Public Participation in Urban Development Projects
- a German Perspective

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Public Participation in Urban Development Projects

4. Informal Participation Processes incl. Practice Example
5. How Public Participation Can Succeed!
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New Challenges for Urban Development

- Global changes with impacts on the urban development policy

<table>
<thead>
<tr>
<th>Demographic change</th>
<th>Economic change</th>
<th>Political change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Decrease of population</td>
<td>Globalisation</td>
<td>Development from Government to (Urban) Governance, e.g.</td>
</tr>
<tr>
<td>Ageing</td>
<td>Deregulation of markets/</td>
<td>Public Private Partnerships</td>
</tr>
<tr>
<td></td>
<td>Internationalisation of the financial markets</td>
<td></td>
</tr>
<tr>
<td>Heterogenisation/diversific</td>
<td>De-industrialisation: tertiariisation of jobs</td>
<td>Active participation of the public in urban planning</td>
</tr>
<tr>
<td>(e.g. pluralised lifestyles, broadening income spread)</td>
<td>Privatisation</td>
<td>processes</td>
</tr>
<tr>
<td>Immigration</td>
<td>Unemployment</td>
<td>Urban contracts</td>
</tr>
</tbody>
</table>

FIG WW Marrakech
May 19, 2011
Population Development in Germany and in selected German Cities

<table>
<thead>
<tr>
<th>Year</th>
<th>2008</th>
<th>2020</th>
<th>2040</th>
<th>2060</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population size in Germany [in million]</td>
<td>82,002</td>
<td>79,914</td>
<td>73,829</td>
<td>64,651</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>East Germany</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chemnitz</td>
<td>296,000</td>
<td>243,800</td>
<td>-18 %</td>
</tr>
<tr>
<td>Halle</td>
<td>311,000</td>
<td>233,000</td>
<td>-25 %</td>
</tr>
<tr>
<td>Schwerin</td>
<td>128,000</td>
<td>95,500</td>
<td>-26 %</td>
</tr>
<tr>
<td>West Germany</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bochum</td>
<td>396,000</td>
<td>378,600</td>
<td>-5 %</td>
</tr>
<tr>
<td>Dortmund</td>
<td>598,000</td>
<td>584,400</td>
<td>-2 %</td>
</tr>
<tr>
<td>Duisburg</td>
<td>535,000</td>
<td>494,000</td>
<td>-8 %</td>
</tr>
</tbody>
</table>

Demographic and Economic Change

- Parallelism between shrinking and growing cities

Type of city:
- large city
- middle city
- small city
- rural community
- urban region

Shrinking and growing cities:
- strong decrease
- decrease
- stable
- growth
- strong growth
Political Change: From Government to Governance

<table>
<thead>
<tr>
<th>Structure of Interaction</th>
<th>Hierarchy</th>
<th>Competition</th>
<th>Cooperation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>![Hierarchy Diagram]</td>
<td>![Competition Diagram]</td>
<td>![Cooperation Diagram]</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Duration of Interaction</th>
<th>long-term</th>
<th>short duration</th>
<th>for the most part long-term</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Type of Decision</th>
<th>one-sided decision</th>
<th>victory of the best</th>
<th>majority decision</th>
<th>compromise/consensus</th>
</tr>
</thead>
</table>

What does Public Participation exactly mean?

- Where individuals or citizens’ initiatives participate in a planning process, so as to make their interests as private persons or as a group of private persons known, we call this “public participation”.

- Legally binding public participation: laid down in German law, e.g. Federal Building Code

- Non-binding public participation: not legally regulated, can be adopted differently according to the occasion
Spectrum of Public Participation

**Information**
- to provide the public with information
- to make plans and decisions known and comprehensible
- Examples: public meeting to inform, fact sheets, mailing

**Consultation**
- to obtain public feedback on analysis, alternatives and/or decisions
- Examples: public meeting with discussion, surveys, request for comments

**Collaboration**
- to partner with the public in each aspect of the decision including the development of alternatives
- Examples: Planning cells, ballots, consensus-building

Public Participation as a Binding Requirement

- Until adoption of the Federal Building Code in 1960, central principle of public policy making
- The law ensures a degree of public participation, citizens generally have access to the development of the preparatory land-use plan and the legally binding land-use plan
- Public participation in urban land-use planning takes place in two stages:
  - *early public participation* (sections 3 (1) and 4 (1) Federal Building Code)
  - *formal public participation* (sections 3 (2) and 4 (2) Federal Building Code)
Land-Use Planning Procedure

plan preparation decision
Section 2 Federal Building Code (BauGB)

preparation of initial draft

early public participation
Section 3 (1) BauGB

early participation of public authorities
Section 4 (1) BauGB

preparation of draft plan

decision of public display

formal public participation
Section 4 (1) BauGB

formal participation of public authorities
Section 4 (2) BauGB

discussion / weighting of interests

production of final draft

adoption of municipality as a local statute (or by-law)
Section 6 (5) or 10 (2) BauGB

Mass Protests Against the Urban Development and Railway Project „Stuttgart 21“

Substitution of dead-end station by through station
Informal Public Participation

- Not legally regulated, based on voluntariness
- The public authority generally takes the initiative
- Can concern a specific urban development project, but also a regional measure
- Multiple informal participation procedures exist
- **Advantage:**
  Who participates, how responsibilities are distributed and which rules apply, is defined at the outset or determined by the contributors themselves

Informal Participation Approaches

- Citizens’ Jury - *Planungszelle*
- Consensus Conference - *Konsensuskonferenz*
- Deliberative Polling
- Planning for Real
- 21st Century Town Meeting
- National Issues Forum
- **Participatory Budget - Bürgerhaushalt**
- **Ideas Workshop - Ideenwerkstatt**
- …
Informal Participation Approaches

<table>
<thead>
<tr>
<th>Participation Method</th>
<th>Characteristics / Mechanism</th>
<th>Examples / References</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participatory Budget</td>
<td>• citizens identify, discuss, and prioritize public spending projects</td>
<td>• first applied in Porto Alegre (Brazil) in 1989</td>
</tr>
<tr>
<td></td>
<td>• the municipal council implements the top proposals</td>
<td>• Implementation: worldwide, especially South America and Europe</td>
</tr>
<tr>
<td></td>
<td>• participants: &lt; 10,000</td>
<td>• in Germany: Hamburg, Cologne, Stuttgart etc.</td>
</tr>
<tr>
<td></td>
<td>• duration: several month</td>
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</tbody>
</table>

Participatory Budgeting Worldwide
### Informal Participation Approaches

<table>
<thead>
<tr>
<th>Participation Method</th>
<th>Characteristics / Mechanism</th>
<th>Examples / References</th>
</tr>
</thead>
</table>
| Ideas Workshop       | - citizens work out innovative ideas for future development of special area 
                      | - Development of a measure-catalogue 
                      | - participants: 10-50 
                      | - duration: several months |
|                      |                            | - Implementation: worldwide, especially in Europe 
                      |                      | - Example in Germany: City of Uhingen |

### Practice Example:
**Ideas Workshop in the City of Uhingen**

- **Redevelopment Area**

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**City of Uhingen**

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Ideas Workshop in Uhingen

**Impressions**

- Discussion & development
- Development of a Goal Tree for every main focus
- Reception strengths & weaknesses
- Definition of (main) action focus

**Procedure**

- Presentation of results for the city council / the public incl. written summary

1. session May 2010
2.-5. session summer/autumn 2010
6. session spring 2011

open council 15.4.2011
Ideas Workshop in Uhingen

Subjects of Discussion / Main foci

- Trade / industry
- Local supply
- Tourism
- Townscape
- Environment
- Building / Habitation
- Energy
- Social affairs, education, culture
- Public relations
- Employment
- Traffic
- Education
- Employment
- Energy
- Tourism
- Building / Habitation
- Social affairs, education, culture
- Public relations

Goal Tree: Building / Habitation

Main topic

- Development of a neighbourhood center as an identification point

Goals

- Improvement of the housing situation and the residential environment
- Renewal of a playground in the Oberdorf Avenue
- Modernisation of private / public buildings

Measures / projects

- Construction of new parking slots
- Construction of new walkways
**Ideas Workshop in Uhingen**

### Results

<table>
<thead>
<tr>
<th>Main Topic</th>
<th>Goals</th>
<th>Planned projects / measures</th>
<th>Responsibility</th>
<th>Involved persons/ parties</th>
<th>Time frame</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Townscape, building and habitation</strong></td>
<td>1. Improvement of the housing situation and the residential environment</td>
<td>Modernisation of the existing buildings</td>
<td>City / private house owners</td>
<td>house owners / tenants</td>
<td>2010 - 2017</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Renewal of the playground in the Oberdorf Avenue</td>
<td>City</td>
<td>Citizenship/ kindergarten/ school</td>
<td>2011/12</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Construction of new parking slots</td>
<td>City</td>
<td>Citizenship</td>
<td>2014/15</td>
<td></td>
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<tr>
<td></td>
<td>2. ...</td>
<td></td>
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<td>3. ...</td>
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**Traffic**

**Ideas Workshop in Uhingen**

### Results

Place renewal **without** ...

... and with public participation.
Ideas Workshop in Uhingen

Continuous Public Relations

1. Choosing the right moment: PP should take early enough to have an influence on as many basic conditions as possible.

2. Choosing the right form of participation

3. Compiling a time-table, securing financing

4. Disclosing influence: All involved parties have to be clear about what influence on the result they have and who will make decisions within the participation process.

5. Implementing immediate measures

6. Documenting and stabilising the participation process

How Public Participation Can Succeed!
Conclusion and Outlook

In the settings of the financial and economic crisis in some Western European States, the citizens have developed a deep distrust for large-scale urban projects, but also against companies and politics in general.

Even when the national situations are different, the citizens demand more transparency and co-determination with planning procedures.

It is therefore necessary to expend and modernise public participation!

Conclusion: Improving Public Participation!

Possible Measures:

1. Optimising the formal participation process
2. Strengthening the informal participation process
3. More direct democracy: A big step forward?

Citation from the German Newspaper FAZ on October, 21, 2010:

“A lively democracy is in itself a continuous construction site. From time to time not only the foundation has to be changed, but also the tools of will-formation. This hasn’t happened here for a while.”
Thank you very much for your attention!

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