



The state of the art in urban mobility policies – new perspectives to identify factors that influence failure

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ABSTRACT

The analysis in public policies presented a high volume of publications in the last decade, especially for the theme of smart cities, related to the Sustainable Development Goals (SDG-2030). The diversity of studies stimulated the preliminary survey of the State of the Art to identify the stage of studies on the analysis of public policies for urban mobility, which indicated the predominance of research that reactively analyzes already implemented policies, addressing the themes of governance, centrality and results. The survey also delimited the emergence of new trends, to infer that the cultural phenomenon can become a determining and antecedent element to detect factors that influence the failure of public policies. Culture was defined as practices, habits and attitudinal behaviors, categorized as precedent, inertial and developed, to establish a transversal model of analysis of public policies of urban mobility. Based on the framework presented, a field test was carried out, through document analysis of a mobility policy in a Brazilian city, to detect factors of failure and resilience from cultural perspective. As a result, the factors in the inertial culture category are difficult to measure preventively, due to failures in mapping precedent cultural factors to foresee solutions. As a contribution, culture is inferred as essential for the proposition of analytical models and in public policy management plans.

KEYWORDS: Public Policies; Behavior; Mode of Transport.

1 INTRODUCTION

In the last decade, interest in public policies for urban mobility has increased exponentially, encouraged by the social benefits they can provide to local populations and by the advances made possible by research related to the Sustainable Development Goals (SDGs) and the planning of smart cities (FOTH; MANAUGH; EL-GENEIDY, 2013; ODS-BRASIL, 2022; ONU-BRASIL, 2018; VAN WEE, 2016).

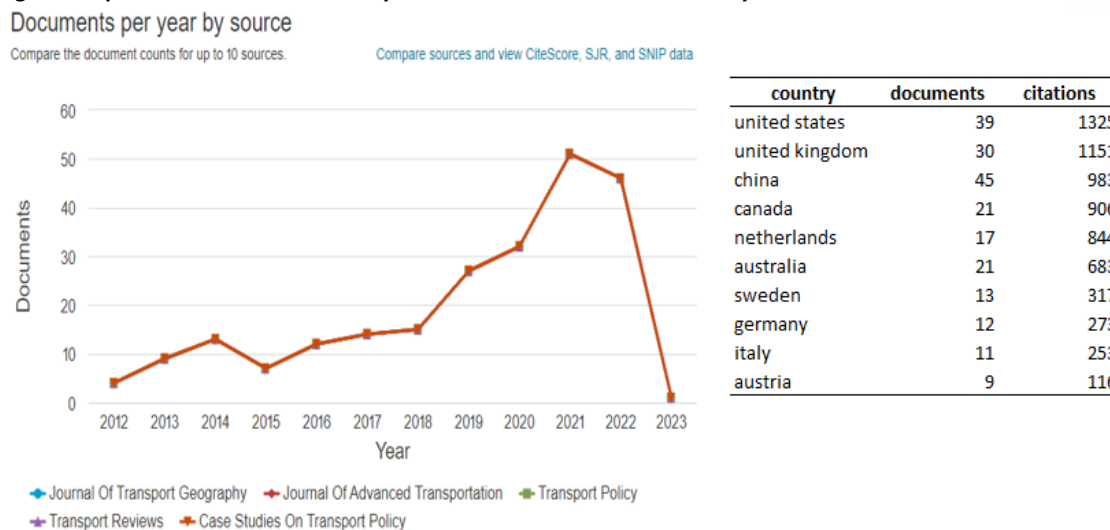
From the perspective of urban mobility, the encouraged use of bicycles also offers important physical benefits, in addition to favoring the construction of a new local culture and socio-environmental awareness (ODS-BRASIL, 2022; ONU-BRASIL, 2018). The growing interest in the subject can be verified through works with seminal sub-themes already enshrined in the literature, such as: accessibility; environmental sustainability; facilitating access to other means of transport; cost reduction; social inclusion; and the reduction of pollutants (BALKMAR, 2020; BOISJOLY; EL-GENEIDY, 2017; DAMIDAVICIUS; BURINSKIENE; USPALYTE, 2019; FOTH; MANAUGH; EL-GENEIDY, 2013; OLEKSZECHEN; BATTISTON; KUHNEN, 2016).

Although these policies can emerge in a natural and planned way from the adherence of signatory nations to the UN 2030 Agenda, more recent studies (from the last five years) have started to warn that a good part of these implementations occur quickly, enthusiastically and without proper evaluation. This results in failures that encourage the emergence of social and economic pressures from organizations and civil society (HUDSON; HUNTER; PECKHAM, 2019; LEONG; HOWLETT, 2022).

Considering the increase in research in the last decade and the warnings of more recent studies about failures arising from the implementation of urban mobility policies, interest in the stage of investigations on the subject has arisen. This is intended to indicate possible gaps, trends, maturation or exhaustion in the studies, as a way of presenting possible advances in the discussions of the last 10 years. The preliminary survey was carried out in December 2022, based on the *Scopus* database, as it is one of the most relevant databases that bring together the main

journals on the subject, with a high impact factor. Only articles with more than 10 citations and correlations equal to or greater than 5 were considered:

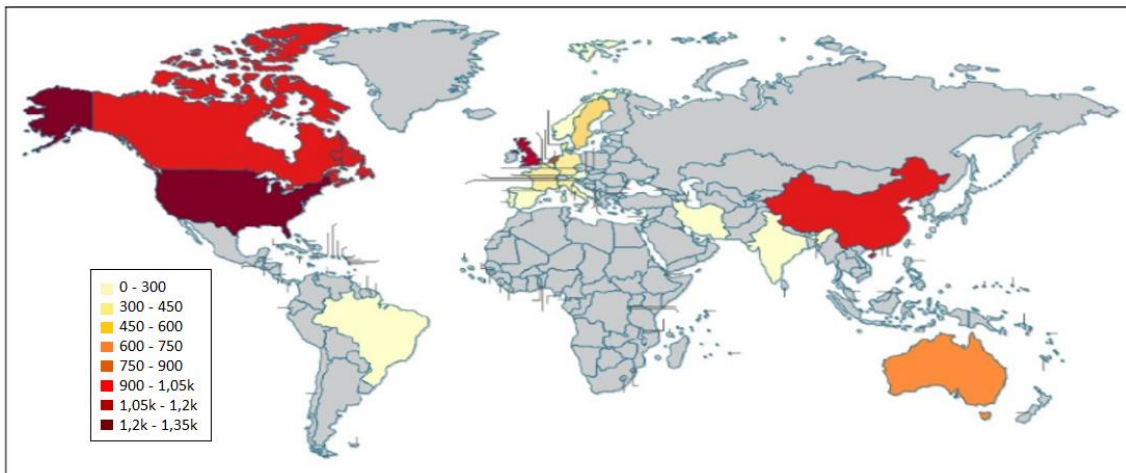
Figure 1: Uptrend of the Urban Mobility theme and main correlations – 10 years



Source: elaborated by the authors based on the *Scopus* survey Dec/2022.

The relative decrease observed for the years 2022 and 2023 is because the main journals listed in the survey (*Journal of Advanced Transportation; Transport Policy; transport Reviews; Case Studies on Transport Policy; Journal of Transport Geography*) were still in the process of open publication, not meaning the exhaustion or discredit of the theme. However, there was a certain stability in the curve for the last two years, which possibly indicates proximity of maturation for the urban mobility theme, in the subject accessibility and sustainability. As a result of these initial observations, a map was constructed as a didactic resource, showing all 318 studies filtered in the survey, the stage and density of research on public policies on urban mobility. The map also shows their distribution in the world. The concentration is verified in the following countries/regions: Asia-China; Americas-USA and Canada; Europe-UK and Sweden; representing more than 76% of the productions.

Figure 2: Distribution map of most cited articles by country



Source: Elaborated by the authors, based on 318 articles obtained from the *Scopus* survey in Dec/2022.

In this context, the emergence of critical studies that analyze the possible causes of public policy failures stands out. Hudson, Hunter and Peckham (2019) criticize that the focus of these studies is related to the analysis of strategic actions of government policies, especially on the mapping of the subsequent social, economic and technological consequences that these strategies exert. The authors state that most of these studies aim at applying reactive analysis models, focusing on controls, governance, inertial behaviors and results, and only then determine whether there was eventual success or failure in public policies already implemented (HUDSON; HUNTER; PECKHAM, 2019). These criticisms seem to awaken a possible change in the direction of research, as the survey also found the emergence of sub-themes related to the use of culture as a preventive element, with terms that emerged in the last five years, such as: learning, behavior, habit, participation and social interaction in networks (LEONG; HOWLETT, 2022).

This finding indicates a slight approximation tendency between studies and public planning in relation to the invocation of the cultural element, although critics still do not recognize the laterality of research on the phenomenon, nor the reach and contributions that it could offer “as an element that allows to evaluate the antecedent influence to the implementation of policies”. This perception aims to verify if the antecedent and subsequent variables of culture make it possible to identify, establish and build continuous social values, which allow to measure the set of behavioral practices of acceptance, resistance or diffusion, derived from the government-society relationship, with the objective of constantly planning and improving policies.

Based on these findings and for the purposes of this study, the following hypothesis was determined as a premise: **(h1)** To plan, implement, improve or analyze public policies, culture corresponds to a central element to investigate social participation and collective interaction for decision-making purposes. This perspective considers that social interactions and behaviors are related to prior knowledge, which generate influence, acceptance or resistance. The use of this knowledge for planning facilitates the design of new policies, being able to

anticipate problems and results, or even improve existing policies (HUDSON; HUNTER; PECKHAM, 2019; MATLAND, 1995; RAHMAN; BAKER, 2018).

As previously mentioned, the preliminary reading of the bibliographic survey allowed conceiving the hypothesis to be tested, and the interest in the research to answer the following question: How can the cultural phenomenon contribute to facilitate the identification and description of the influencing factors in the definition and improvement of public policy?

The guiding statement that justifies the study considers that: “the neglect of the dynamics of the local culture and its behavioral, symbolic and attitudinal aspects, related to the collective social participation of specialists and users of public policies, in the decision-making processes of planning, implementation or improvement, may be directly related to the central causes of the failures identified in the research”. Thus, to test the hypothesis and answer the research question, the study examines official secondary data and historical sources from the implementation and improvement phases of a Brazilian urban mobility policy.

The article is structured by this Introduction; the Literature Review section that deduces the concepts of Public Policies and Culture aligned for the purposes of this study. Afterwards, the Methodological section presents the characteristics of the study, the form of data collection and the analysis protocol model. The article ends with the Presentation and Discussion of Results, and Conclusions sections, describing the limitations and suggestions for future research.

2 LITERATURE REVIEW

2.1 Public policy

Among the different definitions observed in the classic literature on Public Policy, the one that finds support for the objectives of this study is anchored in the principle postulated by Weiss (1963), as the set of actions, measures, paths and resources adopted and applied by an actor government for the resolution of specific or systemic problems of an individual and collective nature (BORZEL, 1998; MATLAND, 1995; SHULOCK, 1999). From this initial conception, the evolution and deployment of studies that sought to analyze the success or failure of Public Policies began to adopt three dimensional approaches to evaluation models: a) effectiveness; b) economical; c) professional (FOTH; MANAUGH; EL-GENEIDY, 2013; FREY, 2000; SOUZA, 2006).

In this perspective, the literary production of the last ten years reveals that the analyzes of Public Policies have evolved by providing studies that deal specifically with: (1) identification of the problem; (2) design; (3) procedural success or failure (LEONG; HOWLETT, 2022); (4) influence of hierarchical and bureaucratic changes, such as governance norms and adjustments to political guidelines, for decision-making (FERNANDES; ALMEIDA, 2019; LOTTA et al., 2018); (5) changes in hierarchical controls to a more collaborative and participative view of the actors (NUNES, 2020); (6) stakeholder accessibility (VAN WEE, 2016); and (7) configuration of society organized in networks, with cooperation and commitment to practices and dissemination (CUI; YI, 2020).

The most current view projects a possible trend towards the production of research that is not limited to analyzes of the centralized and hierarchical implementation of government. These new conceptions implicitly consider the importance of cultural and historical influence.

From this perspective, Cui and Yi (2020) concluded, when researching the results of a public policy on water distribution and consumption, that the determining factor for failure was the lack of observation of the preexisting behavioral aspect, due to later individualistic practices. For the authors, the problems arise soon after the implementation, due to the lack of participation of experts in the decisions, and in the cooperative and interdependent actions. This negatively and inertial influences the policy, impacting governance, value creation and policy improvement (CRUMLEY, 2007; LOTTA et al., 2018; LOUNSBUR; CRUMLEY, 2007; NUNES, 2020; PIRES; GOMIDE, 2016).

Therefore, it is inferred, based on the convergences detected in these articles, that the guiding statement considers “culture” as a set of behavioral practices, and changes or adaptations depend on broad social participation in collaborative governance and collective actions, which will determine the implementation of public policies.

2.2 Culture in public policies

The term culture can be interpreted in different contexts and therefore covers a wide range of definitions and discussions. Among these different conceptions, there is one that assumes that different pre-existing individual and collective behaviors should be considered since they contribute to the formation of new cultural layers, as stated by Damidavicius, Burinskiene and Uspalyte (2019). These assumptions are equally important to the conception of new public policies, since they are based on the resolution of individual and collective problems, concomitantly (THOMPSON, 1998). In another conception, the relationship between culture and repeated behavioral practices is assumed, such as habits and customs, which condition and characterize a social group, its trends, developments and inertial diffusions (THOMPSON, 1998; IHLSTRÖM et al., 2021; KARJALAINEN; JUHOLA, 2021; MEINHERZ; BINDER, 2020; PRITCHARD; BUCHER; FRØYE, 2019).

In relative congruence with these conceptions, Bourdieu (2002) defines culture as a set of flexible and adaptable practices in space-time. In this way, culture is not a catalyst for a static individual or collective profile, determinant or characteristic. Despite this, it is an important marker for the investigation of antecedent habits and their trends, when considering the time frame.

These contributions reinforce two reflections: the first establishes that the primary characteristics and behavioral trends must consider facts of historical data that are precedent and relevant to the planning of a public policy (CMSP-07, 2008; CMSP-19, 2019). The second confirms that social, economic and technological developments are organically changeable in space-time, and may be influenced or may influence new practices, therefore, influencing the improvement of public policies (McNAY, 1999; SORENSEN, E.; TORFING, 2016; THOMPSON, 1998).

Hence, it is inferred that the use of culture at broader levels of analysis makes the phenomenon a primordial element for detecting the factors that influence the success or failure of public policies. Table 1 below is guided by the proposal to expand this academic discussion, to attribute the use of the cultural phenomenon in cross-cutting categories applicable at different levels and influential fields, in studies on public policy analysis:

Table 1: Cultural variables in local public policies

CULTURAL VARIABLES IN LOCAL PUBLIC POLICIES			
Levels	Precedent Culture	Inertial Culture	Developed Culture
Micro	Legacy, individual and group endogenous aspects	Lack of motivation and recognition	Creating value and meaning
Meso	Behaviors and decisions centralized in dyads, without the participation of other entities	Opposition conduct: Specialized political entity	Cooperation, Commitment, Legitimacy, Acceptance and Dissemination
Macro	Unregulated and individualistic common practices; Lack of knowledge and lack of participation in decisions	Individual and collective practices of acceptance or resistance	Coalition rules, cooperation and commitment in the participatory governance of government, specialists and society.

Source: Prepared by the authors based on BOURDIEU (2002) and McNAY, L. (1999).

Precedent Culture is based on the idea that individual and collective habits and behaviors tend to influence possible future behaviors that limit flexibility and creativity. This conception reveals a certain tolerance for ambiguities, but, at the same time, allows the development of organizational or group identities as they are established based on the legacy of previous cultural layers (BEILIN; WILKINSON, 2015; BOURDIEU, 2002; McNAY, 1999; THOMPSON, 1998).

Inertial Culture proposes a broader perception, through a broader affiliation, which can generate a solid identity, as in the precedent one, through the set of similar particular habits and behaviors that define the identity stereotype of a group. This conception can also create heterodox movements, with different dynamics of conflicting behavior with less tolerance for change. In this way, it is possible to build new representations and manifestations that satisfy, or not, the emergence of new identities. Consequently, *Inertial Culture* requires greater management control over the various pressures perceived or manifested (BOURDIEU, 2002; LEONG; HOWLETT, 2022).

The *Developed Culture* is the continuous construction of improvement practices and behaviors. It considers the complexity and diversity of the institutions, considering important elements for the analyses: the origin of the practices; decision-making mechanisms (to deal with tensions and ambiguities); creation of new meanings and values (elements and actions in favor of implications for changes); individual and collective mobilizations (defiant or resistant); and mechanisms of social interaction between people and organizations (BOURDIEU, 2002; LEONG; HOWLETT, 2022; SELLER; URRY, 2003; THOMPSON, 1998).

3 METHODOLOGY

The research is characterized as qualitative and deductive, as it seeks to investigate the characteristics of the cultural phenomenon in order to build and propose transversal categories applicable to the analysis models. In addition, the objective is to facilitate the interpretation and identification of the factors that influence the success or failure of public policies (LAKATOS; MARCONI, 2021).

Deduction constitutes a form of reasoning in which a proposition is launched, for example, through the conception of the phenomenon “culture”, with a view to its consequences and, in response to the stimuli given by experience, in which the state of literary and artistic art and the state of doubt are presents and proposition to be tested. In this sense, Whittemore and Knalf (2005) reinforce that studies that use theoretical models to support propositions in research must formulate them from the same terminology, to standardize and describe more clearly the expected direction and epistemological relevance, in addition to being composed of logical arguments, used to build propositions.

This alternative is quite relevant for this type of analysis, as the approach contributes to the definition, flexibility and description of categorical classifications of concepts indexed to theories. In addition, it can contribute with critical comments on the researcher's perception, and through the relationship and association between the investigated theoretical context and the expected propositions. With this purpose, the discussion that follows proposes to consider the antecedents of the situation that led to the appearance of the phenomenon, with the discovery process enunciated in perspectives of improvement. Accordingly, the notes of this study must converge with the purposes defined in Table 1, which was systematized in the theoretical foundation of the phenomenon of culture in public policies.

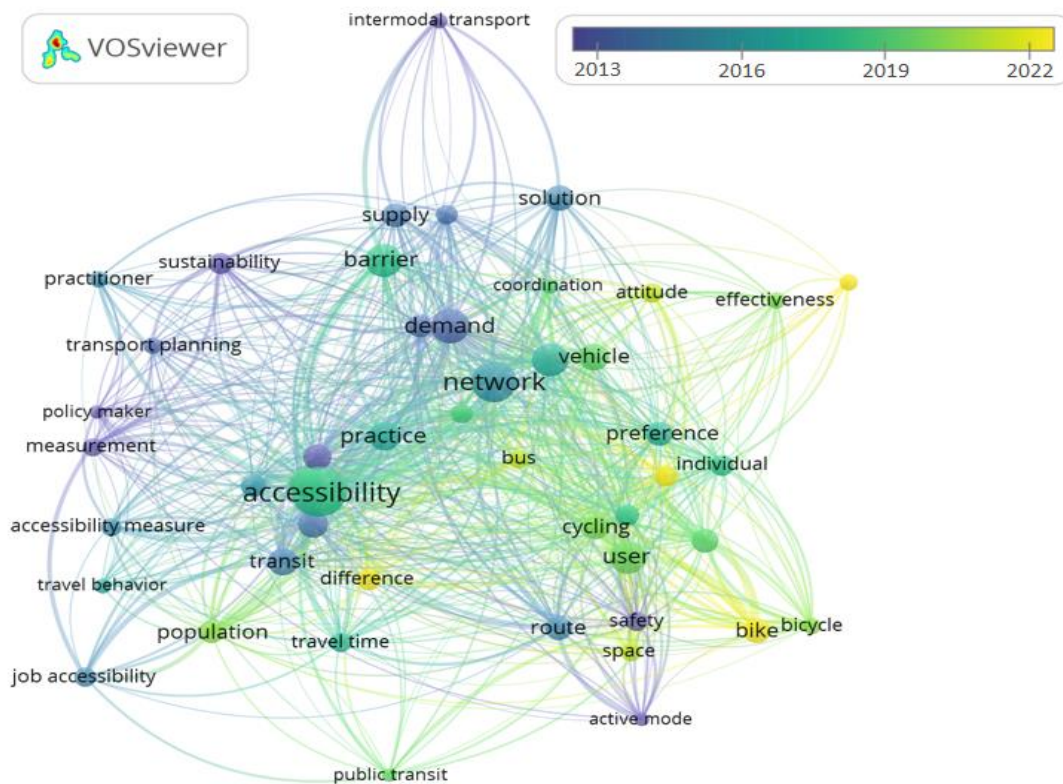
The first stage of the research was carried out considering the entire data set, comprising the 318 articles obtained from the bibliographic survey, through the integrative review, to determine research trends and present the framework of table 1 (WHITTEMORE; KNALF, 2005). After reading the titles and abstracts of the articles, it was decided to segment the themes into two periods and sets of articles by themes: the first phase, for seminal themes in mobility; and the second phase, for emerging themes; in order to shed light on the thematic changes identified in the survey.

The method of document analysis used was based on the official secondary database of the urban mobility policy of the municipality of São Paulo (six years old), organized by theme and in chronological order (BARDIN, 1977; LAKATOS; MARCONI, 2021). The organization of the data was necessary to facilitate the comparative analysis between the themes, official analyzes and the results of the studies, in accordance with the propositions of this research, to test the presented hypothesis. This practice aims to facilitate the identification of possible behavioral mutations or divergences, both in the investigative pattern of the research and in the actions of public agents, resulting from the influences of different behavioral practices and techniques used to analyze data, as the public policy was implemented, adjusted or reordered (WHITTEMORE; KNAFL, 2005).

4 RESULTS

In the search for convergence and evidence of themes, figures 3 and 4 made it possible to identify clusters that concentrate the paths of the 318 researches in the bibliographic survey, being divided chronologically into two distinct periods of central themes. The first period comprised 257 articles between the years 2013-2017, especially related to investigations of urban mobility policies, through seminal articles, with teams such as: accessibility, networks, demand, infrastructure issues and destinations. These studies begin to form more solid and grounded bases in the literature, allowing new fields of studies and advances.

Figure 3: Clusters distributed by subtopics related to public mobility policies (10 years)



Source: Elaborated by the authors, based on 318 articles selected from the *Scopus* database in Dec/2022.

The clusters in Figure 3 present the entire set of topics addressed in the initial survey, comprising, for the first phase of the seminal studies, the following most cited authors and their respective discussions/conclusions:

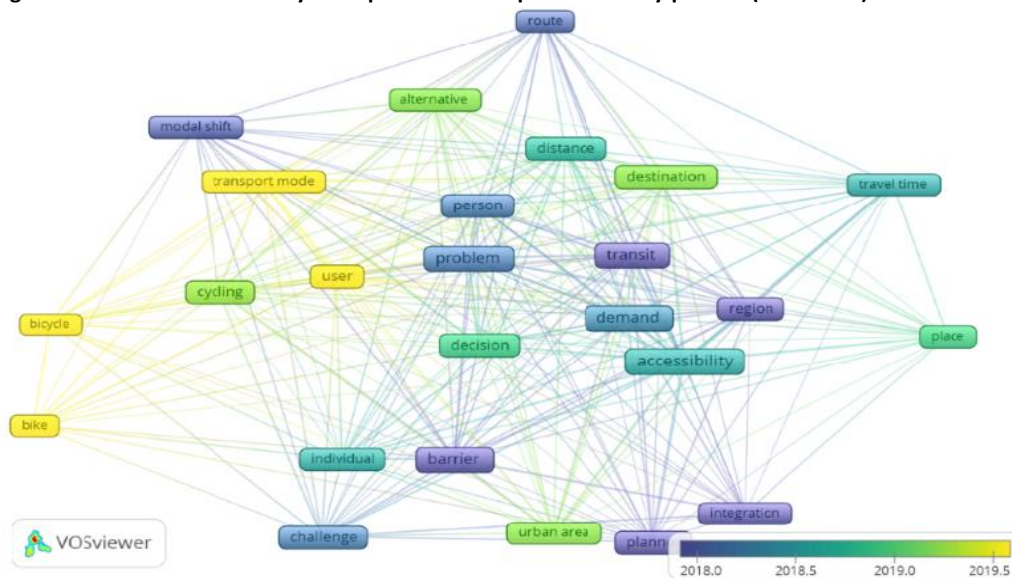
Table 2: Main discussions in Urban Mobility Policies in the world (2013-2017)

Years/Authors 1st phase	Coverage Search	Theme	Discussions/Conclusions
(FOTH; MANAUGH; EL-GENEIDY, 2013; BOISJOLY; EL-GENEIDY, 2017)	Canada	Accessibility	I) Indicators can clarify the metrics of implementation of mobility policies. II) Professionals from all over the world do not know accessibility metrics well to design mobility policies.
(CASS; FAULCONBRIDGE, 2015)	UK	Decision in Public Policy	I) Infrastructure provides a change of modal. II) structural and infrastructure barriers reflect non-use. III) interaction of transport with social practices after use. IV) Risks of accidents and poor-quality infrastructure repel potential users.
(GRIFFIN; SENER, 2016)	USA	Public policy	Better use of different modes for local and regional exchange with buses and trains.

Source: Elaborated by authors based on the *Scopus* survey Dec/2022.

The second period, covering the years 2018-2022, identified the emergence of new and more specific thematic layers, whose relevance began to be guided by new infrastructure technologies, **usage behaviors**, bicycle sharing, and **acceptance or rejection of cycling public policy**.

Figure 4: Clusters distributed by subtopics related to public mobility policies (after 2018)



Source: Elaborated by authors, based on 61 articles selected and filtered for the second period of the survey.

The separation of the clusters into two moments is justified to highlight the detection of the 61 findings of articles, which contributed to the presentation summarized in Table 3, on the main subtopics used to analyze success or failure factors in urban mobility policies.

Table 3: Main discussions in Urban Mobility Policies in the world (2018-2023)

Years/Authors 2nd phase	Coverage Search	Theme	Discussions/Conclusions
CHEN et al., (2020); LI, W. et al., (2020); LYU, et al., (2021); JIANG et al., (2022); BAO, X.; WEI, W.; LIU, Y.(2022).	China	Behavior and Accessibility	Policies to support and encourage the use of: I) bicycle with and without parking II) Time saving III) Financial economy IV) convenience and accessibility V) demand and congestion management
MUNKÁCSY; MONZÓN, (2017); BUSTAMANTE et al., (2022); MARTÍN; PÁEZ, (2019); BELÉN MARTÍN; ANTONIO PÁEZ (2019)	Spain	Public Policy, Behavior, Accessibility, Governance collaborative and participatory	Demographic and socioeconomic aspects influence behavior as follows: I) 25% increase in the use of modal II) Infrastructure provides a change of modal III) impact of travel distance IV) interaction between transport and social practices after use V) income level and gender of the user.
FERNANDES; ALMEIDA, (2019); LOTTA et al., (2018); NUNES, (2020); PIRES; GOMIDE, (2016)	Brazil	Public Policies, collaborative governance and accessibility;	Social participation and decision-making: I) Infrastructure provides a change of modal II) Collaborative and shared practices III) Technological diffusion and social participation for policy improvement;
IHLSTRÖM et al., (2021); BALKMAR, (2020); VAN DER MEULEN; LANDGREN, (2021); PEARSON et al., (2022);	Sweden	Behavior and Accessibility	Incentive and deciding factors for use, such as: I) avoid the space of the car II) increased safety and smoothness of the route III) adequate infrastructure. IV) Pedagogy and Eco-design: changing habits

Source: Elaborated by authors based on the Scopus survey Dec/2022

This separation also contributed to facilitate the identification of relevant information about changes in research, as well as the most recent social advances, and as a way of indicating the presence of isolated behaviors by different actors, prisms and perceptions, since these can directly or indirectly influence cultural inertial and development aspects in a reactive way.

5 DISCUSSION

This research found that, both from an academic and managerial perspective, the culture element has not been approached in depth. This is because studies fail to analyze the behavior and antecedent habits of users (BORDIEU, 2002), in order to consider it to satisfy the social desires of policy users, to avoid future problems (CACIOLI, 2022; CMSP-07, 2008; CMSP-19, 2019).

In addition, both public policy practices and research have been shown to be reactive to facts. They are focused on analysis of results that sometimes show frustrated experiences of initial expectations of acceptance and rejection, and sometimes observe the post-implementation results, only then providing feedback on solutions to improve policies (KARJALAINEN; JUHOLA, 2021; LYU, et al., 2021).

An important characteristic found in this research was that the rite of analysis of the studies, as well as the planning and implementation of the urban mobility policy are similar all over the world. They are proposed and implemented quickly and, in some situations, with subsequent inertial and negative responses from users, making them somewhat ineffective (BALKMAR, 2020; MEULEN; LANDGREN, 2021; PEARSON, et al., 2022). The lack of observation by public policy managers on aspects related to accessibility, infrastructure and culture, generates behavioral and attitudinal conflicts among citizens due to local traffic, especially by users of other modes of transport (CUI; YI, 2020; LEONG; HOWLETT, 2022; LOTTA et al. 2018). These conflicts could also be observed by users of the bicycle modal itself, since the new cycle lanes did not meet the initial expectations of the population (CMSP-07, 2008; CMSP-19, 2019; VAN WEE, 2016).

It is then conceived that, if carried out prior to the analysis of accessibility and infrastructure factors, the local culture becomes a preventive element to rejection. In addition, it can provide increased possibilities for acceptance, absorption and dissemination of the new public policy (JONES, 2012). This perception is consonant with the precedent culture. The neglect of the previous culture highlights the aspects of reactive creation of resistant and discouraging behaviors. The analysis of the results obtained from the selected articles and the official secondary base of the urban mobility policy in São Paulo allowed the identification of several similar problems related to the planning, implementation and execution of public policies, which resulted in partial failure in the first years. The main aspects detected by the survey converge on the resistant and discouraging aspects of the project's success, and are related to the inertial culture, as shown in Table 4 below:

Table 4: Resistant and discouraging aspects of the bicycle modal mobility policy.

Occurrence		Justification/Failure
1	Low frequency of use	lack of standardization of facilities
2	Cycle path infrastructure and signage	Complex processes; inadequate, non-standard or non-existent road signs; dispersed political and governance guidelines.
3	Infrastructure (intermodal)	Lack of alignment with other specialized civil society entities (actors).
4	Resistance of the user population	lack of integration with other modes.
5	Other users' resistance to sharing spaces on public roads	Problems related to conflict of interests and opportunism of use due to improper sharing of public spaces with pedestrians, motorcyclists and other motor vehicles.
6	Increased use for recreational purposes rather than as intermodal transport	scattered governance guidelines - purpose not achieved.
7	High budget cost for deploying and uninstalling equipment in prohibited locations	Expenses with deployments in prohibited or difficult-to-access locations, which generated complaints and investigations by control entities (revision and reinstallation of cycle lanes).

Source: Adapted by authors based on the 318 articles analyzed, CACIOLI, (2022) and CMSP-19, (2019)

In these projects, the previous cultural influences of public road users were not properly dimensioned and considered in the planning and implementation process. These

aspects correspond to the concept of precedent culture at the macro level, shown in Table 1, as aspects that justify and reinforce statement h1. This is because the neglect of local cultural aspects for analysis prior to the implementation of public policy, the lack of belonging and knowledge of the population and social participation and collective interaction for decision-making purposes discourage use. The reactive movements to correct past mistakes by the government, and the attitudinal and behavioral movements developed by users, after the implementation process, revealed that cultural aspects must be considered preventively to avoid risks of failures in public policy.

The inertial culture, derived from previous attitudinal behaviors, proved to be the most relevant aspect among the records of failures. We highlight the divestment of poorly distributed cycle lane infrastructure facilities and the individualistic culture of users given the collective difficulty in sharing new reduced spaces on the public road. This behavior led users of other modes to new practices of using cycle lanes, such as motorcycles and pedestrians (LI, W.; FENG, W.; YUAN, H., 2020 PEARSON et al., 2022). This perception evidences the alignment of the inertial culture of items 4, 5 and 6 of table 4. Resistant and discouraging aspects, related to the concept of inertial culture for the micro, meso and macro levels of analysis, constant in Table 1, contribute to answer the hypothesis in a partially affirmative way. Thus, the variables of inertial culture contribute to the construction of continuous social values and allow identifying the set of behavioral practices of acceptance, resistance or diffusion, derived from the relationship between government and society - but do not necessarily constitute the improvement of public policies (BOURDIEU, 2002; SOLTANI; SHAMS, 2017).

On the other hand, this perception makes the association of the inertial culture, which has an evaluative and investigative characteristic, with the developed culture necessary and dependent. From this association, participatory, collective and collaborative actions are derived for the improvement of public policies, such as public hearings, letters of recommendation and previous studies by specialists. These studies revealed the non-existence or decrease of corrective actions directed at pedagogical campaigns to change the inertial culture to promote new user behaviors (BOURDIEU, 2002; VAN DER MEULEN, J.; MUKHTAR-LANDGREN, 2021).

Table 5: Stimulating aspects identified in the second phase of the analyzed studies (2018-2023)

Stimulating Aspects	
1	Short route.
2	Waiting time for public transport and possibility (Intermodal).
3	Cost of public transport (intermodal).
4	Participation in Public Hearings
5	Participation of neighborhood associations
6	Participation of entities and professionals (experts)

Source: Adapted by authors based on the 61 articles from the second phase of the period and CACIOLI, (2022)

These actions led to an increase in collaborative social participation in the decision-making process and in the constant improvement of the policy. This occurs through members of entities representing other spheres of government and specialists, for example: traffic engineers; environmental engineers; urban development specialists; cycling associations and society in general. This movement can be considered as a means of aligning and measuring the

knowledge of these actors and the most latent desires of users with the implementation schedules (SOLTANI; SHAMS, 2017).

CONCLUSION

The literature review indicated that most of the models and indicators used in research on Public Policies on urban mobility are focused on topics such as governance and results, with little attention to processes or cultural variables. In most cases, it was observed that past failures could influence, years later, the readjustment of a new expansion plan. This occurs through the increased participation and contribution of specialist entities and the more detailed discussion of variables whose limited view of local public management would not allow, which reveals the strong presence of developed culture and the inertial cultural factor related to individualism.

At the end of the research, it was verified that the culture element is an important variable to analyze and detect factors of influence of the previous culture, in order to provide a different view of public managers in the development of planning and implementation of public policies. Also, some aspects of the inertial culture may not be adequately mapped in the planning and implementation process, since the material lack of cycle lanes would not allow the manager to foresee that users of other modes would take advantage of these new spaces when implemented, using them as if they were unique biker tracks.

As an academic contribution, the discussion of the cultural phenomenon, as a transversal category to be used as an instrument that facilitates the identification of behavioral factors that can influence the failure or success of public policies, proved to be adequate and relevant, mainly when being inserted and associated with public policy analyses models, such as the one chosen for this exam. Evidently, this study also has limitations, such as the difficulty in obtaining data on the previous behavioral trajectory with the policy that is intended to be implemented. This difficulty comes from the fact that there is a wide range of actors and agents. However, this data could contribute to pointing out clearer indications about (probable) inertial cultural practices, and to the preventive mapping of possible failures in public policies. Hence, for future studies, it is suggested the development of a more robust model for the prior mapping of the dimensional factors of the local culture, which considers the micro, meso and macro levels of analysis, to reflect more efficient and effective results in research related to the decision-making in public policy management.

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