Good Public Participation Practices in Urban Planning

Urban Transformation Project Sarajevo

Switzerland.

Projekat urbane transformacije Sarajevo
Urban Transformation Project Sarajevo

urbaplan

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CONSULTANTS AND ENGINEERS

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Acronyms

Acronym	English	Bosnian/Croatian/Serbian
BiH	Bosnia and Herzegovina	Bosna i Herzegovina
CSO	Civil society organisation	Organizacija civilnog društva
ETHZ	Technical university in Zurich	Tehnički Univerzitet u Cirihu
GUP	General urban plan	Generalni urbanistički plan
IDPCS	Institute for Development Planning for Sarajevo Canton	Zavod za planiranje razvoja Kantona Sarajevo
MZ	Local community	Mjesna zajednica
NGO	Non-governmental organisation	Nevladina organizacija
SECO	State Secretariat for Economic Affairs	Državni sekretarijat za ekonomske poslove
SPD	Spatial Planning Document	Dokument prostornog uređenja
UNSA	University of Sarajevo	Univerzitet u Sarajevu
UTPS	Urban Transformation Project Sarajevo	Projekat urbane transformacije Sarajeva

1. About This Publication

This publication was developed to describe good practices for proactive and effective participation of the public and stakeholders in spatial planning processes. The cases were selected to address nine focus areas relevant for planning institutions in Sarajevo Canton based on interviews at all levels of government and analysis of the legislative framework for public participation. These practices aim to 1. strengthen legitimacy over planning decisions, 2. build trust between citizens and public institutions, 3. Support consensus building with a broad range of stakeholders. We selected **current participatory practices** (applied since 2013) implemented by public authorities responsible for urban planning with the exception of several informal ones, but with either a connection to public institutions or transferable to urban institutions.

It was developed by the Urban Transformation Project Sarajevo (UTPS) which is financed by SECO as a cooperation project between Switzerland and Bosnia and Herzegovina. UTPS's core objective is to update and improve the urban planning system in Sarajevo Canton by means of three distinct components which are: i) institutionalisation; ii) urban planning practice; and iii) urban transformation. These three components intend to address different layers of urban planning in Sarajevo, including its governance, the spatial planning documents, public participation, and urban projects.

The project collaborates with a broad range of stakeholders. At the Sarajevo Canton level, the Ministry for Communal Economy, Infrastructure, Physical Planning, Construction and Environmental Protection and the Institute of Development Planning of Sarajevo Canton (IDPCS) are actively involved. The City of Sarajevo, the Canton's nine Municipalities (Stari Grad, Centar, Novo Sarajevo, Novi Grad, Ilidža, Ilijaš, Vogošća, Hadžići, Trnovo), the City of East Sarajevo, the University of Sarajevo, and non-institutional stakeholders such as citizens' associations, local communities (BCS mjesne zajednice i.e. under the municipal government level) and private investors are also important stakeholders.

This publication, in particular the "Catalogue of good practices" (section 3), provides methods, tools and approaches from Europe, the Western Balkans, and Sarajevo. Given that a "one-size-fits-all" approach isn't helpful, with this catalogue of practices we aim to propose a roadmap on how to interpret, adapt, aggregate and learn from a variety of examples of successful participation.

A framework for the choice of case studies and a general overview of the meaning of participation are set at the beginning of the **Introductory section. The catalogue of practices** contains 12 case studies. The choice was limited to European boundaries in order to keep it geographically close, familiar and relevant for professionals in Sarajevo Canton. The order of examples is locational, starting with BiH practices (three), regional ones (four) and five from the rest of Europe. The general benefits, risks, challenges and lessons are presented in the **Conclusion**.

2. Introduction

PARTICIPATION | GENERAL OVERVIEW

Participation by the public and stakeholders plays a long-standing role within democratic decision making processes as well as in spatial and urban planning procedures. This is even more so recently because both the Sustainable Development Goals and the New Urban Agenda call for multi-stakeholder participatory approaches. Even though some address participation primarily as a means for effective development and implementation of projects rather than in terms of fostering democratic capacity, in this publication it will be treated as a **policy-oriented methodological framework that affects power dynamics and urban decision making.**

A substantive issue to determine successful participation is the **inclusiveness of participatory processes**, meaning the manner, scope and strategy of engagement of all stakeholders. A focus on inclusiveness leads to the effective practice of democratic political and governance values (UN Habitat 2023[1]).

Another perspective on its quality is the **effectiveness of participation,** namely the degree of influence of stakeholders on setting the agenda, policy outcome, planning procedure and implementation process. Empowering civil society and the public is the ultimate goal of any participatory action and a proof of its efficiency.

Finally, **the role of public institutions in promoting institutional, political, legal and financial participatory mechanisms** is a pivotal issue to enable meaningful participation. In spatial planning, public institutions should always take into account the mediation between different interests and the identification of common and shared visions for steering urban development (UN Habitat 2023). In this regard, public institutions should be provided with innovative legal, policy and governance methods, tools and instruments in order to establish an enabling environment and facilitate communication in all phases of spatial and urban planning.

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DEFINING MEANINGFUL PARTICIPATORY PRACTICES | CASE STUDY ROADMAP

The previous section showcases the international context in which participation is being practised and nurtured. **Broad Inclusion, effective public contributions, active engagement and collaboration with mutual benefits** are the main traits for assessing successful participatory practices. Since each of these traits may be present in a case to a different and distinct degree, it is crucial to be precise about what is the core of each practical tool and how participation is being operationalised within it.

Each case of a participatory practice is presented in **four clearly structured sections**. Each of the sections groups a set of referential fields so that they provide a clear overview of how and why these practices were established, what they are, how they function, and the framework of their influence as well as short and long-term goals and follow up steps. The **Facts and Figures** section provides a brief description and overview of the tool, which is followed by the **Actors and stakeholders** section - which groups are involved and in what way. The **Priorities and Process** emphasises why this tool was chosen in reference to the needs that were identified in Sarajevo. The **final section** addresses why this tool might be chosen over others. The schematics that contain these different fields are followed by visual materials (photos and diagrams) that provide better insight into the methodological framework and its application.

The cases were selected to address the following list of focus areas:

Table 1: UTPS focus areas in Sarajevo

Focus area	Description
1. Number of processes	Inconsistency in the number of participatory processes during preparation of SPDs
2. Written procedures	Develop and agree on comprehensive written procedures among institutions
3. Public understanding	Strengthen public understanding of the planning system
4. Obtaining feedback	Enhance transparency and ease of obtaining feedback on SPDs
5. Social inclusion	Develop strategic approaches for ensuring the inclusion of different social groups
6. Public interest	Incentivize citizens to engage in participatory processes for developing SPDs
7. Communication management	Develop innovative communication channels and communication strategies to support participation processes
8. Duration of processes	Duration of preparation of spatial documents
9. MZ role	Encourage increased engagement of MZs in participatory processes

Table 2 next shows which of these focus areas are addressed by each of the case studies.

Table 2: Cases by UTPS focus areas

		1. Number of processes	2. Written procedures	3. Public understanding	4. Obtaining feedback	5. Social inclusion	6. Public interest	7. Communication management	8. Duration of processes	9. MZ role
1	Sarajevo | Participation in multiple stages			✔		✔	✔			✔
2	Sarajevo | Reimagine my street			✔		✔	✔			
3	Sarajevo | Interactive urban design							✔		
4	Belgrade | Interactive urbanism			✔						
5	Serbia | Public-private dialogue	✔			✔				✔	
6	Rijeka | Mjesni odbori					✔				
7	Zagreb | Early stage participation								✔	✔
8	Zurich | A digital platform for citizen participation							✔		
9	Zurich | Affoltern center development		✔		✔					
10	Vienna | Inclusion in Urban Planning					✔				
11	Istanbul | Communication management				✔					
12	Barcelona | Tackle the city	✔			✔					

Each of the successful participatory practices is analysed by applying the matrix of four sections and the fields within each section. We aimed to keep the examples varied and broad in order to summarise as many different lessons and models for local institutional actors in Sarajevo Canton and to provide a general framework for further application of the results. In order to create a logical, easy-to-navigate structure of case studies, the examples are **ordered geographically** starting with the practices from Bosnia and Herzegovina (3 case studies from Sarajevo Canton), followed by regional examples (4 examples) and finishing with the examples from the rest of Europe (6).

References

1   United Nations Human Settlements Programme (UN-Habitat) (2023). Enabling meaningful public participation in spatial planning processes.
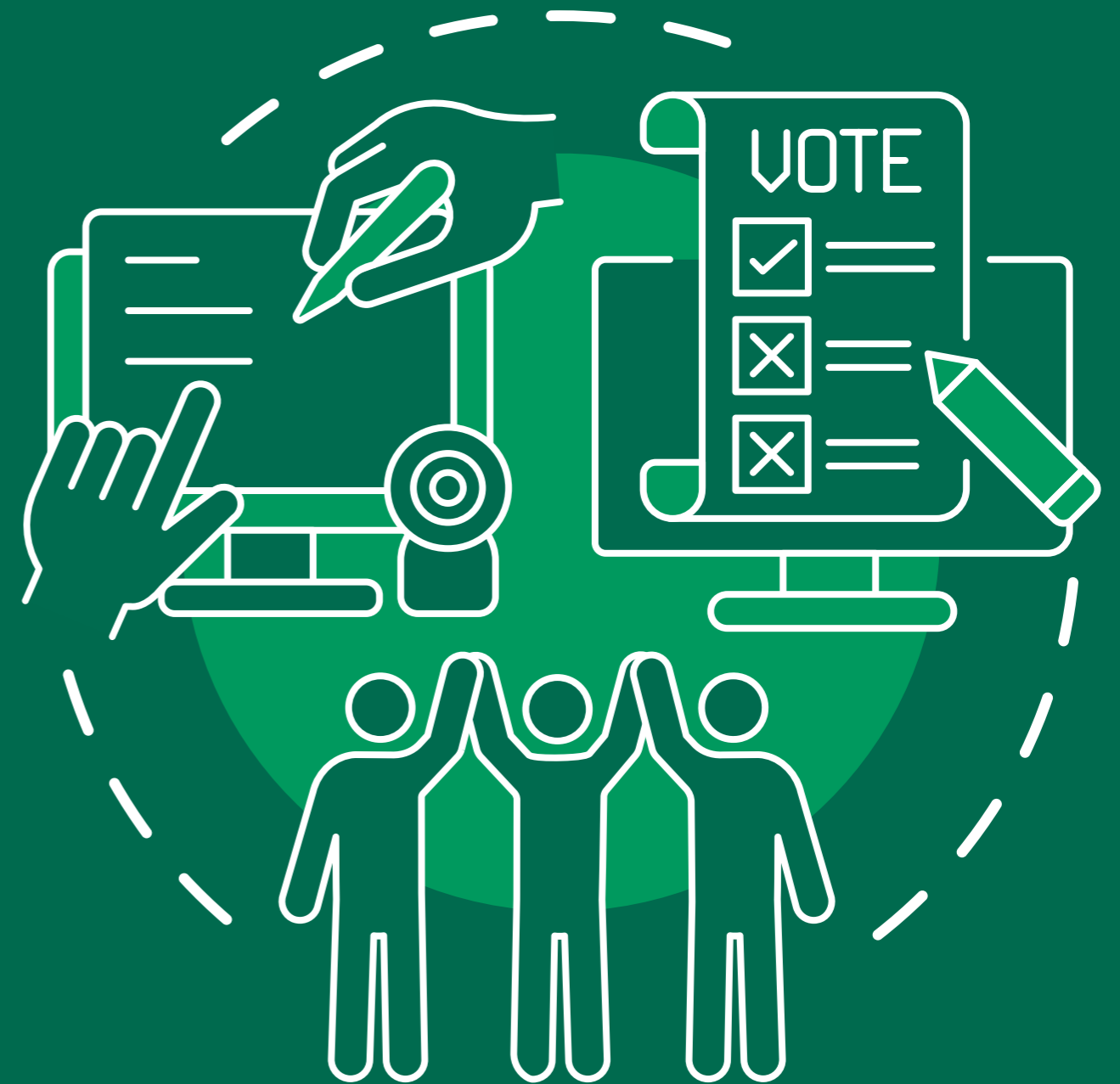
3. Catalogue of Good Practices

1 | SARAJEVO | PARTICIPATION IN MULTIPLE STAGES

Participatory events and public hearings in multiple stages during spatial document preparation

KEY FACTS & FIGURES

Brief description

City of Sarajevo - 3- stage participation during spatial document preparation

The City of Sarajevo organised a first participatory process with representatives of the municipalities and MZs while drafting the Decision for the preparation of the SPD. The second participatory process took place after the concept of SPD was prepared. The third participatory process took place after preparation of the preliminary draft (or draft).

Novi Grad Municipality - A series of public hearings for a single SPD

The Novi Grad Municipality prepares public hearings in sequences, they conduct public insight for 30 days and a mini public discussion at the premises of MZs as a preliminary session for citizens to prepare for the main public discussion at the premises of the Municipality.

Engagement type	Phase of planning	Resources
Informing / Consultation	Analysis / Formulation	Human resources, institutional financial and technical support

Photo 1: Novi Grad Municipality -Open call for suggestions & recommendations for planning

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Data Management	Institutional Relations
3 – Public understanding 5 – Social inclusion 6 – Public interest 9 – Duration of processes	☑ Prioritises public rather than individual interests ☑ Improves community infrastructure & communication for the benefits of multiple stakeholders	☑ Administers timely access to information	☑ Improves vertical & horizontal coordination between institutions

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
City / Municipal authorities	Municipal institutions, Institute for Development Planning for Sarajevo Canton	Cantonal ministries, MZs (local community boards), public utility companies, private investors & private owners, Citizens, CSOs / NGOs
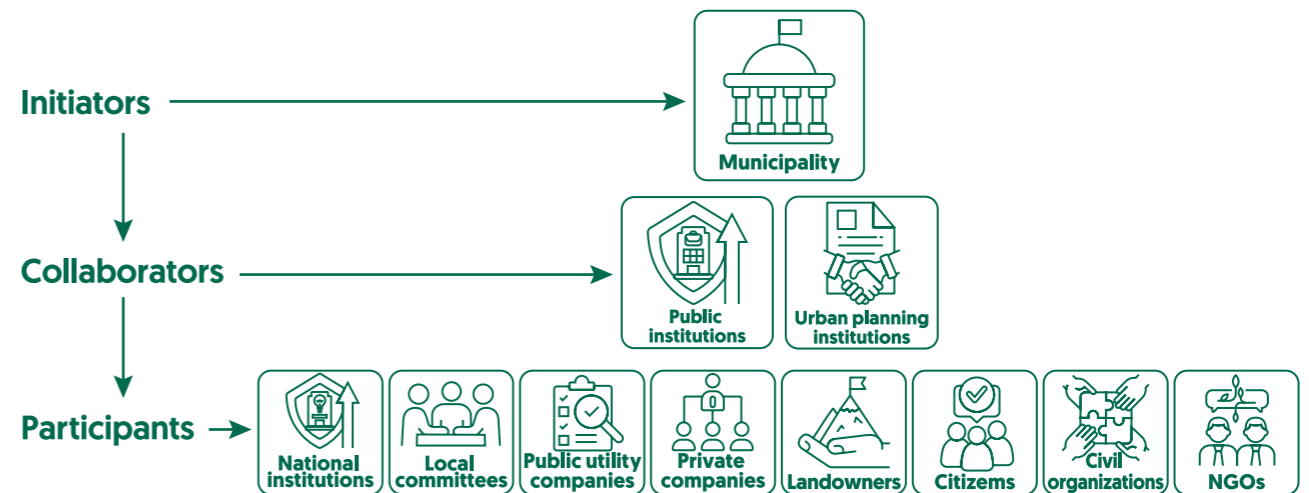
PRIORITIES AND PROCESS

Priorities

- Give citizens and interest groups better insight into the process and documentation of plan development in order to avoid future conflicts
- Inform citizens early of the intention to make changes of existing structure and enable plan initiators to gain insight in needs of impacted communities
- Give better insight into SPDs at multiple stages
- Allow participants to prepare more informed comments and suggestions

Process

City of Sarajevo

According to the 2017 Sarajevo Canton Law on Spatial Planning, holders of preparation are only obliged to organise one participatory process upon the draft of a SPD. However, the City of Sarajevo is preparing SPDs in partnership with the municipality covered by each SPD. In order to ensure broad consensus on the plan, the first round of public participation events was conducted before drafting the Decision for the preparation of the SPD. This allows taking into account citizen needs at a high extent and producing the best possible planning result, while creating a series of electronic and written media coverage at the start of recording the existing situation (geodetic, geological and other fieldwork). The second round was in the form of a public event (tribina) where the public was consulted upon the basic concept of the plan. The third participatory process is a public hearing on the SPD draft, which consists of 30-day insight and one day for a public discussion. Institute for Development Planning for Sarajevo Canton present the plan to the public at the public hearing.

Novi Grad Municipality

The municipality organised a set of mini public hearings and one principle public hearing for a single SPD. Participants were invited to comment and provide suggestions in person during the mini or main public discussions or to submit them in written form (via email). During the public insight period, a series of presentations were organised at the premises of different MZs in order for people to get a better overview and understand the scope and jurisdiction of the plan

OUTLOOK

Benefits & impact

- This way the citizens and local communities have the opportunity to define their interests even before the technical part of an SPD is created.
- Municipal officials are eager to learn how to improve public participation processes in urban planning
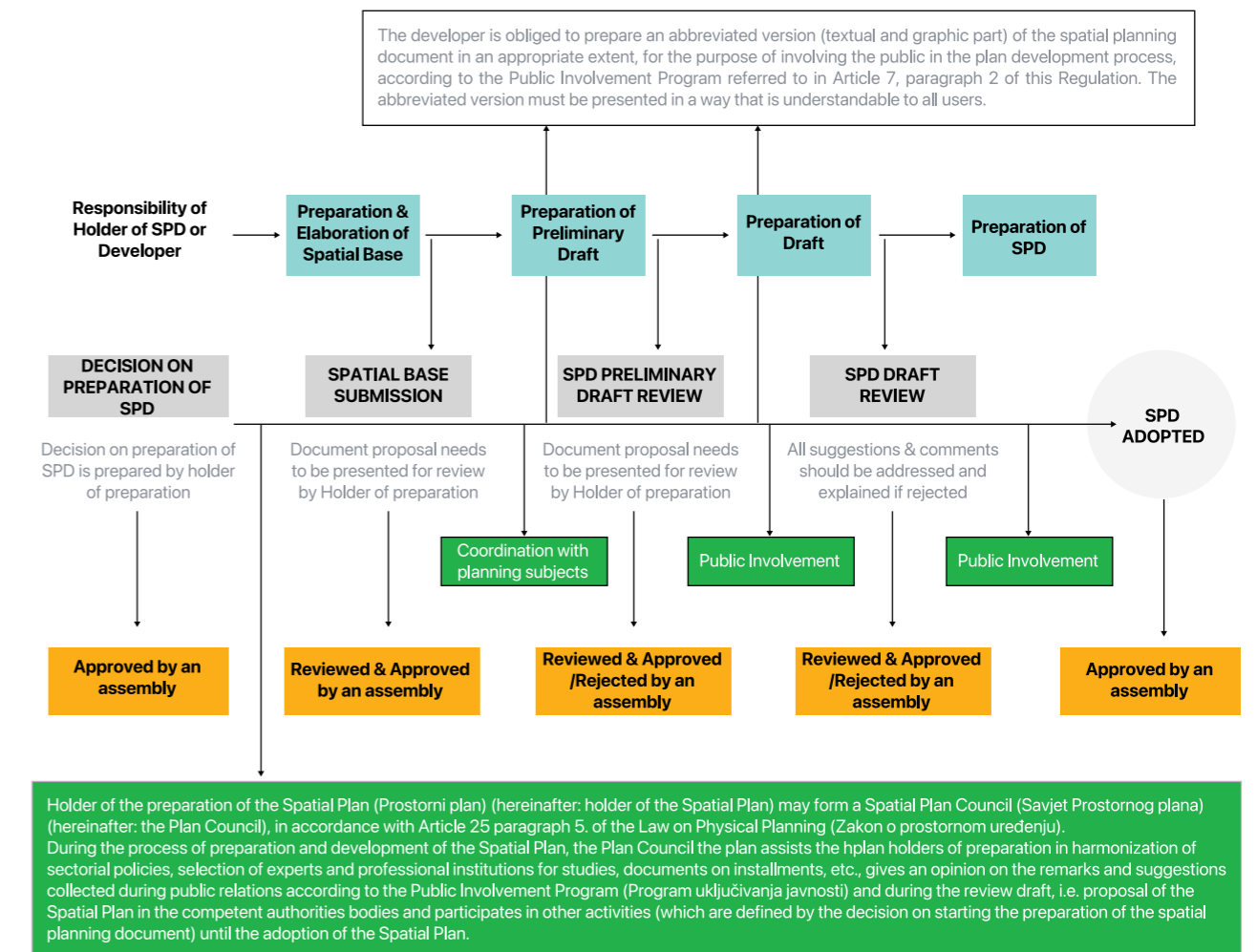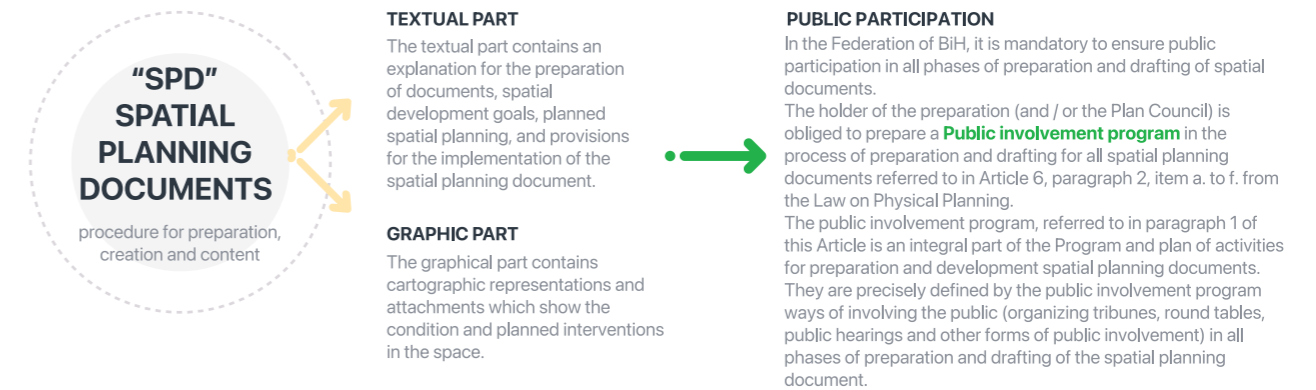
Risks & challenges

- Build citizen trust gradually with well planned and facilitated participatory processes with a clear and practical result framework
- Cantonal ministries, municipal councillors, members of the Municipality Spatial Area Commission and utility companies representatives are all invited to the public discussions. Their presence is essential in order for citizens to get instant feedback on their particular issues.
- Challenge for citizens to understand relevance of the public hearing and the technical side of the planning documentation and as a result attendance is low, which opens the door for later claims that they weren't informed or consulted

Lessons learnt

- Early stage participation enables SPDs that better corresponds to the needs and less opposition later on
- A separate invitation targeted at real estate owners to submit their comments / remarks is important to increase their rate of participation
- The presence and support of the Holders of preparation at the public discussions is important so that they provide detailed explanations of the legal framework, options and solutions
- Attendance by city and municipal councillors are important since they will adopt the final plan, and their presence could bring more trust and confidence in the whole process

- Data should be present in compatible formats and in a coherent manner, easy for non-professional audiences to access and understand, available online and in the urban department at the municipality.
- The importance of continual training and specialisation of moderation and facilitation skills for urban professionals and local authorities for successful communication of spatial planning documentation

Photo 2: SPD legal procedure

"SPD" SPATIAL PLANNING DOCUMENTS
procedure for preparation, creation and content

TEXTUAL PART
The textual part contains an explanation for the preparation of documents, spatial development goals, planned spatial planning, and provisions for the implementation of the spatial planning document.

GRAPHIC PART
The graphical part contains cartographic representations and attachments which show the condition and planned interventions in the space.

PUBLIC PARTICIPATION
In the Federation of BiH, it is mandatory to ensure public participation in all phases of preparation and drafting of spatial documents.
The holder of the preparation (and / or the Plan Council) is obliged to prepare a **Public involvement program** in the process of preparation and drafting for all spatial planning documents referred to in Article 6, paragraph 2, item a. to f. from the Law on Physical Planning.
The public involvement program, referred to in paragraph 1 of this Article is an integral part of the Program and plan of activities for preparation and development spatial planning documents. They are precisely defined by the public involvement program ways of involving the public (organizing tribunes, round tables, public hearings and other forms of public involvement) in all phases of preparation and drafting of the spatial planning document.

2 | SARAJEVO | REIMAGINE MY STREET

Tools to engage citizens and build support for urban re-design
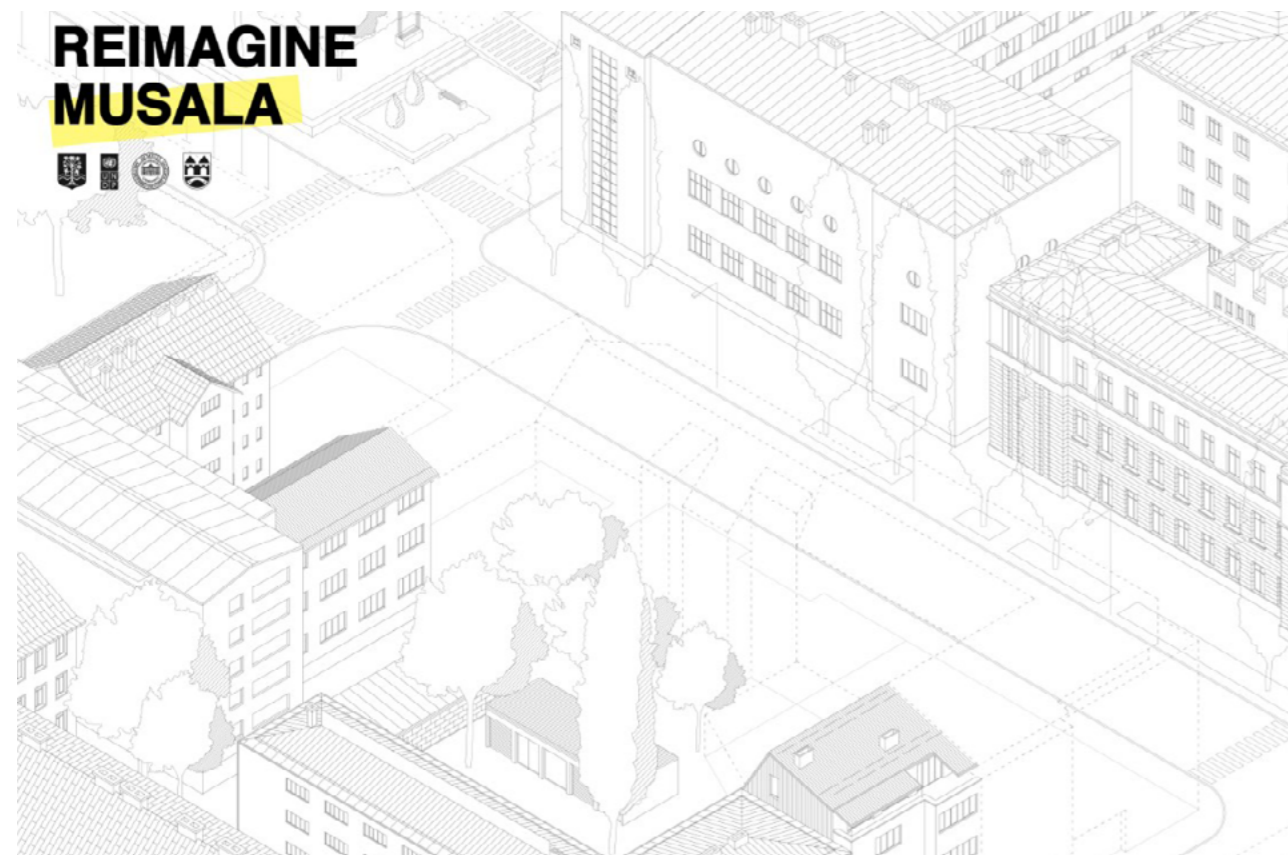
KEY FACTS & FIGURES

Brief description

"Re-imagine my street" aims to contribute to inclusive and sustainable urban transformation through the collective sharing of ideas for redesign and improvement of public spaces by citizens and the implementation of concrete actions that will result in green, colourful and pleasant streets and public areas in Centar Municipality. Starting in 2021, citizens' ideas and visions were collected in order to set a framework for the desired functionality of the public space, but also for envisioning its social, physical, ecological, economic and cultural form and content.

Part of this initiative was also the design and development of a digital platform that served for the interactive collection of citizens' ideas and voting on their preferences.

Engagement type	Phase of planning	Resources
Collaboration / Empowerment	Collaboration / Empowerment	Facilitators, architects, software developers

Photo 3: Reimagine Masala

Relevance For The Local Context	Fields Of Intervention	
UTPS Focus Areas	Communication & Education	Social Inclusion
3 – Public understanding 5 – Social inclusion 6 – Public interest	☑ Prioritises public rather than individual interests ☑ Improves community infrastructure & communication for the benefits of multiple stakeholders ☑ Develops strategies for stakeholder conflict management	☑ Provides tools for monitoring citizen needs from a social inclusion perspective

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
The Accelerator Lab of the UNDP	Centar Municipality, the City of Sarajevo and the Faculty of Architecture of the University of Sarajevo	Citizens
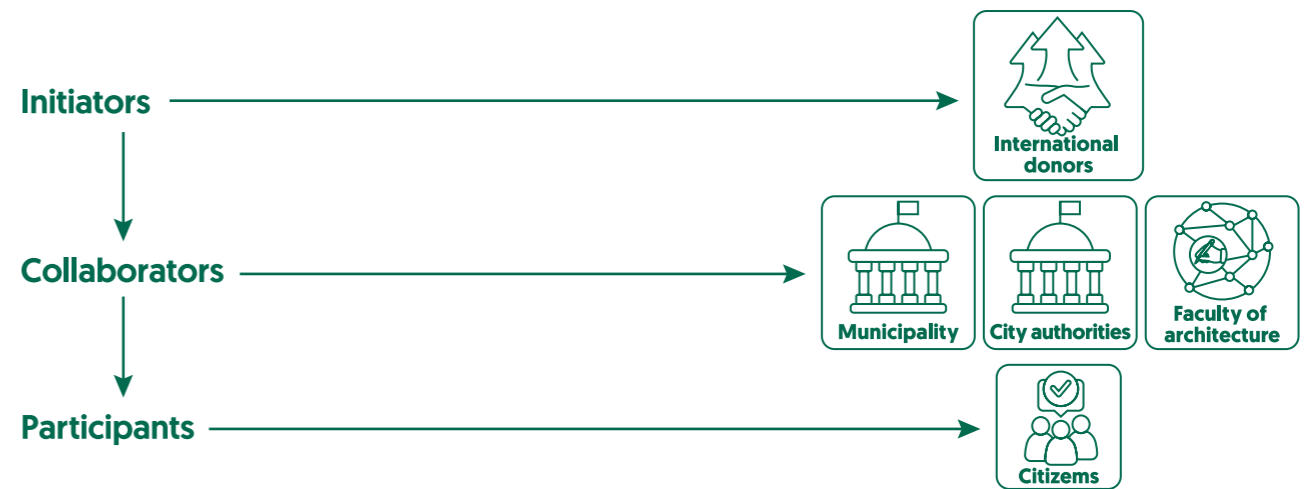
PRIORITIES AND PROCESS

Priorities

- Make public spaces more green and sustainable
- Citizens are to be the co-creators of urban transformations and urban design solutions
- Engage sceptical citizens through multiple stages and using a variety of interactive methods

Process

The process of interactive idea collecting and transforming them into action plans for implementation starts with inclusive, interesting and efficient public consultations on the topic of public urban areas. Citizens are able to present their ideas for green and accessible urban infrastructure, equipment

and facilities, artistic, cultural and other creative activities, sports and recreational areas for all actor groups, and others content or other innovative visions that can contribute to making urban spaces more comfortable, sustainable, more fun and more focused on a better quality of life. Once the ideas and suggestions of citizens for the selected location are collected, the project will work on turning collective ideas into scenarios for the transformation of the urban area. The result of such a collection of ideas is a terms-of-reference document that serves as a testing tool to redesign the selected public areas. The process will be described based on the cases of Musala street and Hastahana Park.

Musala Street

The idea collection started with face-to-face meetings involving residents and the directly affected MZs. The research teams and students from the University of Sarajevo developed a toolkit with large graphics and cards for different kinds of content. These were used interactively by citizens, which was then used to create a re-imagined virtual reality for the selected area. Citizens were shown the VR and the vision of what their dreams looked like and after further consultations and discussions, two different scenarios were generated. Although there was a diversity of opinions expressed including initial support for more parking, the more green option was ultimately chosen in consultations with MZs and citizens.

Hastahana Park

This location was a sensitive issue for the local community because there was public opposition to a new proposed Central Bank building in the park. The mayor supported and the municipality agreed with the decision that anyone registered in the city could vote and that the final decision would be public. A digital platform was used as a tool to make the initiative more accessible and to increase interest and access to the materials. Three options were selected by a jury from those submitted to an international design competition. The final selection was done by an online survey open to the public with visual representations and more than 2000 responses were received.

OUTLOOK

Benefits & impact
- Multiple steps and techniques used to engage the public and a pilot to make such processes "business as usual" in urban transformation processes
- Positive interest and high demand from other municipalities in Sarajevo and across BiH

Risks & challenges
- Low initial response from residents (Musala Street)
- The discrepancy between what people may want with what the municipal team thought was needed (Hastahana Park)
- Trust is disrupted at a deeper level, regaining trust needs a systematic approach and takes time
- Complicated and inconsistent decision making structure - 5 layers of governance
- Difficult freedom to decide in Centar Municipality - 80% of territory is protected heritage
- Evident strong and powerful economic interests different from citizens'

Lessons learnt
- The importance of political support to successfully implement the project, to promote positive results and to ensure follow-up, lessons learnt and replications (support by the mayor in this case)
- During long lasting participatory processes during which results might be postponed, there is a balance between fatigue and the trust that has been gained
- Find the right way for consultations with the general public about what is emerging and forward-looking. Citizens sometimes have short-term interests and prefer solving some practical, local problems instead of green and sustainable transformation.
- Municipalities need to find a new manner of talking to and engaging citizens, not a typical public consultation, but a dynamic, progressive conversation.

Photo 4: Visions for Reimagine my street Musala

3 | SARAJEVO | INTERACTIVE URBAN DESIGN

Innovative spaces for presenting / discussing / co-working & co-designing in urban decision making

KEY FACTS & FIGURES

Brief description

Within the scope of the Sarajevo Urban Transformation Project (2021-2025), a set of tools and actions are being developed to improve the participatory framework for creating urban plans in Sarajevo Canton. The implementation phase of the project has three key elements:

1. Urban Design Studio is a physical space of communication, collaboration and education on urban planning and design topics;

2. Studio Mobile is a portable studio for data collection and hands-on approach to citizen engagement in urban planning

3. Digital Twin is a digital decision making design tool for planning the city over the next 30 years within the scope of the Sarajevo General Urban Plan (GUP) 2040

Facebook page: Urban Design Studio Sarajevo / Studio urbanog dizajna Sarajevo

Engagement type	Phase of planning	Resources
Consultation / Collaboration	Formulation / Implementation	Costs of public space and mobile studio, volunteers

Photo 5: Urban design studio Sarajevo – Model of the city of Sarajevo

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Data Management	Social Inclusion
7 – Communication management	☑Communicates planning plans/ projects in plain language ☑Prioritises public rather than individual interests ☑Educates on urban planning, urban environment, co-creative planning ☑Improves community infrastructure & communication for the benefits of multiple stakeholders	☑Administers timely access to information	☑Provides tools for monitoring citizen needs from a social inclusion perspective

KEY ACTORS & STAKEHOLDERS

Initiators	Sponsor	Collaborators	Participants
Sarajevo Canton Ministry of Communal Utilities, Infrastructure, Spatial Planning, Construction and Environmental Protection; Sarajevo Canton Institute for Development Planning	Swiss State Secretariat for Economic Affairs (SECO)	Technical university in Zurich (ETHZ), University of Sarajevo (UNSA)	Students, citizens

Initiators → Municipality | Urban planning institutions | International donors

Collaborators → Faculty of architecture | Faculty of architecture

Participants → Students | Citizens
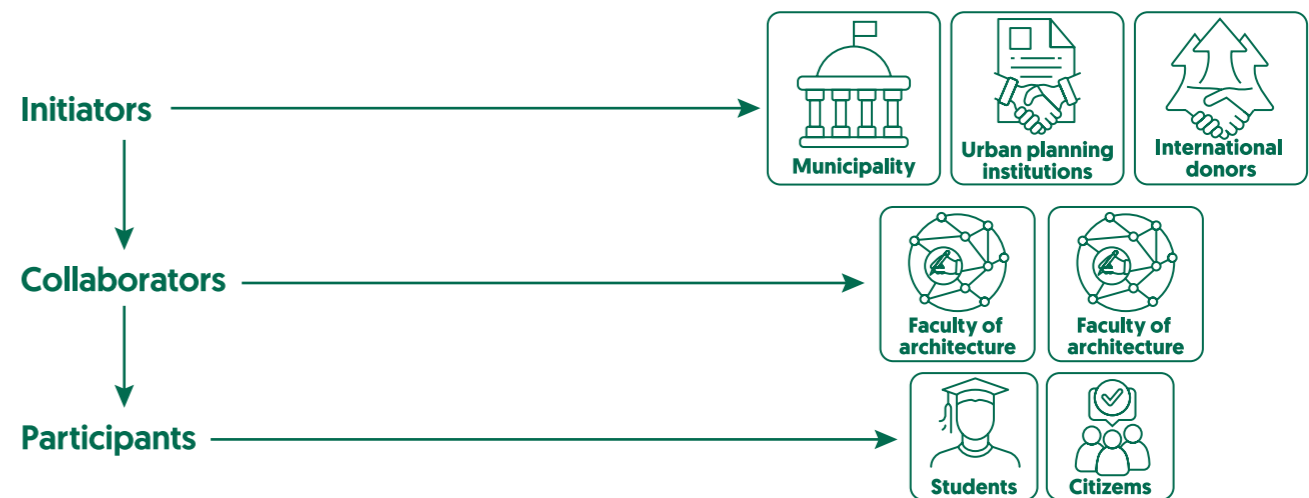
PRIORITIES AND PROCESS

Priorities

- Reinvent participatory mechanisms in static (a physical space), dynamic (mobile space) and online (a digital tool) environments

- Finalise the Digital Twin and ensure its connection to the General Urban Plan Sarajevo 2040

- Contribute to the smooth and efficient execution of participatory processes prescribed by the law that accompanies the adoption of the GUP

Process

Research teams of ETHZ and UNSA envisioned a set of urban and architectural actions, interventions and spaces to reactivate public participation in urban decision making in Sarajevo. This project has qualitative (discussion, dialogue, round tables, workshops) and quantitative components (physical measuring devices for data collection on climate and environmental subjects in the city of Sarajevo). The core of the project consists of:

1. Design Studio - An actual readapted space on Valtera Perića street which was previously a shisha bar and now is converted into a working and event space for the local community to get involved into urban transformation in Sarajevo. This is a collaborative City Action Lab Workshop Space planned to function during the entire lifecycle of the project and beyond as a working, exhibition and discussion space with periodical multi-stakeholder workshops on urban planning and transformation and with a permanent staff. This space is inviting and open to the public to enter at any time and ask for input, counsel on urban issues or bring ideas for events and actions.

2. Studio Mobile is a movable studio placed in a van and used for data collection and project presentation in public and open spaces as well as for a hands-on approach to urban redesign actions and for bringing open round tables to people instead of bringing people to participatory events. The vehicle is a transformable element designed to accommodate discussions, presentations and physical urban furniture recycling workshops.

3. Digital Twin is a customised digital tool conceptualised and designed to support the elaboration of the Sarajevo General Urban Plan 2040. It is envisioned as a library of geolocated physical & virtual ideas for interventions in Sarajevo Canton. This digitised decision making tool addresses planning the city over the next 30 years while also contributing to the revitalization of the Marijin Dvor neighbourhood in Sarajevo. This digitising part of the process actively supports the development of the GUP by providing quantitative data that are superimposed on the digital and physical model of the city. It also helps boost the regulatory level of planning by supporting the informed decision-making of local authorities through communication, feedback and co-working on design briefs with the municipalities. Finally, community engagement is enabled across the Sarajevo Central Zone through the combination of the physical model accommodated in the Design studio space and virtual reality data collected and distributed onto the physical model by the Digital Twin tool.

OUTLOOK

Benefits & impact

- Capacity building and knowledge sharing within the local partner group on the topic of urban planning and transformation in Sarajevo

- An urban knowledge generation engine, because even negative and failing results provide a framework for learning and improvements

- Creation of a local network active in these spaces (number of events, people who use these spaces) help stabilise engagement on urban planning and transformation issues

Risks & challenges

- How to communicate urban planning at the implementation level?

- How to explain particular, non-popular solutions in GUP and to achieve a broad agreement by multiple stakeholders with varied interests?

- Bring VR to actual reality and steering investments in the area

- Provide a bigger picture and define strategies and actions not just identifying the opportunities

Lessons learnt

- Do not come to people with a final project, but with the ideas and ask them for opinions along the process, collecting and incorporating these ideas into proposals for the next step

- Communicate alternate value systems apart from economic & profit driven

- Possibility to use the digital twin to analyse huge amounts of data and provide evidence and check different scenarios for the general public to better understand future-oriented issues within the GUP.

Photo 6: Studio Mobile event

4 | SERBIA | INTERACTIVE URBANISM

Building capacities for participation and communication and educating diverse stakeholders in urban planning

KEY FACTS & FIGURES

Brief description

The focus of Interactive urbanism (Interaktivni urbanizam) from 2021 was to plainly describe & interpret planning processes in order to mediate and prevent potential & existing conflicts. In this manner citizens are taught about the public interest in city and urban planning, they are also mentored and guided to effectively express their individual & collective interests and to address institutional actions in urban planning and development and implementation of urban plans and projects. Interactive urbanism is a set of activities of Nova planska praksa, a professional NGO aiming at critical, educational and capacity building actions for citizens, civil sector & urban professionals in order to achieve a collaborative level of governance of all urban systems.

Interactive urbanism website

Publications

Engagement type	Phase of planning	Resources
Informing / Consultation	Strategies / Analysis / Formulation	Experts to prepare the education strategy, the publications material, plan, moderation of participatory events, printing & event organising costs

Relevance For The Local Context	Fields Of Intervention	
UTPS Focus Areas	Communication & Education	Data Management
3 – Public understanding	☑ Educates on urban planning, urban environment, co-creative planning	☑ Administers timely access to information

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
A civil society organisation	Urban planning professionals, educational and scientific entities (universities & institutes)	Citizens & civil society organisations

Initiators ⟶ Civil organizations

Collaborators ⟶ Urban planning institutions | Faculty of architecture | Science institutions

Participants ⟶ Citizens | Civil organizations
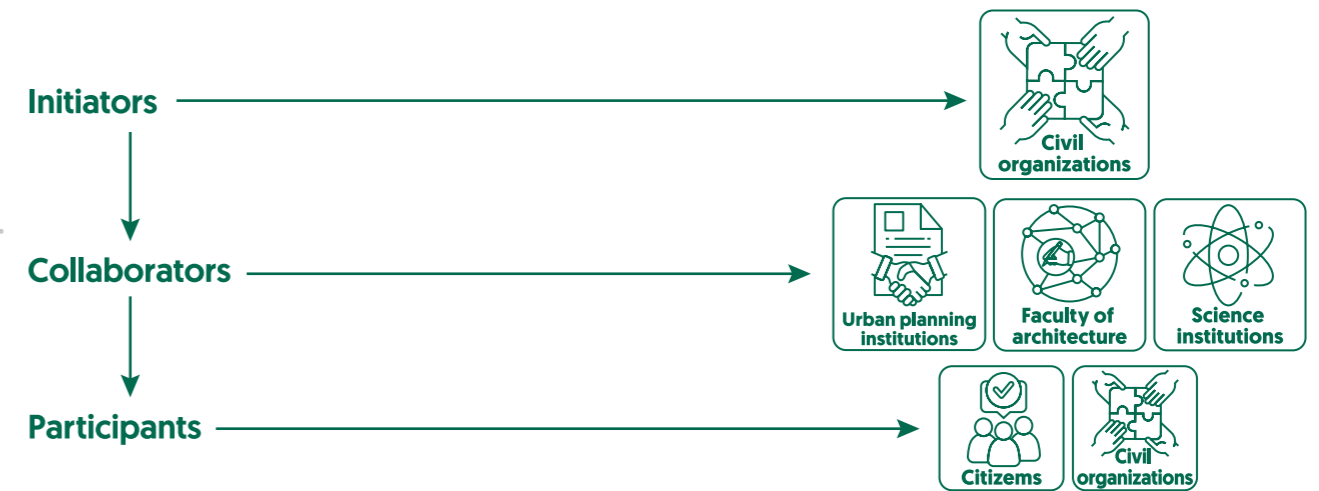
PRIORITIES AND PROCESS

Priorities

- Provide access to reliable information and envision the relations between different parallel processes and procedures

- Improve the understanding of complex processes of urban planning policies implementation

- Shape informed opinions, solid argumentation and increase the capacity for critical reflection for all interested individuals and groups

- Build a public sphere and overcome the lack of responsible media to support society to articulate the public good and public interest in public discourse which encourages withdrawing individual and personal, and which public institutions work to protect and promote.

Process

The platform offers professional support for the professional and local community by providing access to information of importance for understanding spatial development planning and governance. Its aim is to empower active, constructive and continuous participation of all involved, as well as those in charge of implementing the process.

The Interactive urbanism platform aims to spread knowledge, encourage informed opinion and discussions through a research and education framework that includes:

1. Analysis of the system & local circumstances through individual case studies

2. Education - interpreting planning procedures, teaching citizens to track problems earlier in the planning procedure and in the broader planning scope (GUP), not when it comes to their individual interest

3. Promotion - strengthening dialogue between citizens, professionals and institutions

4. This framework embodies a set of activities that contribute to the understanding that the rules and procedures must be continually critically reflected on and changed in accordance with reality and consist of:

- Reactive urbo-café - in-person discussions with citizens on concrete urban issues (case-studies) & helping citizens prepare for public insights & hearings;

- Proactive urbo-café - a set of trainings (online or physical workshops) aiming to interpret and decipher urban procedures and plans;

- Publications - translating professional language into the everyday one for people to understand. Publications: Urban planning glossary, Series - Understanding planning documents as a

precondition for participation (Razumevanje planskih dokumenata kao preduslov participacije)

- Series of supportive working groups with professional planners to improve planning procedures and enhance participation within the current planning framework (questionnaires, discussions)
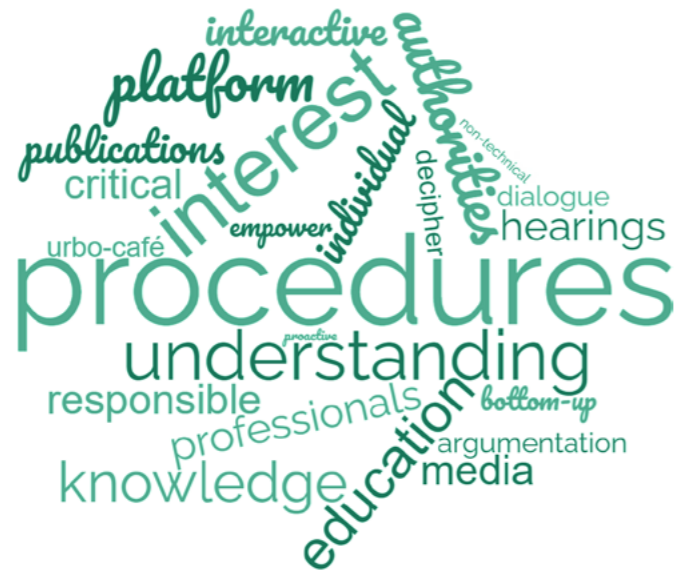
OUTLOOK

Benefits & impact

- Citizens recognize the importance of public interest, learn to get engaged in participatory activities on urban issues
- Non-professionals and citizens are provided with the means to prepare for public hearings

Risks & challenges

- Recognizing the importance of participation at higher strategic planning levels

Lessons learnt

- These processes are live simulations how institutionalised participation processes should look
- Importance to make the platform to become interactive in the future, and enable two-way communication and mutual interaction, or rather to provide additional information, an exchange of ideas and raise new topics of discussion
- Showcase for urban authorities and institutions how to educate citizens about planning process, procedures, and participation
- Direct urban authorities and institutions to profit from bottom-up urban knowledge generators and CSOs' fieldwork, create positive feedback mechanism between citizens, media, professional organisations and responsible institutions
- Importance of deciphering the language of urban institutions, professionals & documents and training citizens to "speak" this language during public hearings & public insights, need to teach citizens to identify how & where their individual interest lie in the wider scope and how public interest reflects upon their individual problems

For more information

Nova planska praksa (2022) Mali veliki pojmovnik urbanističkog planiranja - Vodič za razumevanje planova i planske procedure

Blog: Četiri faze u izradi plana: od inicijative do usvajanja (27/09/2022)

Photo 7: Phases of planning in the city of Belgrade: Decision phase
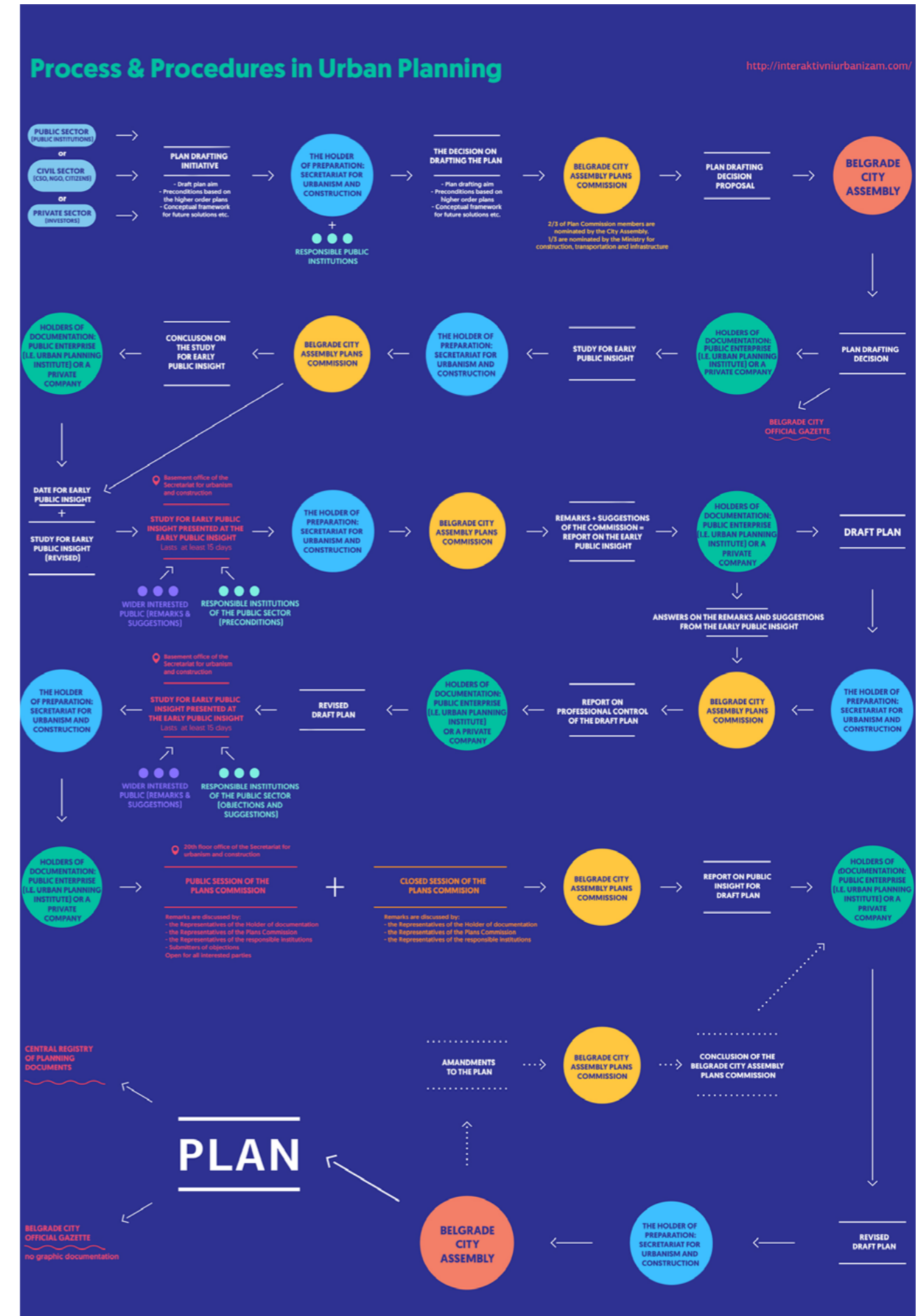
5 | SERBIA | PUBLIC-PRIVATE DIALOGUE

Enable & facilitate multi-stakeholder dialogue at an early stage in urban planning in 21 municipalities in Serbia
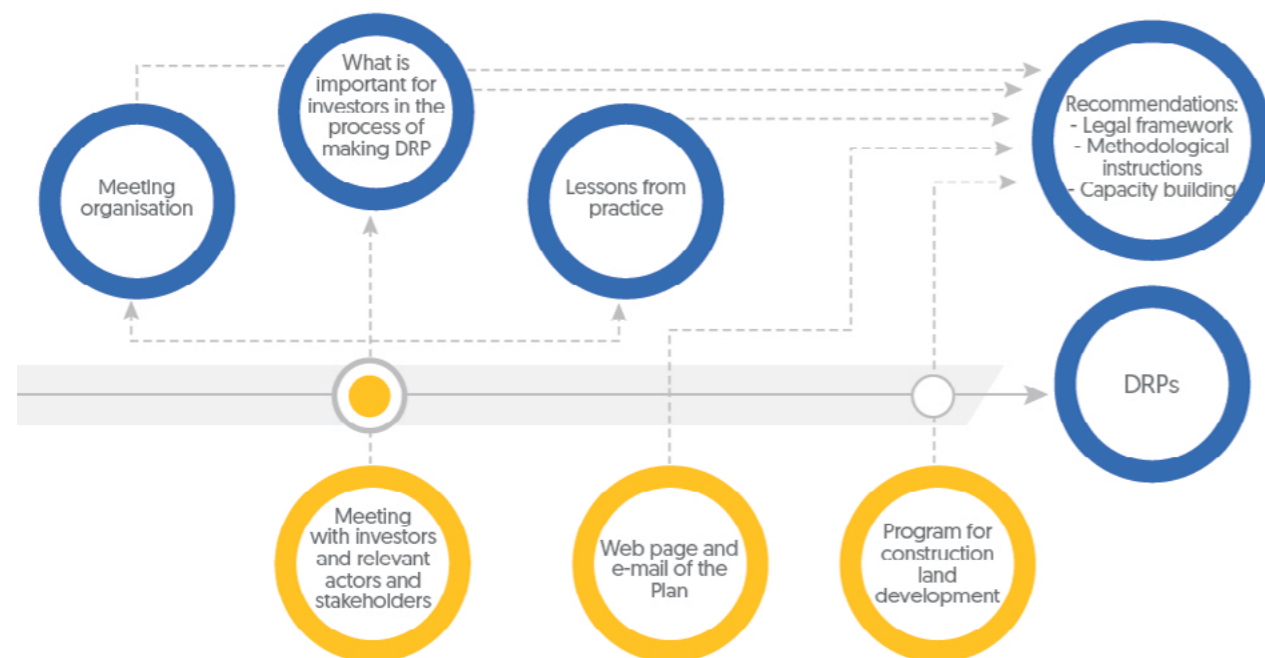
Relevance For The Local Context	Fields Of Intervention	
UTPS Focus Areas	Communication & Education	Data Management
1 – Number of processes 4 - Obtaining feedback 8 - Duration of processes	☑ Provides resources & build capacities for stakeholder consultation processes ☑ Improves community infrastructure & communication for the benefits of multiple stakeholders ☑ Develops strategies for stakeholder conflict management	☑ Supports data distribution & sharing - transparency & the flow of information among institutions and between institutions and citizens, information-feedback flow

KEY FACTS & FIGURES

Brief description

Early stage participation of multiple stakeholders in 21 municipalities in Serbia was part of the production of 31 Detailed Regulation Plans (DRP) through the biggest local development program in Serbia (Evropski progres) in order to contribute to creating economic benefit and development.

Three crucial factors that brought about this initiative (2015-2017) were: harmonising development trajectories with European urban development policies; introduction of an early public insight in the process of drafting urban plans; the quality of plans and their implementability based on the research by Evropski progres. In order to achieve expected results, this program commissioned a set of accompanying practices to these DRPs, such as:

- Inclusion of investors and all relevant partners and parties and in the early public inspection phase, with the aim of obtaining a clear image and data on the spatial possibilities and needs;

- Creating a special website dedicated to each DRP and special e-mail addresses for submitting questions, suggestions, objections, and feedback.

Engagement type	Phase of planning	Resources
Consultation / Collaboration	Analysis / Formulation	Experts to draft and facilitate all processes and procedures Protocols Event organisation & management

Photo 8: Methodology

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
Evropski progres - national development program supported by the EU and Swiss governments	City and Municipality authorities, urban enterprises and institutions engaged in the formulation and production of DRPs	Urban professionals, public institutions, local authorities & politicians, Local investors and businesses, land owners, NGOs & CSOs & citizens
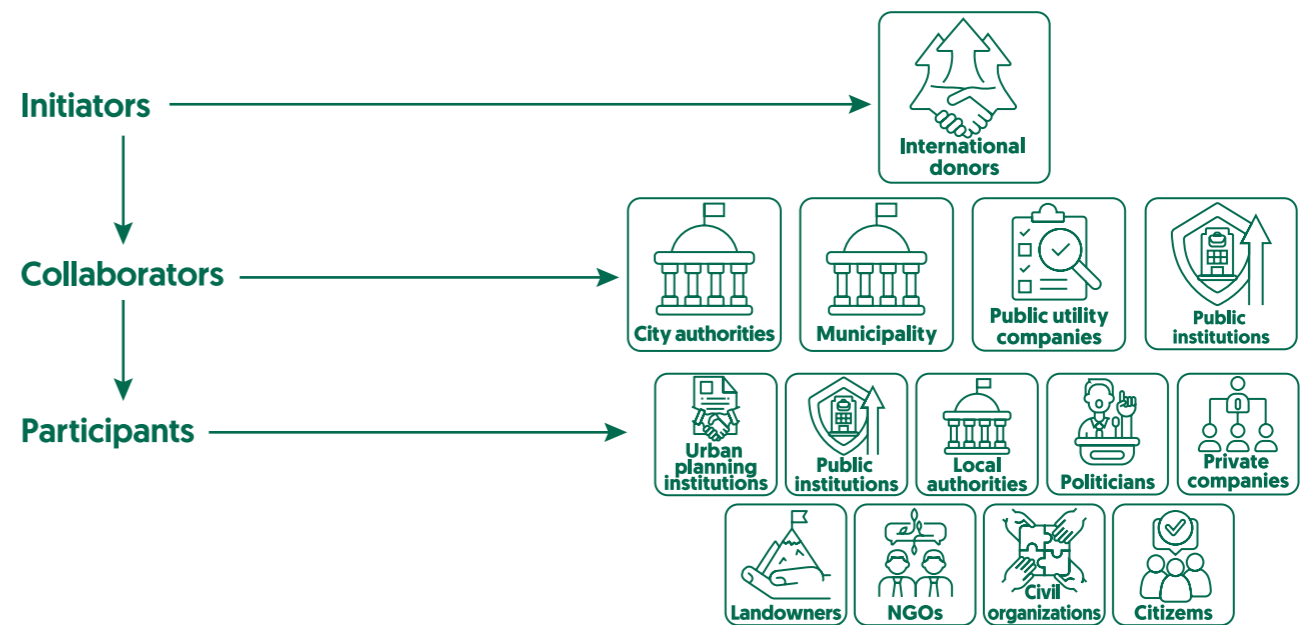
PRIORITIES AND PROCESS

Priorities

- Promote dialogue among all stakeholders early in the creation process of Detailed Regulation Plans (DRP)
- Public infrastructure promotion plans and improving business conditions of existing economic entities
- Plans that contribute to
  - the creation of conditions for the development of new economic activities and attracting investments
  - creating the conditions for revitalising brownfield locations
  - revitalising neglected areas and activating their economic potential

Process

Involving investors and relevant stakeholders and public participation in the process of developing urban plans are in this case used as a mechanism for more rational troubleshooting and a way to improve the implementation of plans once created.

Meetings with investors and relevant stakeholders and participants were designed as a combination of several methods and techniques - presentations, discussion and round table, and interactive panels.

Steps in this process with the corresponding methods and techniques applied are:

Steps in the process of public-private dialogue	Methods & techniques
Informing (on early public insight, meeting organisation)	☑ Advertising (formal & informal)
	☑ Press release
	☑ Printed promotional material
	☑ Website dedicated to the plan
	☑ Exhibition panel
	☑ E-mail address for direct communication in this process
Dialogue with multiple stakeholders about drafted solutions	☑ Meeting with investors and relevant stakeholders
Feedback on the results	☑ Reports on all events
	☑ Online advertising on the dedicated website

The whole process is supported by the set of protocols: guidelines for public insight materials and event organisation and management, instructions for website development, templates for invitation, feedback and reporting procedures, instructions for 2-way communication and evaluation templates. The protocols are always followed by sample materials and cases

OUTLOOK

Benefits & impact

- Early harmonisation of conflicting proposals (investor requirements, public sector conditions etc.) and create better, feasible solutions altogether
- Obtaining quality/ready-to-use official planning pre-conditions (uslovi za izradu plana) on the necessary conditions of the institutions and organisations
- Raising the level of decision-making transparency in the planning process - through advertising and reporting about the results of investor and stakeholder participation
- Raising public participation levels through feedback and follow-up on the decision making after the process
- For the purpose of evaluation, interviews were organised with the representatives of various participant groups: professional planners, public authorities, institutions and enterprises, investors, politicians, NGOs and citizens (43 in total)

Risks & challenges

- Taking into account investor interests & needs and early conflict recognition
- Raising the level of public participation while providing dialogue between public, private and civil sector early in the process
- Establishing a balance of private and public interest
- Harmonisation of the issue of local pre-conditions for planning and shortening of the planning procedures

Lessons learnt

- Achieving more realistic planning solutions ensures smoother implementation
- Methodological recommendations:
  - Prepare the final draft for early public insight and present and discuss it in a meeting with investors and relevant stakeholders
  - Have all the material available online, advertise and link to it
  - Provide a contact e-mail address for questions and comments and provide adequate feedback for Q&A
  - Enable online submission suggestions, objections and opinions
  - Provide a step-by-step framework of action to ensure early meetings/workshops with investors and all relevant stakeholders at an early stage of planning
  - Process questions, suggestions and remarks from these meetings
  - Provide feedback and follow-up
- An example of a step-by step participatory process for strategy development:
  - Contextual analysis
  - Thematic round tables - SWOT analysis and definition of needs
  - Workshop No. 1 - Objectives measure and preliminary list of priority ideas
  - Public forum - Vision, consolidation of goals, measures and the list of project ideas
  - Workshop No. 2 - FInancial sources
  - Workshop No. 3 - Priority locations and projects
  - Workshop No. 4 - Monitoring & evaluation of the implementation process
  - Public hearings - Strategy draft

For more information

Čolić R. (2018) Podsticanje lokalnog održivog i ekonomskog razvoja kroz izradu Planova detaljne regulacije. Kancelarija Ujedinjenih nacija za projektne usluge UNOPS. Belgrade, Serbia. ISBN 978-86-920977-6-8

Photo 9: One of the workshops

6 | RIJEKA | MJESNI ODBORI

Informal local committees co-create solutions to deal with spatial issues and inform official committees
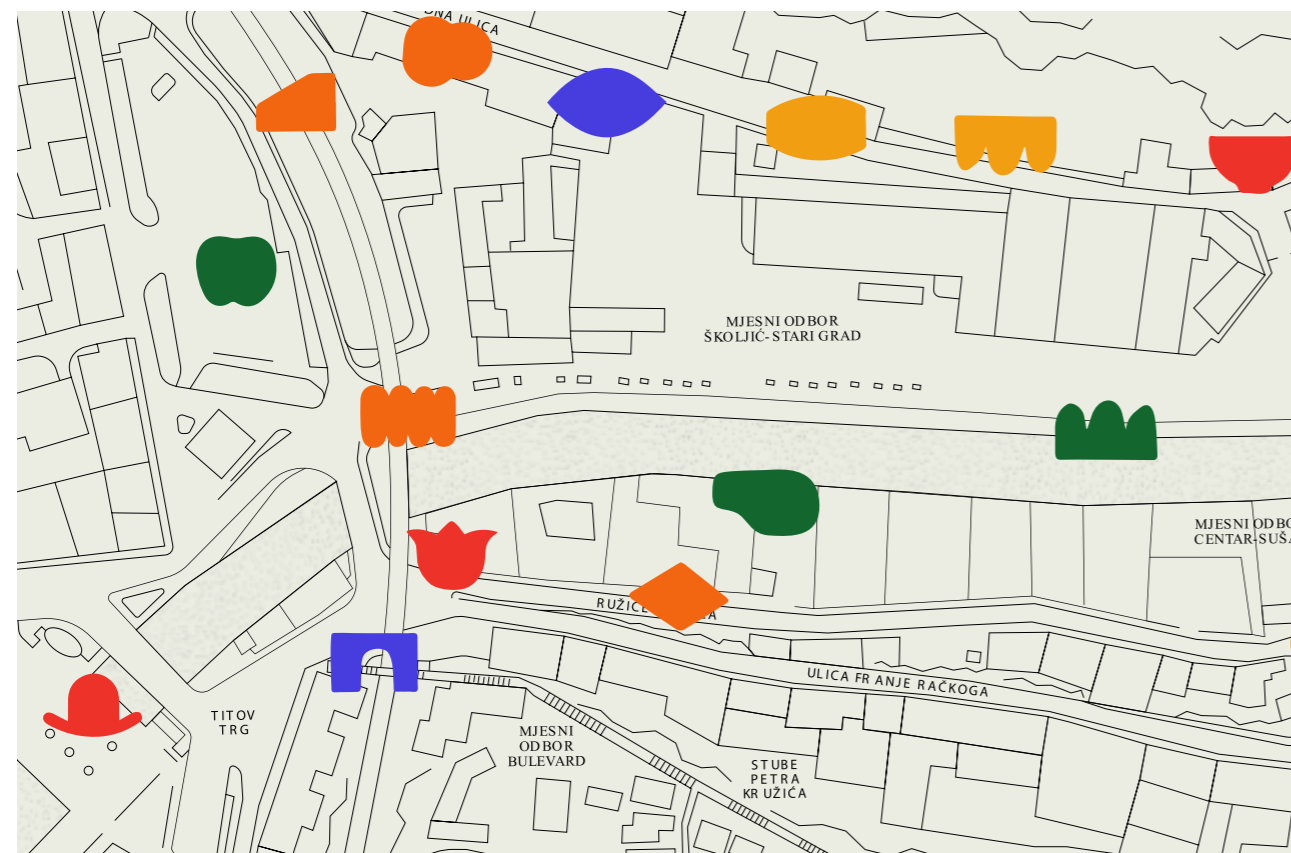
KEY FACTS & FIGURES

Brief description

A local civic initiative from Rijeka established a tool that imitates the official local committees in deciding on local affairs. These informal local committees identify burning issues in the city and set in motion a series of events and actions to address the problems and find a common ground for all urban actors and stakeholders. These initiatives create partnerships with official local committees and local and city authorities to implement the conclusions & results into legal planning and implementation procedures. Mjesni odbor (local community board) gather all citizens living in the area as well as all actor and stakeholder groups using the space daily. It is very important that all actor and stakeholder groups are included and their needs taken into account.

Urbani separe website

| Engagement type	Phase of planning	Resources
Collaboration / Empowerment	Strategies / Analysis	A team of facilitators & a communication plan with resources for its implementation

Photo 10: Diagram to inform 7 neighboring mjeseni odbori

Relevance For The Local Context	Fields Of Intervention	
UTPS Focus Areas	Communication & Education	Social Inclusion
5 – Social inclusion	☑ Prioritises public rather than individual interests	☑ Provides tools for monitoring citizen needs from a social inclusion perspective

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
Civil society organisation	City & local authorities, local committees	Citizens, private companies
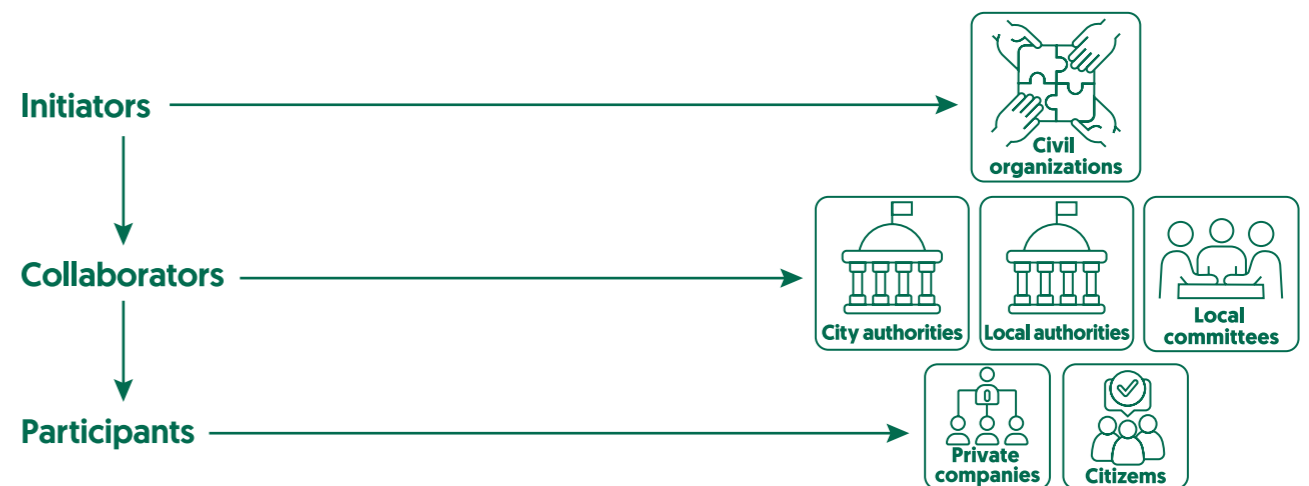
PRIORITIES AND PROCESS

Priorities

- Promote cooperation among various stakeholders and nurture capacity for participatory development through dialogue with city and local authorities and institutions
- All the documentation and events are open access, an effort is made that the events are open and accessible to various groups (people with disabilities, marginalised etc.)
- Initiate dialogue with authorities
- Promote and support respect, mutual understanding and cooperation with professionals in the institutions

Process

Mjesni odbor Tesla is an example of a local committee that focuses on spatial issues at the Klobučarić square in Rijeka. The main interest group identified in the area are the young pupils attending the primary school situated at the square, so that they were equal participants in all

the discussions, workshops and open forums. Moreover, there were a set of specially designed workshops for youngsters to take part in square design while expressing their needs and ideas. There are 3 workshop types:

- Tactical workshop – actually reorganisation of the square with various attempts of rearrangement of urban furniture in order to zone the square according to its usage and needs

- Design workshop – analysis of square design plans based on tactical workshops and discussions on design methods and solutions

- Discussions – conversations with various stakeholders as well as professionals and representatives of the institutions

All the results from the participatory activities were collected and structured in the draft document „Spatial requirements for the redevelopment of the Klobučarić square in Rijeka". In collaboration with the city authorities it will be added to the documentation for the official design competition for this square planned to be open in 2023-2024.

Social inclusion

The aim is to approach all different actor and stakeholder groups as well as marginalised ones active in a space where a mjesni odbor is to be formed

Risks & challenges

- Challenge to sustain effort and impact without official and continuous support from city and local authorities. It is rather an advisory body, communication and cooperation with authorities usually depends more on the openness of professionals and administrative staff in these institutions.

Lessons learnt

- Provide examples how official local community boards should work, be inclusive and bring positive results to a wider community
- Ensure broad consensus through informal and co-creative processes from the beginning, participants get personally involved and build a sense of community and public good.
- Importance to also welcome occasional and new participants

Photo 11: Urbani separe logo

OUTLOOK

Benefits & impact

- Exercise direct democracy - participants are gathered around the idea or a space of interest
- Mjesni odbor (local community board) has become a synonym for not only positive past experience during Yugoslav times but also a local community bonding mechanism

7 | ZAGREB | EARLY STAGE PARTICIPATION

Multifaceted participatory processes in early decision making for the Zagreb General Urban Plan

📖 KEY FACTS & FIGURES

Brief description

In order to establish a novel, inclusive code of conduct in the early stages of the urban planning process, in 2022 the City of Zagreb Institute for Spatial Planning supported by city authorities instated a participatory procedure that precedes the Decision on drafting amendments to the General Urban Plan (GUP) of the City of Zagreb. Since the process between the adoption of the Decision and the actual drafting the amendments to the GUP may generate a series of irreversible misconceptions that obstruct reaching a broad consensus on this matter later in the process, professionals and authorities decided to carry out a set of participatory events to secure comprehensive public consultations even before the initial Decision. During an approximately one-year period, a combination of methods were used to guarantee the inclusion of multiple stakeholders in this process. The emphasis was on a series of workshops with all city district councils so that they are provided with professional counsel on strategic urban planning and facilitated through the process of consultations and dialogue.

GUP Zagreb

City of Zagreb Participation webpage

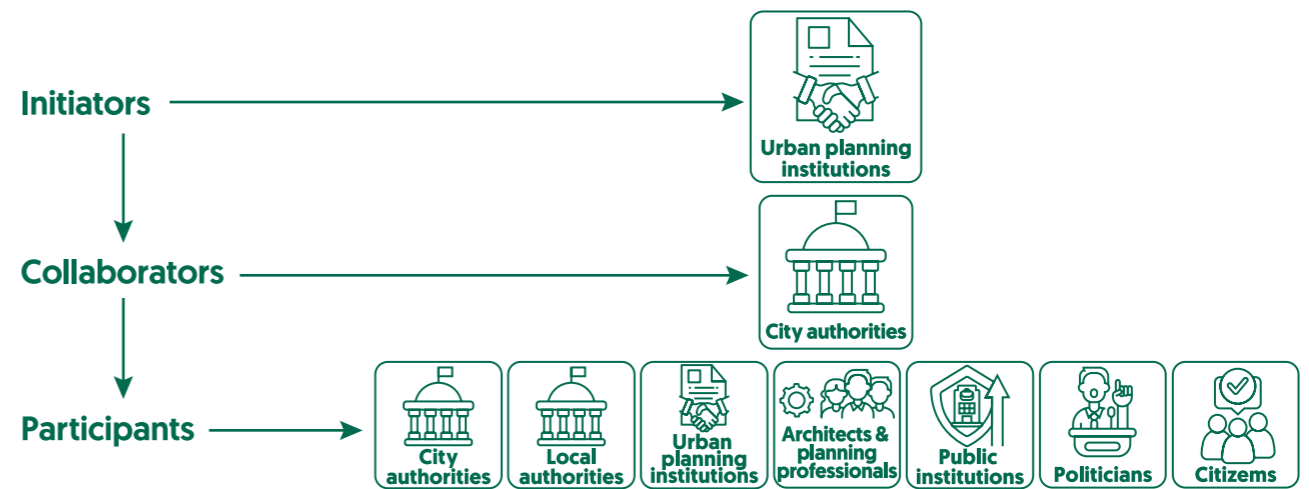| Engagement type	Phase of planning	Resources
Consultation / Collaboration	Analysis / Formulation	A team of professionals to draft and facilitate the events and provide the supporting documentation

Photo 12: Discussions with professionals on the amendments of GUP in Zagreb

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Social Inclusion	Institutional Relations
8 – Duration of processes 9 - MZ role	☑ Improves community infrastructure & communication for the benefits of multiple stakeholders	☑ Provides tools for monitoring citizen needs from a social inclusion perspective	☑ Improves vertical & horizontal coordination between institutions ☑ Alleviates tensions in relationships between politicians & experts

⚙ KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
City of Zagreb Institute for Spatial Planning	City authorities	City district councils, urban and architecture practitioners, professional organisations, mayor, general public

Initiators → Urban planning institutions

Collaborators → City authorities

Participants → City authorities, Local authorities, Urban planning institutions, Architects & planning professionals, Public institutions, Politicians, Citizens

🏔 PRIORITIES AND PROCESS

Priorities

- Participation to formulate goals and the scope of City of Zagreb General Urban Plan
- Educate local authorities (city districts) on strategic planning and spatial development and the differentiation between strategic phases of a wider scale and local implementation and action plans and projects
- Manage varied interests at an early stage in order to prevent future conflict escalation

Process

A series of participatory events organised to support comprehensive decision making on drafting the amendments to the GUP consisted of:

1. Workshops with City district councils. The workshops included an educational part, where

councillors were informed on the planning procedure and the initial draft of the decision as well as on the scope of suggestions that might be relevant at this stage. The other part consisted of discussions on their proposed amendments and remarks.

2. An open forum with professional stakeholders was organised to determine the key challenges in the city, the main problems in the interpretation and implementation of the plans in force, and to encourage discussion about the visions of the future spatial development of the city, especially in the context of new European policies, the energy crisis and the challenges of climate change. The expert discussion was attended by members of the professional public (architects-urban planners, designers, members of other professions in the interdisciplinary field of spatial planning), members of professional associations and members of the academic community as well as the Mayor of the City of Zagreb, the Deputy Mayor, the representatives of the City planning authorities and the expert drafting team from the City of Zagreb Institute for Spatial Planning. The discussion was moderated by the Society of Architects of Zagreb.

3. Having all the suggestions and remarks incorporated in an initial draft, a one month e-consultation was the final part in the process. During this period, all individual actors, actor and stakeholder groups are invited to provide their input before the final draft of the decision is prepared for adoption.

Risks & challenges
- Having the process open to the public from an early stage is a long-term process, while the actual city development sometimes calls for quick measures in order to prevent future damage
- Even though some questions and decisions may not receive approval, the process of adoption must be transparent and additional effort should be made to reach some level of public consensus
- Participants should be made aware that they will be heard, but not all the suggestions and remarks will be accepted
- There is no adequate past experience of an efficient flow of information and feedback between professionals and authorities and multiple stakeholders

Lessons learnt
- Strategic urban planning is popularised and citizens are informed of its scope - the media continuously cover the processes and procedures
- Although participation of the councils was on a voluntary basis, two thirds of the city district councils in Zagreb took part in this process
- Make professionals and authorities understand that participation at all stages in planning is necessary not because it is legally prescribed but because it is useful and helps prevent future conflicts
- Important to educate and train professionals how to plan, use and facilitate participation
- Trying, making mistakes and and failing sometimes may also be part of the process, but it should not discourage participatory planning initiatives

Photo 13: City of Zagreb visual identity

OUTLOOK

Benefits & impact
- Inform and educate the general public and multiple stakeholders about planning procedures and documents and their legal frameworks
- Train planning professionals to profit from early stage participation

8 | ZURICH | A DIGITAL PLATFORM FOR CITIZEN PARTICIPATION

The open source Decidim platform is intended to be used in all departments and for all participation processes

Relevance For The Local Context	Fields Of Intervention
UTPS Focus Areas	Data Management
7 - Communication management	☑ Provides an open-source & cost-effective tool for online participation in urban decision making ☑ Improves accessibility & use of up-to-date technologies & tools for varied actor groups ☑ Establishes an integrated, harmonised & inclusive information system

KEY FACTS & FIGURES

Brief description

The City of Zurich wanted to integrate participation into the culture of conduct of the city administration, and created a web platform that helps all city departments to communicate about and manage participation processes and their documentation, as well as enabling online participation. In this way they are moving beyond mere minimal and formal participation in order to create broader support and legitimacy for planning decisions and develop community ownership. The City of Zurich uses this software to create a space for encounters of various stakeholders and a shared point of knowledge inside institutions. Zurich continues to use traditional in-person participatory tools in addition to e-participation.

Engagement type	Phase of planning	Resources
City & Local level	Informing / Consultation / Collaboration	Strategies / Analysis / Formulation / Implementation

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
City authorities	City Development Department & private companies/civil organisations - Urban Equipe (product owner & coaching) & Puzzle ITC (support & development)	Citizens, city authorities, professionals, private companies
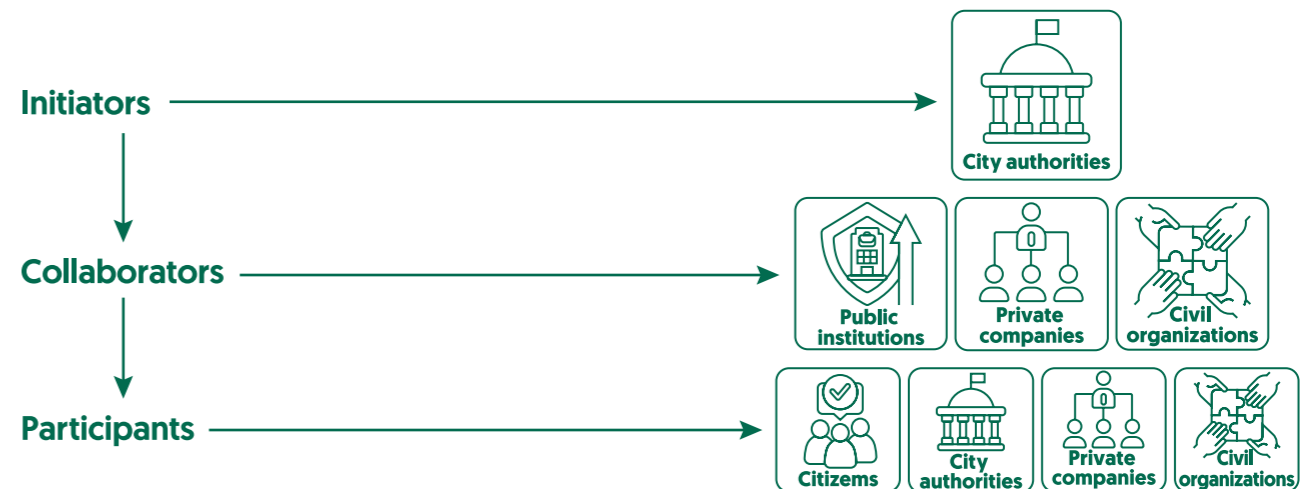
PRIORITIES AND PROCESS

Priorities

- The platform is enabling the Smart City Zurich strategy and is the foundation for testing smart participation & an e-Participation toolbox
- Provide an application for the digital inclusion and digital participation of stakeholders
- Provide a common application for all service departments & organisations

Process

The city's platform "Participation in Zurich's future", built using the Decidim software, is the standard solution for the city administration's informal e-participation processes and a portal for all informal participation processes.

The portal is connected to the city administration and it maintains the same website design to make the connection clear. Decidim has been specially adapted for the needs of the City of Zurich and consists of blogs, proposals, surveys, conversations, events & participative budgeting.

City administration and individuals create profiles in order to use the platform. The users need the permission of the platform management for certain functionalities, usually reserved for city administration and project managers. Institutions are provided with a test platform in order to get familiar with its environment & functionalities. Project initiators add the detailed documentation and different data types are supported for uploads and as additional material.

Risks & challenges

- Risk of using the tool conservatively – transferring dialogue to the digital realm with a similar scope as traditional participation processes
- Challenge to go beyond consultations and sporadic collaboration towards co-design, co-creation, co-implementation & monitoring

Lessons learnt

- Using this platform changed the citizen – city administration relationship. Forum discussions on the platform make the flow of communication much easier and quicker and the interactions are more efficient and easy to reach and follow. There is no need for physical presence or formal communication through letters or emails.
- The portal improves the structuring of processes and enables organizing information. All the available data on a certain project/process are organised in folders/categories that improves navigation and understanding of technical aspects and corresponding planning documentation.
- Opportunity to involve target groups excluded in formal participatory processes. E-participation offers a means of other social groups getting involved e.g. younger people, immigrants who do not speak the local language very well, etc.
- Strengthens a sense of responsibility and commitment of citizens not taking part in formal participatory processes. An online platform makes participation only "a click" away and citizens get involved easier in the processes or projects of their personal or community interest and also in cases when they advocate for the public good.
- The system could be improved by adding geospatial information that support projects that give a visual reference and enable people to better understand the context and the documentation.
- It is important to constantly monitor and improve modes of exchange from being reactive to being more proactive and co-creative. Citizens learn about urban planning and design through participation and the platform offers them a supportive environment for making proposals and taking an active part in creation of strategies, plans, evaluation and monitoring.

Photo 15: Zurich e-participation welcome webpage

OUTLOOK

Benefits & impact

- Improve the quality of solutions, better results by incorporating local knowledge and the reduction of appeals/complaints at later planning or implementation stages
- Increase the acceptance and legitimacy of decision making
- Triggers mutual learning processes as city departments and citizens update and respond to others' questions and comments on the portal
- Makes urban planning & development more transparent
- The projects are frozen or deleted when they are over and all the contributions are available for download by the project creator, while a report on the project is available on the City of Zurich website.

9 | ZURICH | AFFOLTERN CENTER DEVELOPMENT

Decision making and design process of a growing suburban centre through continuous consultations with its residents
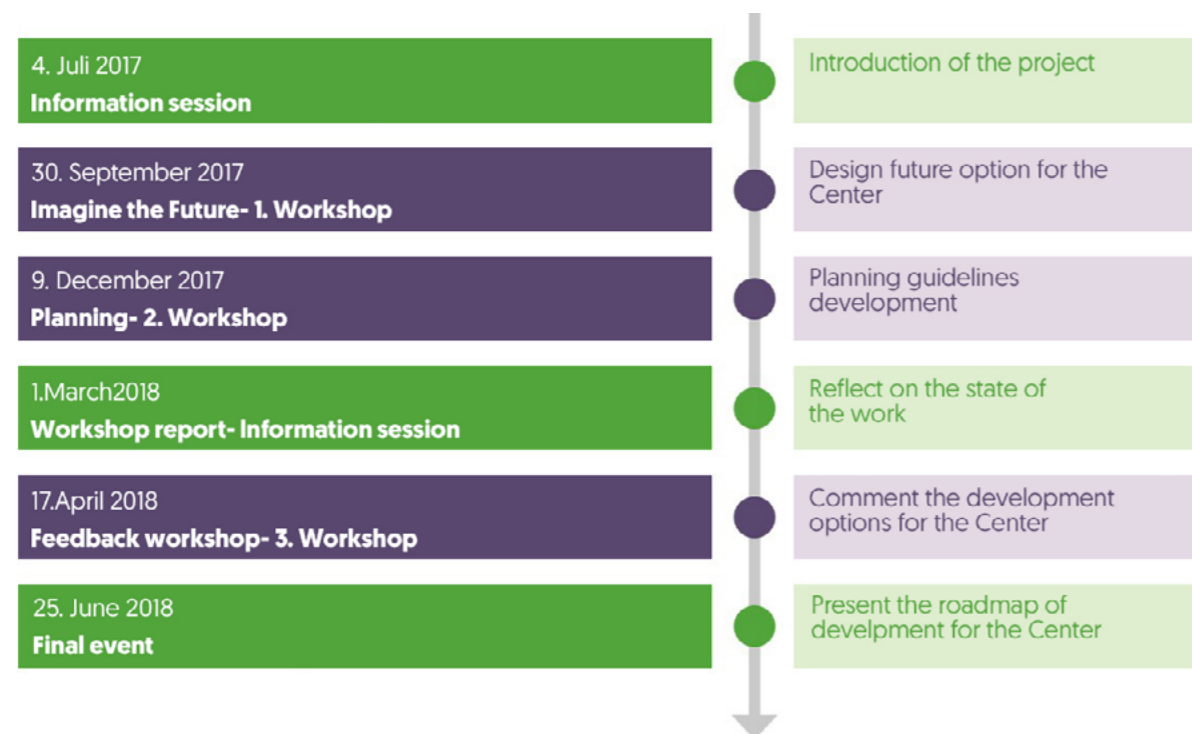
KEY FACTS & FIGURES

Brief description

Affoltern is one of 12 districts of the city of Zurich. The Affoltern district has rapidly grown from a rural area into a suburban neighbourhood in a very short time. The development of its district centre was a challenge for everyone involved in and concerned with this process - city and local authorities, professionals as well as residents.

A participatory process was established with the aim to have the Affoltern population actively involved in shaping their new neighbourhood centre. As part of the centre development, a number of information events and workshops took place between July 2017 and June 2018. All the results of the participation process were recorded and influenced the guiding principles and development directive for the future centre.

| Engagement type	Phase of planning	Resources
Consultation / Collaboration	Strategies / Analysis / Formulation / Monitoring / Evaluation	Experts for developing participatory framework and facilitating participation

Photo 16: Participatory activities

4. Juli 2017 **Information session**	Introduction of the project
30. September 2017 **Imagine the Future- 1. Workshop**	Design future option for the Center
9. December 2017 **Planning- 2. Workshop**	Planning guidelines development
1.March2018 **Workshop report- Information session**	Reflect on the state of the work
17.April 2018 **Feedback workshop- 3. Workshop**	Comment the development options for the Center
25. June 2018 **Final event**	Present the roadmap of develpment for the Center

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Data Management	Institutional Relations
2 - Written procedures 4 - Obtaining feedback	☑ Communicates planning plans/projects in plain language ☑ Provides resources & build capacities for stakeholder consultation processes ☑ Develops strategies for stakeholder conflict management	☑ Supports data distribution & sharing - transparency & the flow of information among institutions and between institutions and citizens, information-feedback flow ☑ Administers timely access to information	☑ Improves vertical & horizontal coordination between institutions ☑ Alleviates tensions in relationships between politicians & experts

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
City authorities	City authorities, planning professionals, facilitation company Ampio	Residents, private land & building owners, business stakeholders
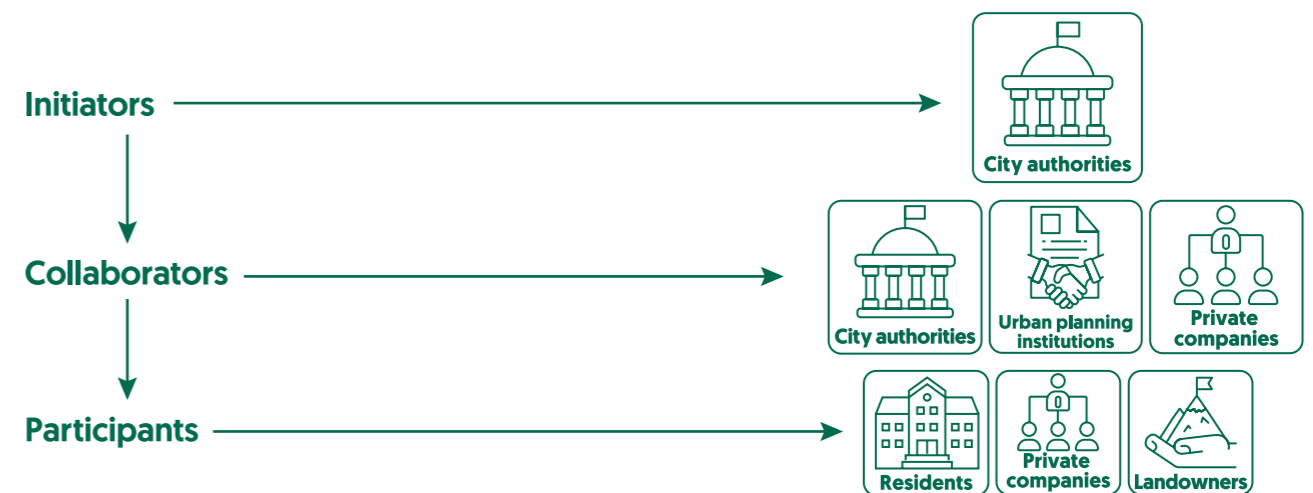
PRIORITIES AND PROCESS

Priorities

- A broad discussion on priorities & how different interests match together
- Reach as many stakeholder groups concerned with the town development as possible and increase understanding and acceptance of planning methods, decisions & implementation results
- Guide stakeholders through the planning process, educate them on the wider planning context and coach them to understand the mediation of various interests in urban development planning & implementation

Process

In a series of participatory events during 8 months, a development model for the Affoltern centre evolved in a joint dialogue, idea generator and design definition with the population. Three co-productive workshops (50-140 participants per event) and three informative meetings were the core of the process. Different participatory tools were applied in order to keep the participants motivated and vigilant to bring forward their proposals and opinions. An open debate came in between the workshop phases during public information events at which the current status of the work was presented to all interested parties.

1. The aim of the first workshop was to collect input from actors & stakeholders and to formulate priorities, demands and constraints of the future for the town centre. A set of common ideas was re-adapted by professional facilitators and planners to fit the development framework and prepared for the following participatory activities.
2. In the second workshop, central ideas for planning were then developed. The direct practical work on a model of the central zone was facilitated by professionals and concrete proposals were drafted together in several steps.
3. Finally, in the third workshop, the development concepts that had been worked out up to that point were commented on and discussed.

The resulting framework consisted of:

- Principles for development & design and a design description
- A physical model of the town centre
- A detailed plan with key figures, descriptions and implementation steps

OUTLOOK

Benefits & impact

- Adopted by the city council as acknowledgement and insurance that the results of the participatory process will be implemented

- Organised separate meetings before and during the process with the Area Management Board (including different city administration departments involved in the process) and Core stakeholder board in the area (Kerngruppe) in order to provide input for all interest groups
- The presence of authority representatives, planning professionals and experts was mandatory during the debate events

Risks & challenges

- How to combine private & public interests and to make different interest groups understand each other, work together and find a compromise for the best interest of the community and most stakeholders
- Explain the process in detail and inform citizens about the limits in collective spatial planning and production. Help participants understand why some ideas/proposition don't fit into the wider planning framework for the area
- Deal with private interests and impatience of residents by delivering 'quick-wins' (e.g. creation of a park on land bought by the city) or by careful step-by-step explanation of the reasoning behind the choice of solutions and designs

Lessons learnt

- Adaptation of the participatory working process to the specific location/local context (goals, difficulties, expectations)
- The importance of delivering results, intervening and implementing the solutions in practice in order to justify the process and promote participation
- Benefits of bringing in facilitation expertise from outside of the planning institutions
- The importance of internal coordination of the institutions in order to provide a framework for the implementation of the results achieved through participation
- Ensure that the general public receives the message why and how the decisions are made and the design solutions chosen and what are the reasons if some of the suggestions are not accepted

Photo 17: Workshop

10 | VIENNA | INCLUSION IN URBAN PLANNING

Gender responsive planning solutions and monitoring mechanism

KEY FACTS & FIGURES

Brief description

"Gender mainstreaming" is the practice of ensuring all genders are accounted for equally in policy, legislation and resource allocation. It kicked off in Vienna in early 1990s and today gender mainstreaming principles are enshrined in policy, with sanctions for those who do not comply. The urban planners strongly supported by the city administration began to research and identify the gaps in data relating to how gender affected use of public space.

Vienna has carried out more than 60 gender mainstreaming initiatives, including street lighting projects, widening pavements for buggies, additional seating, apartment complexes and social housing designed by and for women, and improving the safety of paths and alleyways by adding mirrors. In 2013, the city even published a manual on the subject. In this respect, Vienna authorities established the Department for Gender Mainstreaming that supports other departments and offices of the Vienna City Administration in their gender mainstreaming process. The department demonstrates that gender mainstreaming makes products and services of the City of Vienna fair and that fulfil the needs of the various target groups.

The Vienna Gender Equality Monitor presents the current status and developments in gender equality in Vienna using facts and figures.

Gender mainstreaming in Vienna

Vienna: Gender equality monitor parameters

Engagement type	Phase of planning	Resources
Collaboration / Empowerment	Implementation	Human and financial resources for continual work on the matter

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Data Management	Institutional Relations
5 - Social inclusion	☑ Provides resources & build capacities for stakeholder consultation processes ☑ Develops strategies for stakeholder conflict management	☑ Supports data distribution & sharing - transparency & the flow of information among institutions and between institutions and citizens, information-feedback flow	☑ Provides tools for monitoring citizen needs from a social inclusion perspective ☑ Boosts strategies & mechanisms for broad social inclusion

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
Female architects & planning professionals	Vienna City administration, city planning institutions, architecture & planning offices	Various actor groups (female, children, elderly, immigrants etc.)
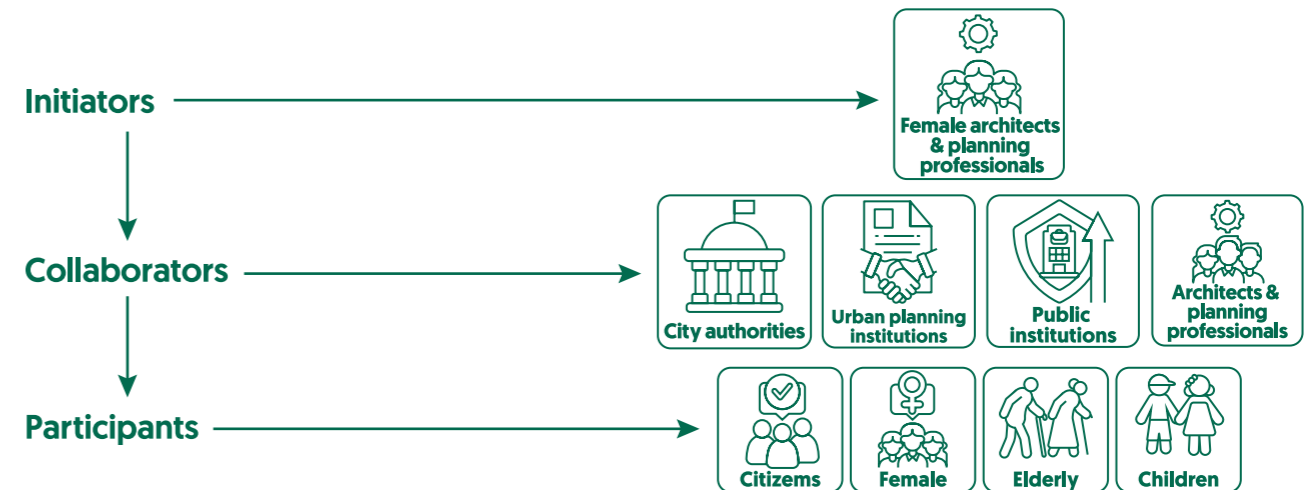
PRIORITIES AND PROCESS

Priorities

- Ensure "fair shares in the city" for all by requiring planning to be approached from different perspectives
- Achieve gender equality in urban planning and all city issues based on equal structures, settings and conditions for both women and men.

Process

Urban professionals put into action a number of qualitative changes as well as quantitative gender sensitive data analysis in designing Viennese urban neighbourhoods.

In 2002, Mariahilf, the 6th municipal district of Vienna with about 28,000 residents, became a gender mainstreaming pilot district. All the departments responsible for public space in Mariahilf held joint workshops and individual consultations and developed specific methods to optimise measures in order to increase equal opportunities in public space. Improving street lighting, prioritising pedestrians in traffic, installing new seating, widening pavement, and removing barriers to ease passage of strollers, wheelchair users, and the elderly are crucial urban transformations introduced in this neighbourhood for the first time. The results and experiences derived from the pilot served as a sound basis for developing checklists and guidelines that were integrated into common process schemes, planning handbooks and quality systems that incorporate gender-sensitive dimensions.

The Vienna Gender Equality Monitor is an innovative tool for tracking the progress of gender equality issues in the city. It represents one of the key instruments of gender mainstreaming policy that shows

qualitative results of social development through charts and tables based on changes in survey results. The current 3rd Viennese equality monitor (2021) - eight years after the appearance of the 1st Vienna Equal Opportunities Monitor (2013) - investigates how the life situations of women and men have changed in Vienna over time. This instrument was developed to empirically analyse the status and progress/regression of gender equality and to make these results publicly available. The Monitor covers the following topics: gender, political participation, education, paid/unpaid work, culture & leisure, income, poverty & social security, living and public spaces, environment & mobility, violence and health.

From 2021 onwards, trends and developments of each of the indicators can now be called up directly on an interactive website. This creates an integrated, open-access equality monitor that depicts up-to-date status for all topics and indicators.

Social inclusion

There is a current emphasis on extending inclusive policies and actions towards LGBT community and other marginalised actor groups
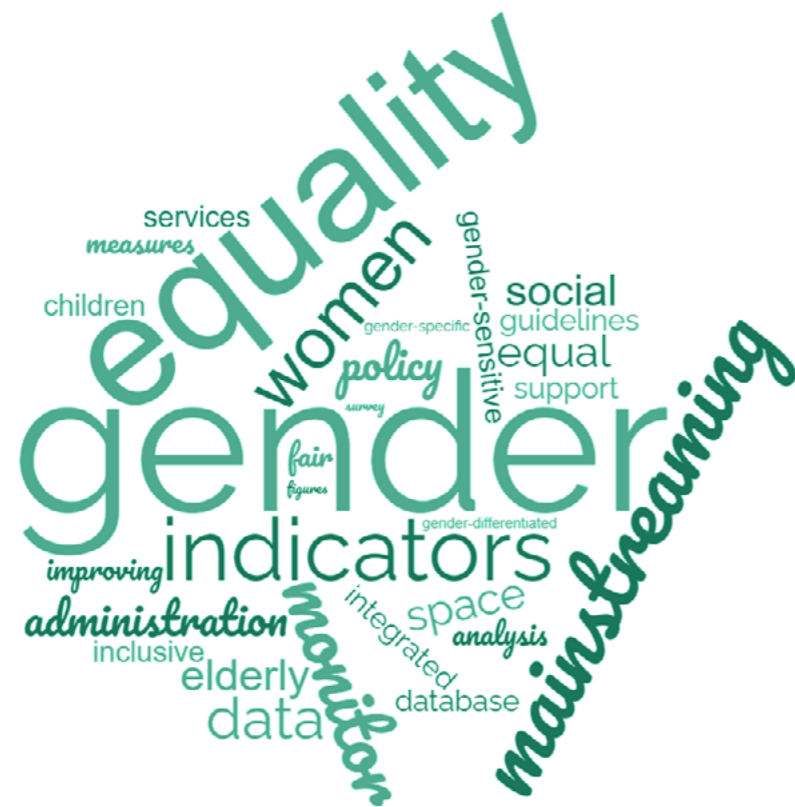
OUTLOOK

Benefits & impact

- After nearly 30 years, gender mainstreaming is nearly procedural, almost embedded in the municipality mentality
- Other cities only lately are following Vienna's example (Berin, Barcelona, Copenhagen, Stockholm)
- Set up a network of gender experts in city planning and urban design

Risks & challenges

- Gender must also now compete with other, sometimes conflicting, concerns – climate resilience, migration – for resources and attention
- Any rumble of backlash against gender mainstreaming has struggled to gain traction as long as it gets unwavering support from high ranking city administration offices

Lessons learnt

- Once equality status is achieved, instead of being treated as a side issue, it will be a natural element of all processes and measures
- Shift the perspective of planning professionals and architects from male dominated domains to be more inclusive in terms of value sets of other actor groups (women, children, elderly)
- Numerous goals of gender inclusive planning correspond to sustainable and green frameworks

References

The Guardian (2019) City with a female face: how modern Vienna was shaped by women

Photo 18: Mariahilf neighbourhood Vienna

11 | ISTANBUL | COMMUNICATION MANAGEMENT

Institutionalising management of participatory practices

📖 KEY FACTS & FIGURES

Brief description

Public participation is not prescribed by law in Istanbul except for transformation, conservation and renewal plans, which are considered as having a special purpose. The new mayor, elected in 2019, declared participation with an open government perspective as one of the most important strategies in the new administration's term. The vision is to make planning processes smoother by providing community-led decision making. In order to validate it and make it authentic, this vision needs to also be adopted by the people and institutions of Istanbul.

Istanbul Metropolitan Municipality (IMM) holds authority over the whole city and has begun to take actions in this regard, using digital platforms to share knowledge and data with the public and get their feedback. Alongside this the city has also recruited "participation" teams doing desk and field work within related departments. The Department for Public Relations was founded to engage with reforming the communication processes, based on digital tools and to provide continual participation in urban processes and procedures.

IMM Open Data

Engagement type	Phase of planning	Resources
Consultation	Strategies / Analysis / Formulation / Implementation / Evaluation	Expert teams for participation

Relevance For The Local Context	Fields Of Intervention		
UTPS Focus Areas	Communication & Education	Data Management	Institutional Relations
4 - Obtaining feedback	☑Improves community infrastructure & communication for the benefits of multiple stakeholders	☑Supports data distribution & sharing - transparency & the flow of information among institutions and between institutions and citizens, information-feedback flow	☑Improves vertical & horizontal coordination between institutions

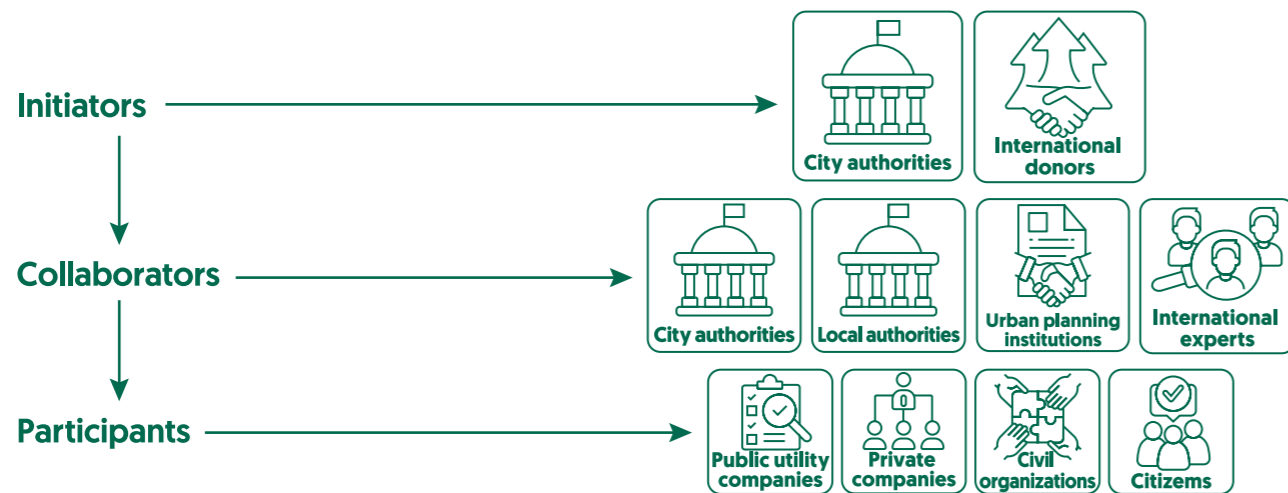**Photo 19:** Istanbul urban planning regulations, stakeholders and participation mechanisms

ISTANBUL
Urban Planning and Participation
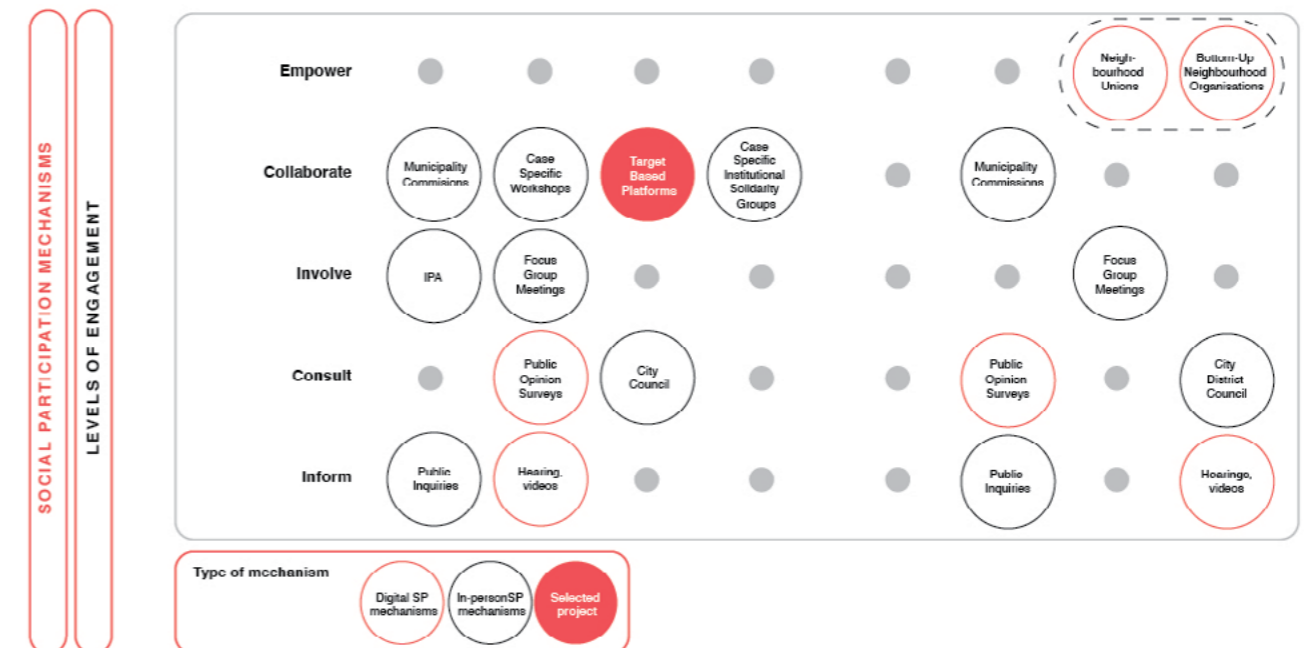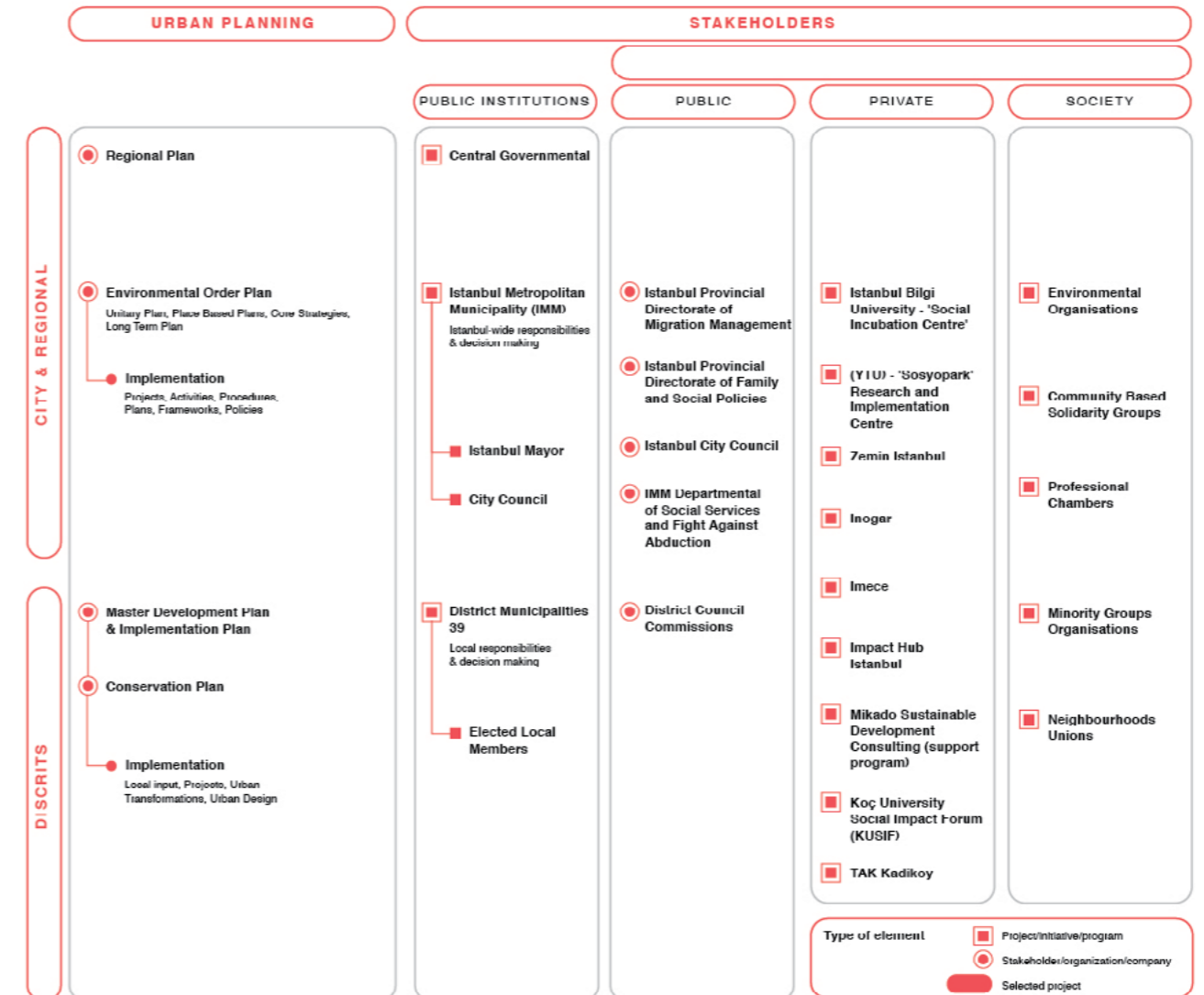
KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
City administration Co-funded by: Global Future Cities Programme & UK Foreign, Commonwealth & Development Office (FCDO)	Istanbul Metropolitan Municipality, district municipalities, city planning units, ARUP - an international collective of experts on sustainable development	Enterprises, CSOs, citizens

Initiators → City authorities, International donors

Collaborators → City authorities, Local authorities, Urban planning institutions, International experts

Participants → Public utility companies, Private companies, Civil organizations, Citizens

PRIORITIES AND PROCESS

Priorities

- Handling the lack of coordination and interoperation among institutions and the lack of attention to citizen needs & disadvantaged group priorities
- Reforming the communication processes at the city level
- A model of a comprehensive participatory approach

Process

A long-term vision for citizen engagement in city planning processes in Istanbul was built on sustainability principles for the city in a way that improves social inclusion and decision-making processes in urban planning practices. It encompasses involvement of all stakeholders and underrepresented groups with correctly coordinated data to achieve better performance and based on an innovative, integrated, inclusive and long-term institutionalisation approach. In this reference, the concrete actions of IMM's Department for Public relations are:

- White Desk is a phone call centre and the main medium bridging IMM with residents. It is set up to collect community opinions and suggestions and process complaints. It is looking to diversify into social media, citizen communication points (direct dialogue with citizens), e-mail and a short message service.
- Public Surveys and Questionnaires have been used since 2013, to measure satisfaction, recognition and expectation levels of citizens about the services and duties of IMM.
- Solution at Spot and Observation Teams aim to identify situations which could bring damage to urban life and then come up with quick responses. There is potential for them to be transformed into an Observation and City Volunteering Network which would accelerate the community participation stages ahead.

OUTLOOK

Benefits & impact

- Participation in Istanbul today is based on a change in the approach of local government because even the name of participation was not mentioned previously; therefore, participation is instituted from the top-down.
- An underlying culture of solid thinking and working within IMM departments, rather than collaborating to tackle challenges and share capabilities.

Risks & challenges

- Lack of coordination and interoperation: There are cross-cutting issues between the areas of responsibility and authority of the IMM departments
- Lack of attention to all disadvantaged groups in public policies
- Cultural barriers: IMM officers and politicians may find it challenging to develop constructive ways to collaborate with inhabitants. Resident responses may be unpredictable and difficult to manage due to the lack of human resources
- Authority of the central government over local government's responsibility area: the Turkish planning system adopts a top-down approach. The central government has the power to shape local government's duties through amendments of laws
- When the responsibilities defined in public institutions laws and their roles are reviewed, it is seen that the concept of diversity refers to socioeconomic and socio-demographic differences rather than cultural and ethnic diversities resulting in exclusion of some groups from public engagement processes

Lessons learnt

- It is important and beneficial to create one leading participation team at the city level to coordinate distributed ones across different departments of city administration.
- The majority of communication within IMM needs to become more flexible and dynamic. Communication flow will need to be reorganised to achieve this as it is conducted by the bureaucratic hierarchy.
- Personnel working with the communication with citizens should have special training and a protocol to define their range of actions.

References

Arup (2020). Cities Deep Dive Best Practices in Participatory Planning

Photo 20: Istanbul
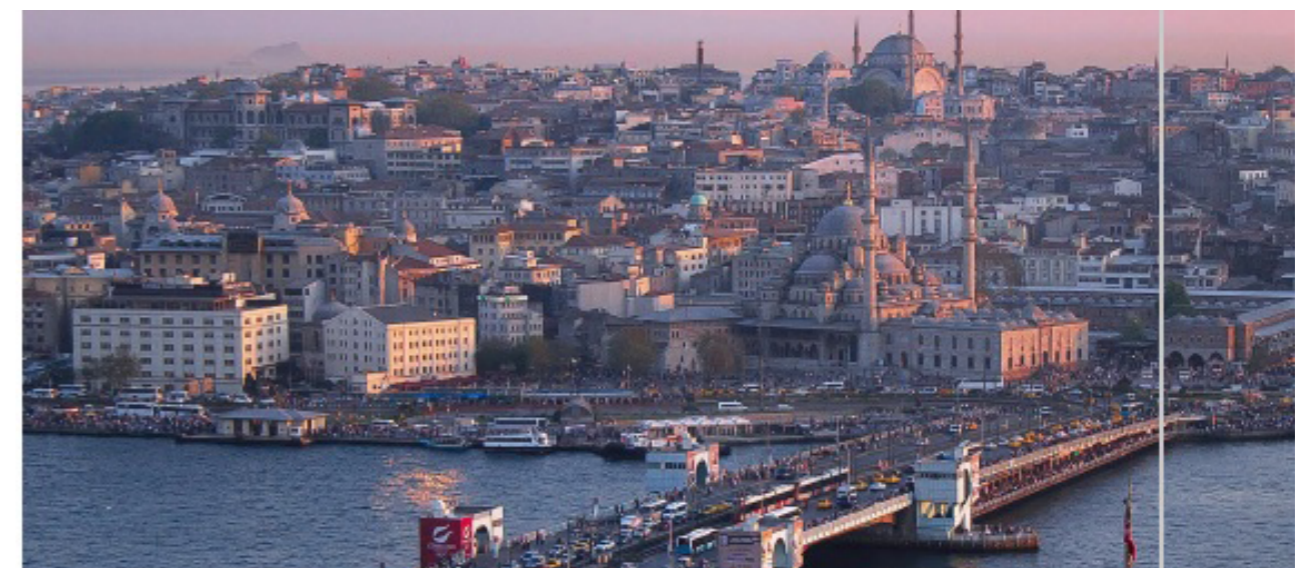
12 | BARCELONA | TACKLE THE CITY

A step-by-step guidebook for applying co-creative participatory processes and visual methods in urban planning
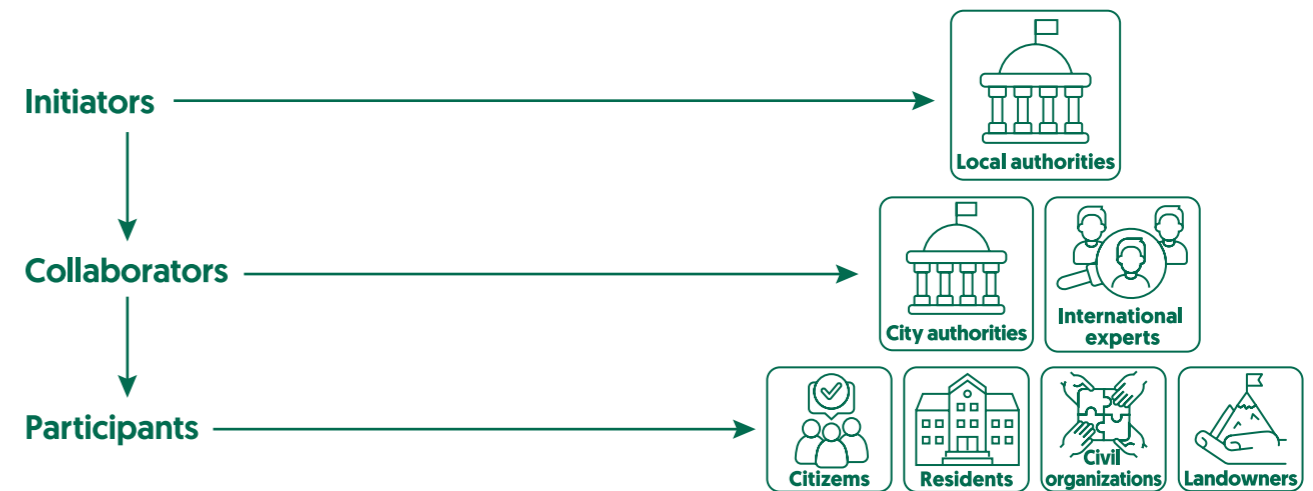
KEY FACTS & FIGURES

Brief description

Local public administration and the city council of Sant Boi de Llobregat, a town within the metropolitan area of Barcelona, made a decision in 2019 to address participation at a strategic level. Coboi lab is a publicly funded lab for innovation and experimentation with the aim of facing the urban challenges of the city and its territory. The main task of this lab was to support co-creative participatory methodologies, tools and research. A multistakeholder participatory approach protocol was commissioned and created in order to provide internal expertise and to ensure regular and smooth application of participatory methods in urban decision making, planning and implementation. An external expert during a year and a half mandate investigated best international co-creative practices and combined 3 existing methodologies (service design, collective impact and transition arena) to create a framework of participation in multiple domains, across urban scales and in each planning phase.

Engagement type	Phase of planning	Resources
Empowerment	Strategies / Analysis / Formulation / Implementation / Evaluation	Interpreters & facilitators of the process

Relevance For The Local Context	Fields Of Intervention	
UTPS Focus Areas	Communication & Education	Social Inclusion
1 – Number of processes 4 - Obtaining feedback	☑ Educates on urban planning, urban environment, co-creative planning ☑ Provides resources & build capacities for stakeholder consultation processes ☑ Improves community infrastructure & communication for the benefits of multiple stakeholders	☑ Provides tools for monitoring citizen needs from a social inclusion perspective

KEY ACTORS & STAKEHOLDERS

Initiators	Collaborators	Participants
Local public city administration (Budget comes from the local city council, authorities of the metropolitan area of Barcelona and European Commission)	City authorities, experts and collaborators for co-creation, communication, social innovation & design	Local stakeholders

Initiators → Local authorities

Collaborators → City authorities, International experts

Participants → Citizens, Residents, Civil organizations, Landowners

PRIORITIES AND PROCESS

Priorities

- Create a multistakeholder participatory approach protocol for wide application of the departments within the local public administration.

- Process should be 100% transparent - workflow and the resulting framework should be properly explained, participants are encouraged to take a proactive role in process development

- Process is described in detail, no expertise is needed, facilitators need to get familiar with the method and master it in practice. They ensure the flow of communication and mediate different interests and approaches

Process

A team of experts in social innovation with the support of local authorities created a detailed visual guidebook that breaks down the step-by-step co-creation workflow within various phases of planning and implementation to make the methodology available for everyone within the institution. Four different stages are identified within the process: observation, exploration, action plan and implementation. The guidebook has its own universal graphical code system to facilitate its application. Each stage and its workflow are explained in detail and supported with graphic material to interpret process dynamics. Substages involve:

- Definition of the problem/actors/solutions/actions (who, what, how?)

- A tool to be used

- A worksheet (broken-down procedure how to achieve the result and provide the input for the next stage).

The methodology does not need to be used in its full scope, each of the stages are comprehensively

developed and could be applied separately to achieve certain results.

Coboi lab website

Tackle the city issue Guidebook

OUTLOOK

Benefits & impact
- The provision of a generic method with a detailed protocol of application for city administration optimises the process, reduces the costs and time of preparations / iterations and the expertise is kept within the institution

Risks & challenges
- Collision of interests may impede the process
- Authorities and professionals are not ready to apply co-creation from an early stage and along the process - it may extend the production time and change the direction of the expected result framework and if not facilitated and mediated well it may come to a dead end
- Socially inclusive framework for application is planned as a next step in order to improve the method and make its scope of application wider
- Challenge that there are no validated key performance indicators to track the success rate, applicability and relevance

Lessons learnt
- Collaborative decision-making - suitable for the management of internal conflicts among authorities and professionals and vertical & horizontal coordination between institutions
- Applicable also at the regional and national level
- A detailed, general guidebook for participation provides the knowledge base and transfer and institutionalises the process
- Communication is the essence of the process. This means providing detailed explanations of the steps and stages, common consent on the prospects and the spectrum of results and continuous management of expectations of all involved (especially participants).

References
Coboi Lab (2021) Method for tackling the city issue. Barcelona, Spain.

Photo 22: Methodology – Detailed structure

PHASE 1: OBSERVATION

We begin with the Observation phase, in which we define a city chatenge from a problem in the teritory, and we look at the ability to solve it collaboratively. This first phase is key to establishing clear foundations and increasing the chances of success of the whole process.
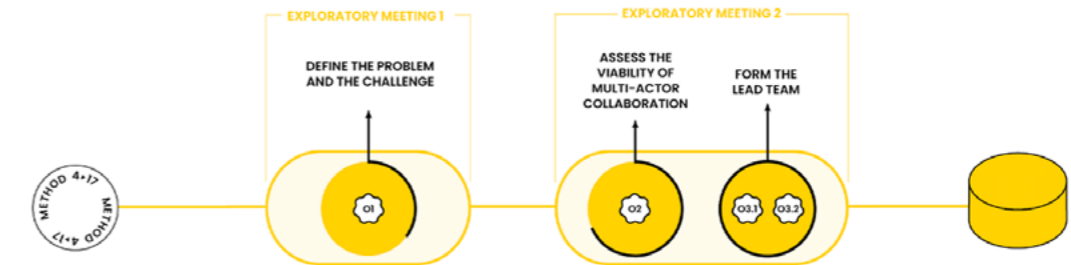

PHASE 2: EXPLORATION

During the Exploration phose, we identity and integrate the citterent perspectives and interests of the octors involved in the city challenge to unity priorities and define a shared vision.
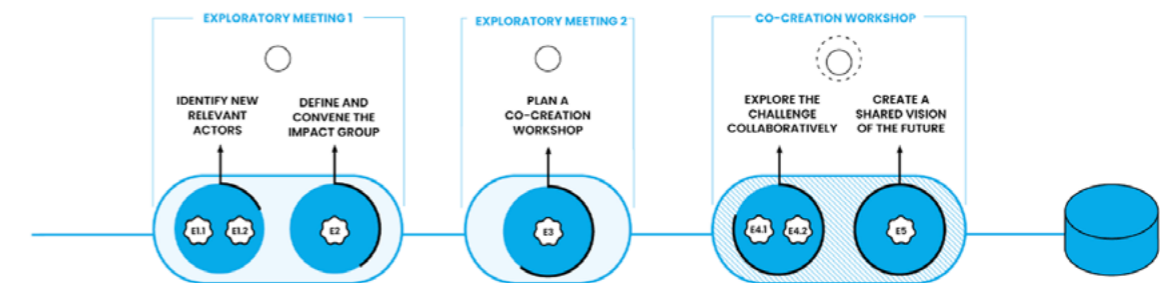

PHASE 3: ACTION PLAN

During the Action Plan phase we started to develop and design collaborative actions for each defined axis of action, which will bring us closer to the shared vision of the future.
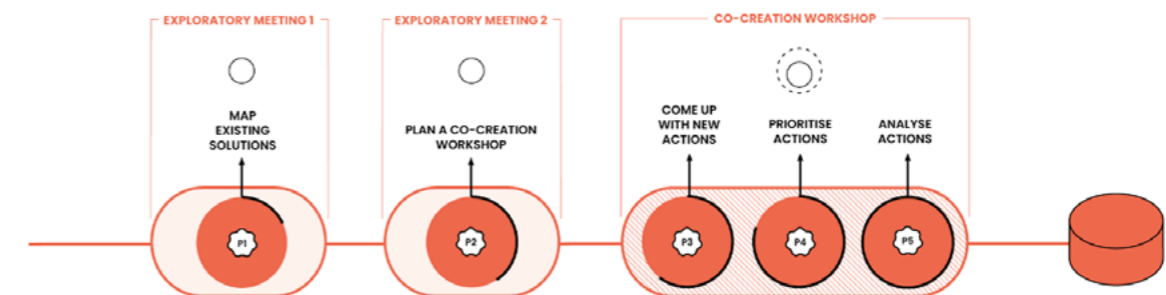
PHASE 4 IMPLEMENTATION

During the implementation phase we designed prototypes of the prioritised actions and planned their subsequent implementation. We also collectively decide how to measure the results monitor and evaluate the impact of the implemented actions.
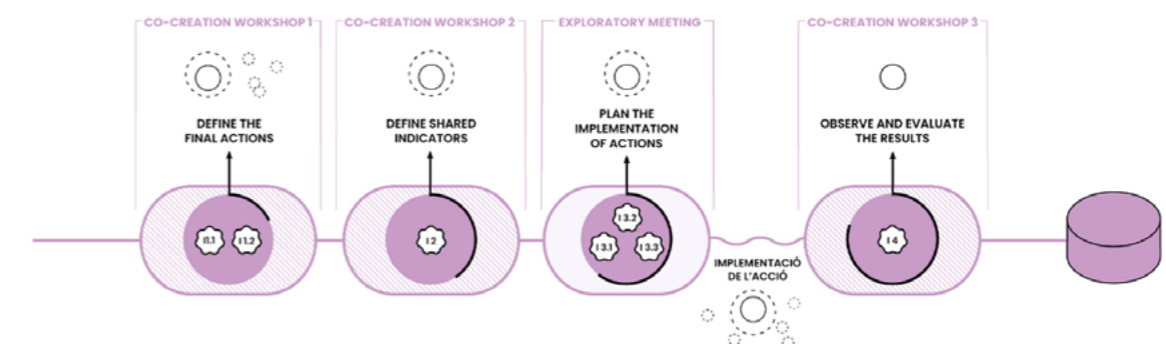
4.Conclusions and Key Learnings

In line with the needs in Sarajevo, most of the case studies presented offer participatory methods to structure improved stakeholder communication, exchange and understanding as well as to monitor and acknowledge citizen needs. In general, in-person participatory events are most efficient as a means of communication and education in spatial and urban planning, while the **digital space** is becoming ever more useful in communication and negotiation in planning as well as an official space of citizen interventions especially after Covid. **Social inclusion** is another important participatory issue, but apart from the example of Vienna where gender inclusive planning practice has been officially recognized, there are insufficient efforts by authorities and institutions to deal with the role of marginalised groups in urban planning. Generally speaking, most of the participatory practices **strengthen the governance capacity of institutions or communities** at the local/municipal or city level.

As we have stated from the beginning, core international documents on the urban and spatial realms emphasise the need for **inclusive and collaborative governance in spatial planning processes.** The Sustainable Development Goals and New Urban Agenda refer to these processes as multi-stakeholder decision making with broad participation as a key feature in it. The case studies presented here indicate that input from as many stakeholders as possible brings legitimacy to decision making, consensus and the harmonisation of conflicts; participation brings recognition of the public good, disseminates local knowledge, builds capacity and educates people to intervene in planning procedures and create a local supportive network ready to defend the community and public good. Formal participatory processes oblige authorities and institutions to implement agreed solutions, provide feedback and follow-up and open evaluation processes to the public. Participation brings benefits not only to powerless actors, it is also valuable to professionals.
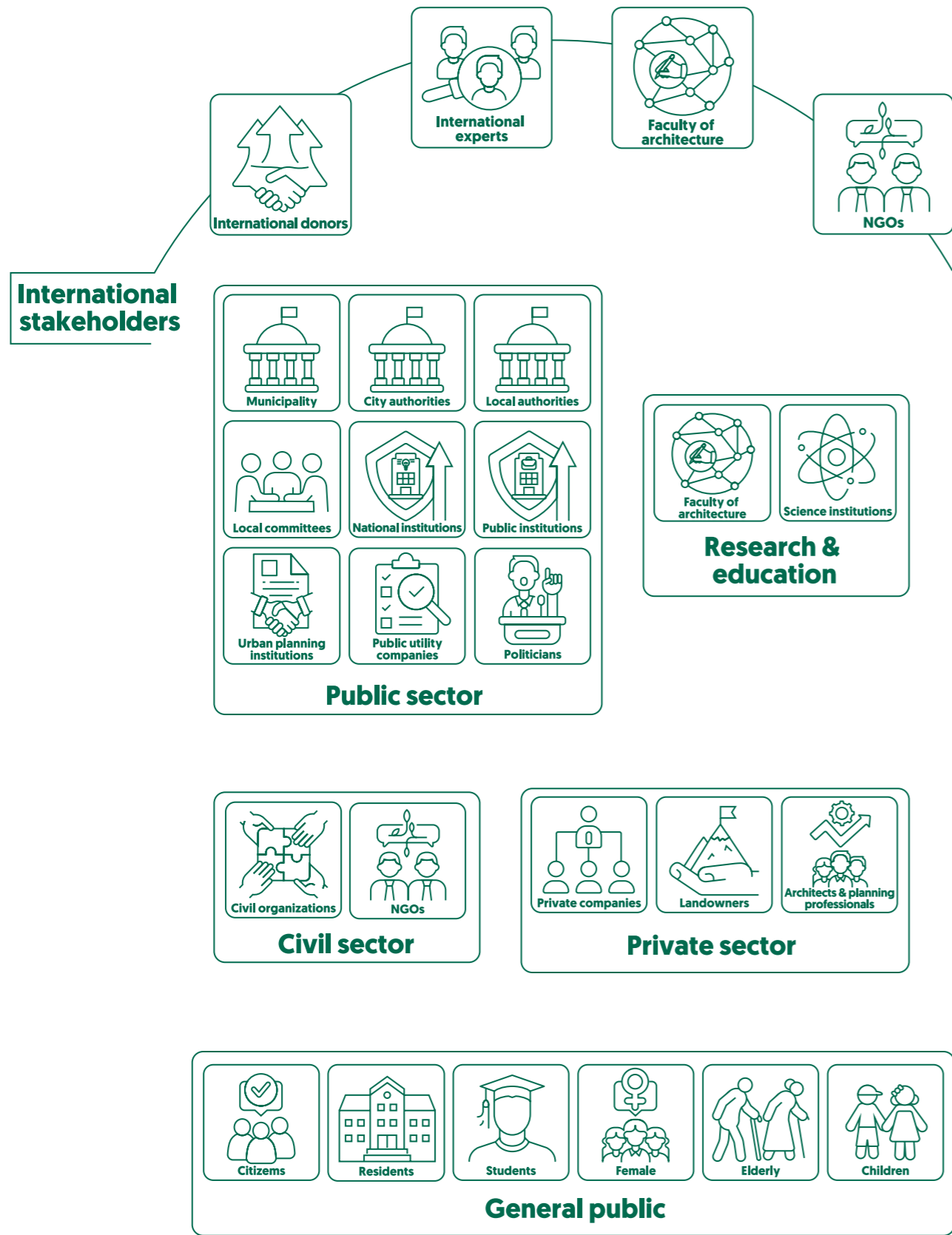
On the other hand, participatory processes are not straight-forward, the process of reaching consensus may be difficult and particular interests may be too powerful and irreconcilable while politicians tend to avoid participation in these processes and citizens are most of all impatient, apathetic and trust might be disrupted between institutions and the general public. Complicated and inconsistent decision making structures in some cases are even worsened by inadequate coordination and cooperation between urban institutions and sometimes a human factor plays a more important, decisive positive or negative role in regard to the degree of implementation of official procedures and formal institutional practice. This is the case principally in the Balkans (including BiH). As spatial and urban planning procedures are long-term processes, it is a growing challenge how to go beyond the established traditional participatory methodological frameworks, make successful participatory examples ongoing rather than one-off actions and **reach the empowering stage of stakeholder engagement.**

Within these effective examples there are **lessons learned** starting from how to make citizens proactive, strengthen citizen-administration relationships, emphasise the importance of political support and how to communicate a more democratic value system to the benefit of all and in favour of efficient feedback mechanisms, reaching more realistic planning solutions, boosting the sense of belonging and introducing people-centred planning. Even though each example is context-specific and therefore challenging to replicate successfully, some of them provide useful methodological recommendations (Tackle the city issue Barcelona) or a know-how for the institutionalisation of some practices (Interactive urbanism Belgrade, Mjesni odbori Rijeka).

While educating the public about urban planning, promoting urban planning in the public realm and insisting that broad social inclusion become a natural element rather than exceptional quality may advance participatory methods as an essence of successful urban planning, the question of resources remains substantial for participation to become a vital component of any planning process. The presented cases show that funding is not the essential resource, but rather educated champions and facilitators of the participatory methodology / method / tool. In order for participation to be successful, it has to be **context-specific**, as **inclusive** as possible, **planned in detail** and **carefully managed.**

International stakeholders

International donors

International experts

Faculty of architecture

NGOs

Public sector

Municipality

City authorities

Local authorities

Local committees

National institutions

Public institutions

Urban planning institutions

Public utility companies

Politicians

Research & education

Faculty of architecture

Science institutions

Civil sector

Civil organizations

NGOs

Private sector

Private companies

Landowners

Architects & planning professionals

General public

Citizens

Residents

Students

Female

Elderly

Children

Initiators

Municipality

International donors

City authorities

Urban planning institutions

Civil organizations

Female architects & planning professionals

City authorities

Collaborators

Public institutions

Private companies

Civil organizations

Municipality

City authorities

Faculty of architecture

Science institutions

Public utility companies

Local authorities

Local committees

Architects & planning professionals

International experts

Participants

Citizens

Residents

Civil organizations

Landowners

Public utility companies

Private companies

City authorities

Public institutions

NGOs

Female

Elderly

Children

Architects & planning professionals

Politicians

Urban planning institutions

National institutions

Local committees

Students