought out. The Assembly was an interesting learning journey that changed some of my thoughts and beliefs about mobility in Vilnius, and hopefully the meaningful, creative workshops will help improve mobility in the city.*

*Assembly participant*

Participants also shared critical, reflective insights about the process itself.

*At first, I was quite sceptical about the Assembly, but after the second day of work, I developed a strong sense of responsibility that stayed with me until the very last session. I got the impression that, with each passing day, more and more participants became more active and involved, even though the people were very different – which made the experience particularly interesting.*

*At the same time, I would like to mention what was missing: I would have liked to see more young people among the participants, and there was often not enough time for deeper discussions and for formulating proposals. In my opinion, a few extra working days would have been useful for a process of this scope.*

*Nevertheless, the overall experience was extremely positive. The very fact that such a citizens' assembly took place is very significant. I would like such processes to become the norm in Vilnius. Sincere thanks to everyone who organised and led the assembly.*

*Assembly participant*

These experiences reveal that the Vilnius Citizens' Assembly became not only a consultative process for participants, but also a space for dialogue, learning, and shared responsibility for the city's future.

## 9. Next Steps

### How the municipality will use the recommendations

The recommendations prepared by the Vilnius Citizens' Assembly will serve as a contribution to decisions on addressing mobility challenges in the city, based on the experience, arguments, and consensus of the residents. The municipal administration departments and subordinate institutions will evaluate the recommendations according to their competencies, analysing their feasibility, potential impact and links to the city's strategic documents and measures already in place.

The municipality aims to ensure that, as far as possible, the recommendations are not only discussed but also systematically integrated into the planning, budgeting and implementation processes.

Process of reviewing recommendations and making decisions

To ensure clear, consistent and transparent monitoring of the implementation of the recommendations, the following process is envisaged:

January 2026: review of the Assembly's recommendations by Vilnius City Municipality, preparation of a plan for the implementation of the recommendations.

February–March 2026: presentation of the implementation plan for the recommendations to the relevant municipal departments and companies, and public disclosure.

Monitoring the implementation of the Assembly's recommendations

The aim of monitoring is to ensure transparency, continuity and the opportunity for the public to follow how the recommendations of the citizens' assembly are translated into concrete actions.

Planned monitoring reports

1st monitoring report – March 2026

Approximately three months after the end of the assembly, the following will be prepared:

- a report on the implementation of the recommendations,
- a public summary,
- a presentation to the public.

Second follow-up report – December 2026

One year after the end of the Assembly, an addendum to the report will be prepared, which will present:

- an assessment of the use of the recommendations, an overview of the first signs of impact, and insights into further action.

### The importance of monitoring and accountability

Monitoring the implementation of the recommendations ensures that the Vilnius Citizens' Assembly is not a one-off project, but an ongoing process of democratic dialogue. This is an important step in strengthening residents' trust in the municipality and setting a precedent for future citizens' assemblies in Vilnius.

## Evaluation of the assembly

The entire process of the Vilnius Citizens' Assembly was monitored and evaluated by researchers from the Institute of International Relations and Political Science at Vilnius University, Dr Ieva Petronytė-Urbonavičienė and D. Rasa Bortkevičiūtė.

The following students from the Institute of International Relations and Political Science at Vilnius University contributed to the research on a voluntary basis: Gabija Januškaitė, Gerda Maračinskaitė, Motiejus Būta, Radvilė Kragnytė, Kotryna Kalinauskaitė and Matas Blažys.

The study aims to evaluate the design of the citizens' assembly organised by Vilnius City Municipality in 2025, the deliberative democracy process and the assembly's short-term impact, and to formulate recommendations to Vilnius City Municipality on the institutionalisation of deliberative democracy principles.

The study involves surveys of citizens' assembly participants, representative surveys of Vilnius residents, interviews with citizens' assembly participants, organisers and other stakeholders involved in the future application of deliberative democracy practices. The results of the evaluation will be presented in a report, its appendix, a summary and slides for decision-makers. The evaluation will be made available to the public.



Fig. 30. Evaluators of the Vilnius Citizens' Assembly: Dr Ieva Petronytė-Urbonavičienė and Dr Rasa Bortkevičiūtė.

Photo by Paulina Janušaitė.

## Annexes

This section contains additional documents and materials that supplement the Vilnius Citizens' Assembly process described in the report. The annexes provide a more detailed overview of the information presented by experts, the structure of the sessions, the feedback received from participants, and the working methods used by the facilitators.

- A. Information publication
- B. Agreements on how we will work together
- C. Session agendas
- D. Summary of reports by experts and community groups
- E. Design process methods used by facilitators

### A. Information publication

The information publication is a document prepared for the assembly participants that introduces the mobility situation in Vilnius, key statistical indicators, current challenges, and planned directions. The publication was used as a common factual basis for discussions and the preparation of recommendations.

[Information publication \(link\)](#)

### B. Agreements on how we will work together

Here are the common agreements reached by the participants of the Vilnius Citizens' Assembly and the facilitators at the start of the process. They defined how we will work together – the principles of communication, listening, respect, and responsibility we will follow to ensure a safe, equal, and constructive environment for cooperation and discussion throughout the assembly process.

Agreement	How it looks in practice
<p><b>Safe environment</b> We foster a safe space for sharing ideas.</p>	<ul style="list-style-type: none"> <li>• We respect the confidentiality of this space, i.e. we do not take or share photos that show the faces of participants.</li> <li>• We try to support each other and take each other's needs into account.</li> <li>• We keep the space tidy and return items to their designated places.</li> </ul>
<p><b>Diversity and equality</b> We respect differences in opinions, ideas and beliefs.</p>	<ul style="list-style-type: none"> <li>• We form working groups based on daily mobility choices, age and neighbourhood differences.</li> <li>• We listen and try to see the potential in ideas and the process of their formation.</li> <li>• We help and encourage participants who find it more difficult to speak or share their opinions aloud.</li> </ul>
<p><b>Respectful dialogue</b> We discuss issues in a reasoned manner, without pressure.</p>	<ul style="list-style-type: none"> <li>• We allow each other to finish our thoughts before taking the floor.</li> <li>• We allow each other to have no opinion on a particular issue.</li> <li>• We try to keep an open mind to different thoughts and opinions.</li> <li>• We have a signal and/or agreement on how to stop people who talk too long or stray from the topic.</li> <li>• We use respectful language.</li> <li>• When one participant is speaking, the others listen actively.</li> </ul>
<p><b>Community</b> We create an atmosphere of trust and support each other.</p>	<ul style="list-style-type: none"> <li>• We remember that we are all moving towards a common goal – if your suggestion is not relevant now, it may be valuable later.</li> <li>• During meetings, we try to sit in different places in order to get to know as many participants as possible.</li> <li>• We set aside time for socialising.</li> </ul>
<p><b>Transparency</b> We can clearly see how discussions are conducted and decisions are made.</p>	<ul style="list-style-type: none"> <li>• We create an open environment for asking questions if something is unclear.</li> <li>• We know what the plan for the day is and how we need to proceed in order to achieve its goals.</li> <li>• We share our needs with the facilitators.</li> </ul>
<p><b>Activeness</b> We get involved and participate in the process.</p>	<ul style="list-style-type: none"> <li>• We devote time to constructive and effective discussions, and help each other return to the topic if we stray from it.</li> <li>• We try not to use our phones and focus our attention on the assembly process.</li> <li>• We divide roles within the groups: timekeeper, facilitator, writer, reporter.</li> </ul>

## C. Session agendas

The session agendas outline the structure of each day of the Vilnius Citizens' Assembly, the main activities, topics and their sequence. They helped participants navigate the process, understand the purpose of each session and see how individual activities lead to the development of recommendations.

*24 September, 6.00-8.30 p.m.*

### OPENING OF THE VILNIUS CITIZENS' ASSEMBLY

#### Part I. Introduction (open to public)

**17:30** – Arrival and registration

**18:00** – Opening of the Assembly – welcoming speeches:

- Vilnius City Deputy Mayor Andrius Grigonis
- JUDU Director Loreta Levulytė-Staškevičienė
- Chief City Architect Laura Kairienė

**18:15** – Introductions

**18:30** – Presentation of the residents' assembly process and team:

- "Assembly 101: what and why?"  
Beatričė Umbrasaitė, Advisor to the Chief Architect of Vilnius City Municipality
- Presentations by the advisory group of independent experts to the citizens' assembly, assembly evaluators and other groups observing and organising the assembly

**19:15** – Break

#### Part II. Working activities (assembly participants only)

**19:30** – First steps in the Vilnius Citizens' Assembly

- Interaction and emerging issues
- General agreements
- Other organisational matters

**20:30** – Farewell circle and "See you on 27 September!"

27 September, 09.00 a.m. – 5.00 p.m.

## DAY 1 OF THE ASSEMBLY:

**Objective: to get acquainted, refine values, and learn**

### Part I. Morning

**08:30** – Arrival and registration

**09:00** – Opening, presentation of the day, introductions and general agreements

**09:40** – Overview of the information publication and evaluators' time

**10:55** – Break

**11:15** – Presentation by JUDU (municipal enterprise Susisiekimo paslaugos):

"How does Vilnius move?"

**12:15** – Lunch

### Part II. Afternoon

**13:15** – Group work, expert presentations:

- **Prof. Dr Egidijus Rimkus**, Vilnius University, Department of Hydrology and Climatology: *'Slow Down or Speed Up? Mobility Choices at the Crossroads of Climate Change'*
- **Assoc. Prof. Dr Rasa Ušpalytė-Vitkūnienė**, Vilnius TECH, Department of Roads: *"Sustainable Public Transport"*
- **Dr Jonė Vitkauskaitė-Ramanauskienė**, Kaunas University of Technology University, Faculty of Social Sciences, Humanities and Arts: *'How to Promote Sustainable Mobility?'*
- **Assoc. Prof. Dr Ieva Misiūnė**, Vilnius University, Department of Geography and Landscape Planning: *'Green Infrastructure: Just Recreation or More?'*
- **Donatas Baltrušaitis**, urban planner, head of Bauland: *'A Brief History of the Street Since 1960'*

**15:10** – Break

**15:35** – Group work: preparing insights and presentations for the forum

**16:45** – Summary and next steps

**17:00** – Farewell circle and "See you on 4 October!"

*4 October, 09.00 a.m. – 5.00 p.m.*

## **DAY 2 OF THE ASSEMBLY:**

**Objective: to understand and compile a list of challenges facing the movement, based on the experiences of representatives from various groups.**

### **Part I. Morning**

**08:30** – Arrival and registration

**09:00** – Opening and presentation of the day

**09:30** – Presentation of individual tasks

**09:35** – Presentation of the polycentric city

- Ignas Valentinavičius, Advisor to the Chief Architect of Vilnius City Municipality

**10:00** – Presentations of individual experiences by community representatives:

- Balsiai community
- Vilnius City Elders Association
- Vilnius Youth Organisations Union "Apskritas stalas" (VJOSAS)

**10:55** – Travel instructions and boarding the train

**11:12** – Train journey (Vilnius–Naujoji Vilnia)

**11:27** – Boarding at Dūmų fabrikas

**11:45** – Lunch

### **Part II. Afternoon**

**12:35** – Presentations by representatives of public associations

- Naujoji Vilnia City Community
- Lithuanian Union of People with Disabilities
- Lithuanian Cyclists' Community
- Healthcare representative

**13:25** – Break

**13:40** – Discussions with representatives of public associations in small groups

**14:30** – Break

**14:45** – Group work: grouping emerging challenges and necessary changes

**15:25** – Bingo of necessary changes in a joint round

**16:25** – Break

**16:35** – Next steps

**16:40** – Summary of the day, farewell circle and "See you on 18 October!"

**17:00** – Boarding the bus (Lelijų bus stop)

### **Part III. Movie night (optional, but encouraged)**

**17:10** – Movie night

**18:00** – Boarding the train

**18:15** – Train journey (Naujoji Vilnia – Vilnius)

*18 October, 09.00 a.m. – 5.00 p.m.*

## **DAY 3 OF THE ASSEMBLY:**

**Objective: to formulate a list of initial, draft recommendations for five topics:**

- 1) Private housing estates**
- 2) Multi-apartment residential areas**
- 3) City centre**
- 4) Old town**
- 5) Connections**

### **Part I. Morning**

**08:30** – Arrival and registration

**09:00** – Opening and presentation of the day

**09:35** – What is a recommendation?

**09:55** – JUDU presentation and group discussions with JUDU specialists

**11:00** – Break

**11:15** – Creating a vision in groups

**12:05** – Lunch

### **Part II. Afternoon**

**13:00** – Presentation of Part II

**13:10** – Stage 1 of drafting recommendations

**13:50** – Stage 2 of drafting recommendations

**14:10** – Stage 3 of drafting recommendations

**14:25** – Break

**14:45** – Stage 4 of drafting recommendations

**16:00** – Break

**16:10** – Stage 5 of drafting recommendations

**16:40** – Summary of the day, farewell circle and "See you on 8 November!"

*8 November, 09.00 a.m. – 5.00 p.m.*

## **DAY 4 OF THE ASSEMBLY:**

**Objective: To formulate recommendations for each of the discussed territorial sections (the old town, city centre, multi-apartment blocks and private house estates) and several general recommendations applicable to several territorial sections.**

**The recommendations formulated on this day will be forwarded to a group assembled by Vilnius City Municipality for feedback.**

**These are not final recommendations. At the end of the day, we will have three lists of recommendations: Green, Yellow and Red.**

### **Part I. Morning**

**08:30** – Arrival and registration

**09:00** – Presentation of the day

**09:25** – Second survey of evaluators

**09:50** – Review and grouping of draft recommendations

**10:30** – Break

**10:40** – Group work

**11:30** – Distribution of recommendations "Traffic lights"

**12:00** – Lunch

### **Part II. Afternoon**

**13:00** – Discussion of red recommendations

**14:00** – Refining the yellow recommendations

**14:40** – Break

**14:55** – Refining the yellow recommendations

**15:15** – Formulating the green recommendations

**16:15** – Review of recommendations and verification of consensus level

**16:40** – Closing of the day and farewell circle "See you on 29 November!"

*29 November, 09.00 a.m. – 5.00 p.m.*

## **DAY 5 OF THE ASSEMBLY:**

**Objective: After reviewing the feedback and using previous material to improve the recommendations in order to achieve higher quality, and voting separately to determine the level of support for each recommendation, form a group of volunteers for the presentation on December 10.**

### **Part I. Morning**

**08:30** – Arrival and registration

**09:00** – Opening of the day

**09:30** – Feedback group presentation

**09:50** – Refining recommendations in groups

**10:40** – Break

**10:50** – Refining recommendations in groups

**11:40** – Entering refined recommendations into computers

**11:55** – Review of recommendations in groups

**12:15** – Lunch

### **Part II. Afternoon**

**13:05** – Formulation of final recommendations

**14:00** – Break

**14:10** – Formulation of final recommendations

**15:05** – Break

**15:20** – Voting

**16:30** – Summary of the day

**16:40** – Evaluator questionnaire

**16:50** – Next steps, farewells and "See you on 10 December!"

*10 December, 6.00-8.30 p.m.*

## **VILNIUS CITIZENS' ASSEMBLY**

### **RECOMMENDATION TRANSFER CEREMONY**

**17:30** – Arrival and registration

**18:00** – Welcome speeches

- Deputy Mayor of Vilnius Andrius Grigonis
- Chief City Architect Laura Kairienė
- Representatives of DemocracyNext

**18:15** – Testimonials from assembly participants

**18:30** – Presentation of recommendations to the city

**18:35** – Vilnius Citizens' Assembly journey

**19:45** – Questions

**18:55** – Presentation of recommendations in small groups by topic

**19:25** – Congratulations, group photo

**19:30** – Informal communication

## D. Summary of reports by experts and public groups

Ekspertų ir visuomenės grupių pranešimų suvestinė – tai apibendrinta asamblėjos metu pristatytų ekspertinių įžvalgų ir skirtingų visuomenės grupių patirčių santrauka. Ji padėjo dalyviams matyti bendrą temų lauką, palyginti skirtingas perspektyvas ir naudoti šią informaciją kaip pagrindą diskusijoms bei rekomendacijų rengimui.

The summary of reports by experts and community groups presents the expert insights and experiences of different community groups presented during the assembly. It helped participants to see the common themes, compare different perspectives and use this information as a basis for discussion and the preparation of recommendations.

### **JUDU: “How Does Vilnius Move?”**

The JUDU team’s presentation outlines the company’s functions in the city and the main strategic mobility document for the city – the Vilnius Sustainable Mobility Plan, whose goals the city must achieve by 2030. The presentation also discusses upcoming city mobility projects and the principles of sustainable mobility planning.

→ [Presentation \(link\)](#)

### **Prof. Dr Rimkus: “Slow Down or Speed Up? Mobility Choices at the Crossroads of Climate Change”**

Climate change is real, measurable and gaining momentum. The year 2024 was the warmest on record, and the last decade was likely the warmest in the past 115,000 years. Lithuania is no exception: in 2024, the average annual temperature reached 9.5 °C, which is more than 2 °C higher than the average for 1991–2020. It is predicted that temperatures will rise even faster in the future, and changes in Lithuania could exceed 5 °C by the end of the century.

Scientific research clearly shows that the main cause of modern climate change is greenhouse gases (especially carbon dioxide) emitted by humans when burning fossil fuels. These gases trap extra energy near the Earth’s surface, causing major changes in the climate system.

Due to climate change, our summers are becoming hotter and our winters shorter. We are seeing more frequent heat waves, droughts, summer storms, heavy rains and floods. This is happening all over the world. Climate change has a significant negative impact on many areas, from agriculture to health care. However, we are not only feeling the direct effects. Climate extremes worldwide can destabilise social systems and heighten regional tensions. This leads to conflicts, which often trigger mass migration and disrupt supply chains.

To halt climate change, we need to significantly reduce greenhouse gas emissions. Undoubtedly, enormous efforts by the international community are necessary, but we also need to take action ourselves.

In Lithuania, most greenhouse gases come from transport. Nationwide, transport accounts for 30% of emissions, while in Vilnius this figure exceeds 40%. However, excessive use of polluting transport is not only about greenhouse gases, but also about air pollution, city traffic jams that waste our time, and the noise and visual pollution we often encounter when we open our home windows or look out.

However, we can change the situation. First of all, convenient, fast and low-pollution public transport, pedestrian and bicycle paths, and smart urban planning solutions would reduce the need to drive a car. By choosing environmentally friendly solutions such as electric vehicles, public transport or renewable energy sources, we reduce our dependence on fossil fuels.

The World Health Organisation emphasises that switching to public transport and active modes of transport – walking or cycling – not only reduces air pollution and accidents, but also improves the health of the population.

→ [Presentation \(link\)](#)

### **Donatas Baltrušaitis: “A Brief History of Streets Since 1960”**

Mr Donatas Baltrušaitis' presentation “A Brief History of Streets Since 1960” examines the evolution of streets in Lithuanian cities: from the Soviet-era planning adapted to cars to the creation of modern, people-oriented street spaces. Based on the concept of “Streets for All”, the presentation sets out to create safe, accessible streets that are convenient for all road users. The integration of green spaces into streets, the challenges of transformation and examples of good practice are discussed. Finally, the connection between the vision of the “15-minute city” and the structure of streets and transport is presented.

→ [Presentation \(link\)](#)

### **Assoc. Prof. Dr Misiūnė: “Green Infrastructure: Just Recreation or Something More?”**

Ms Ieva Misiūnė's presentation defines green infrastructure and discusses its benefits. Based on research-backed analysis and practical examples, it presents the importance of different types of urban green infrastructure for city dwellers' lives and their potential to address environmental pollution and other problems. The importance of green infrastructure for sustainable mobility is also discussed. Finally, the audience is introduced to a formula that allows them to quickly and easily assess the adequacy of green infrastructure in their environment.

→ [Presentation \(link\)](#)

### **Dr Vitkauskaitė-Ramauskienė: “How to Promote Sustainable Mobility?”**

The presentation will discuss mobility trends among Lithuania's population. It will highlight the environmental consequences of unsustainable mobility, such as noise and air pollution. The concept of sustainable mobility and the main paths towards its implementation will also be presented. It will then discuss the factors that determine mobility behaviour: socio-demographic, external, and internal (psychological). Emphasising the importance of socio-psychological factors, it will present different behaviour change techniques that can influence different internal factors. Finally, the sustainable mobility initiative “Move Green” will be presented, which combines various behaviour change techniques and the impact of the initiative on the participants' behaviour.

→ [Presentation \(link\)](#)

**Assoc. Prof. Dr Ušpalytė-Vitkūnienė: “Sustainable Public Transport”**

When a city reaches a size where it is impractical and undesirable for residents to travel on foot, another mode of transport is needed. In some cities, cycling becomes popular, in others, cars. The main mode of transport in medium-sized and large cities should be public transport. This mode of transport should be accessible to everyone, regardless of their physical health, age, or income. The main goal of public transport planning is to ensure that this service remains accessible and attractive to all residents. The easiest way to achieve this is by combining other modes of transport with public transport.

→ [Presentation \(link\)](#)

**The polycentric city of Vilnius and 15-minute neighbourhoods**

Presentation by Ignas Valentinavičius, Advisor to the Chief Architect of Vilnius City Municipality Administration, entitled “The Polycentric City of Vilnius and 15-minute Neighbourhoods”.

The presentation outlines the strategic direction of Vilnius city development – to strengthen local centres and create links between them.

A polycentric city structure is a model of city (or region) planning and development in which there is not one but several centres (nuclei) that perform important economic, social, cultural or administrative functions. In short, it is a city with several “core points” rather than a single dominant centre (monocentric city).

A polycentric urban structure can help to create:

- less traffic in the centre;
- greater accessibility of services in different parts of the city;
- balanced growth of different city districts;
- a strong local district identity.

→ [Presentation \(link\)](#)

**Announcement by the Vilnius City Elders' Association**

Jonas Ragaišis, representative of the Vilnius City Elders' Association, gave a presentation on the activities of the elders.

Elders are representatives of the community elected by local residents. Elders represent their elderships and decide on issues of concern to local residents during elders' meetings.

There are 21 elderships in Vilnius, which are further divided into 191 neighbourhoods.

The boundaries of Vilnius city elderships and sub-elderships are shown on a map in presentation.

→ [Presentation \(link\)](#)

### **Balsiai community report**

The announcement by Neringa Kleniauskienė, chair of the Balsiai community, is intended to present the challenges the community faces in choosing public transport for daily travel to the assembly participants.

Key points of Ms Kleniauskienė's announcement:

- the current number and frequency of buses is insufficient. There are 6 routes for ~16,000 residents;
- Currently, it is possible to travel from Balsiai to Ateities and Žalgirio streets without changing buses, which is not convenient for residents. To reach educational institutions, one or more transfers are required, which makes travelling by public transport difficult;
- When creating routes, specialists are advised to consult with the local community.

→ [Presentation \(link\)](#)

### **Youth Associations' report**

Report by Augustina Aleknaitė and Anabela Vaitkevičiūtė, representatives of the Vilnius Youth Organisations Union "Apskritasis stalas" and the youth environmental organisation "Gengamta".

The report highlights how young people use public transport, bicycles, walking, electronic micro-mobility devices and cars. It also identifies three main needs:

- to reach destinations quickly and conveniently through convenient public transport connections and by creating various functions in different areas of the city, not just in the centre;
- to offer affordable public transport tickets;
- to create a network of connected, safe and convenient bicycle and pedestrian paths.

→ [Presentation \(link\)](#)

### **Announcement by the Community of Naujoji Vilnia**

Announcement by Maksim Zacharov, representative of the Naujoji Vilnia City Community Association.

The presentation introduced the Naujoji Vilnia community's proposed vision for Naujoji Vilnia, highlighting the community's planned and implemented projects for walking, cycling, public transport (buses) and train travel.

→ [Presentation \(link\)](#)

### **Presentation on the mobility of people with disabilities in the city**

In his report "Ratuotas Mieste" (Wheeled in the City), Adomas Bukauskas shares the challenges faced by people in wheelchairs when moving around the city.

He draws attention to the current shortcomings of pavements, streets and public transport infrastructure in Vilnius. The presentation also includes suggestions and examples of possible solutions from other countries.

→ [Presentation \(link\)](#)

### **Report by the Lithuanian Cyclists' Community**

Report by Justas Ingelevičius, representative of the Lithuanian Cyclists' Community.

The report focuses on Category D streets, their design and connections to Category C and B streets, which are intended for car transit. The report emphasises that Category D streets should be designed as quiet streets.

Category D streets are local streets intended for access to residential buildings, auxiliary buildings or small-scale facilities. This is the lowest category of transport streets in Lithuania according to the classification in Technical Building Regulation TSR 1.01:2008 "Motorways" and Technical Building Regulation STR 2.06.04:2014 "Streets and Local Roads".

→ [Presentation \(link\)](#)

### **Report by a physical and medical rehabilitation doctor**

Report by Jonas Vincas Banaitis, physical and medical rehabilitation (PMR) doctor.

The report reviews the importance of an active lifestyle for health and how everyday choices, such as walking or cycling, can improve our physical and emotional well-being.

→ [Presentation \(link\)](#)

## E. Design process methods used by facilitators

During the Vilnius Citizens' Assembly, facilitation methods based on the principles of deliberative democracy and design thinking were used to help participants move consistently from receiving information to reflection, building a common understanding, and formulating concrete, reasoned recommendations.

The methods were chosen to:

- ensure equal participation and the visibility of different experiences; create a psychologically safe environment;
- structure discussions and reduce the risk of domination;
- allow a gradual transition from individual insights to collective decisions; create conditions for achieving consensus-based results.

### 1. Arrival and settling in methods

The process was initiated with methods that helped participants quickly "tune in" to the topic and space:

- Registration with an "arrival question" (e.g., what mode of transport did you use to arrive) – a thematic introduction from the very first minute.
- A map of "where you came from" – a visual representation of the diversity of the city and the geographical distribution of participants.
- "Who is in the room?" (participants, facilitators, observers, evaluators, volunteers) – a transparency method that reduces the "stranger" effect and strengthens the sense of security.

### 2. Group formation and psychological safety methods

The following were used to create a safe and open discussion:

- Icebreaker games based on personal experience (e.g., "favourite means of transport", "longest journey").
- Joint working agreements (rule creation) with personal commitment (initials left) – sharing of common norms and responsibilities.
- A "rising questions" board – a permanent "parking lot" for questions throughout the day, allowing uncertainties to be set aside and returned to later.

### 3. Methods of information assimilation and learning

Information was presented and integrated in a structured manner:

- Reading the information booklet (info kit): distribution of material → individual insights → group discussion → collection of questions.
- Expert presentations with structured question and answer sessions – allowing information to be immediately linked to participants' experiences.
- Rotation between experts and several cycles of presentations – ensuring that all participants hear different perspectives and can bring them back to their groups.

#### 4. Methods for structuring work in small groups

To ensure smooth and equal work:

- group roles were clearly assigned (time keeper, writer, presenter, internal facilitator);
- work was done in pairs, trios and quartets, allowing a transition from safe depth to common logic;
- colour coding was used according to sub-themes, helping to quickly distribute topics and logistics.

#### 5. Reflection methods

Regular reflection helped to reinforce learning:

- Individual written reflection ("What did I learn today?", "What is important for the assembly?", "What questions arise?").
- Meta-reflection/storytelling about the day, in which the facilitator summarised the "plot" of the day.
- Closing circle "in one word", strengthening emotional closure and community spirit.

#### 6. Methods for collecting and systematising insights

Insights were collected and processed consistently:

- Individual sticky notes "Challenges" and "Changes" throughout the day.
- Categorisation in small groups, giving the groups names.
- The BINGO forum method – creating a collective map that allowed us to identify repetitions, gaps and priorities.

#### 7. Vision creation methods

A consistent trajectory was applied when moving from analysis to decisions:

- Individual reflection → pair resonance → idea collage → group synthesis into a 1–2 sentence vision;
- Work according to territorial sections and connections, allowing for different city situations to be considered.
- The visions became the basis for draft recommendations.

#### 8. Methods for creating and refining recommendations

The following were used to improve the quality of the recommendations:

- iterative creation through rotations between tables ("cross-pollination" of ideas); the "Gallery" method (stops with a narrator and facilitated additions);
- silent review and individual reading, allowing noise to be reduced and the overall picture to be seen.

## 9. Methods for checking clarity and consensus

Before making decisions, clarity was checked:

- discussion of ambiguities in small groups, with unresolved issues recorded on sticky notes;
- the "traffic light" method (green-yellow-red) was used to assess the maturity of recommendations; the "Fishbowl" method was used for complex, controversial topics.

## 10. Finalising and voting on the final wording

The following methods were used in the final stage:

- the three-card method (green/yellow/red) for refining the formulations;
- anonymous digital voting on each recommendation;
- a reminder of the possibility of a minority statement, ensuring that the position of a significant minority is not lost.

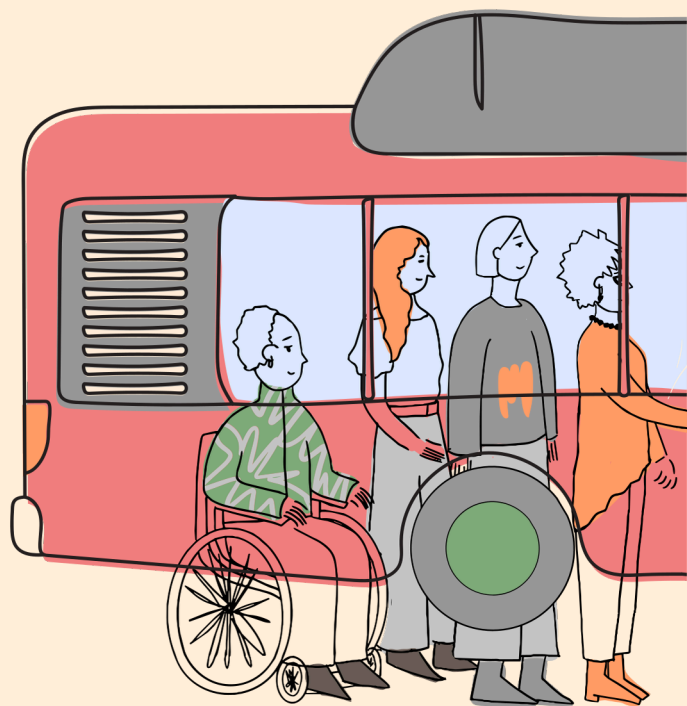
## Set of methods

The set of facilitation methods used ensured a consistent, transparent and inclusive process, allowing participants to move from individual experiences to collective decision-making and to formulate reasoned, democratically approved recommendations for Vilnius' mobility policy.

# Vilnius Citizens' Assembly

**SPREŠKIME  
KARTU!**

Kaip  
judėsime  
mieste?



**VILNIUS**

2025 m.