ESPON

EUROPEAN UNION

Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

Participatory processes in urban planning

Public Participation in Spatial Planning: improving processes and outputs

ESPON Workshop, Luxembourg 24th Sept 2018

Lex Faber, Zeyen+Baumann
www.zeyenbaumann.lu

ZEYEN BAUMANN

Key questions

- How can planners and policy-makers use the outputs from public participation?
- What is the added value of public participation and how can it improve the final strategy?
- What makes a public participation process successful?

Agenda

- Challenges and prejudices
- 3 cases studies: public participation & PAG
- Lessons learned

Challenges

- PAGs* are very complex and very technical
- pre-existing context (national planning, nature protection, existing PAG): what's left to decide on the local level?
- how much power of decision is the municipality willing to share?
- creating false expectations (scope)
- very diverse and mobile population

Prejudices

- people only care about their own backyard (NIMBY)
- people are against everything, by principle
- it‘s always the same people that are going to show up
- it‘s never going to be representative

** Plan d'Aménagement Général (PAG): municipal zoning plan, based on a comprehensive urban development strategy*

1

// case study:
district-based approach

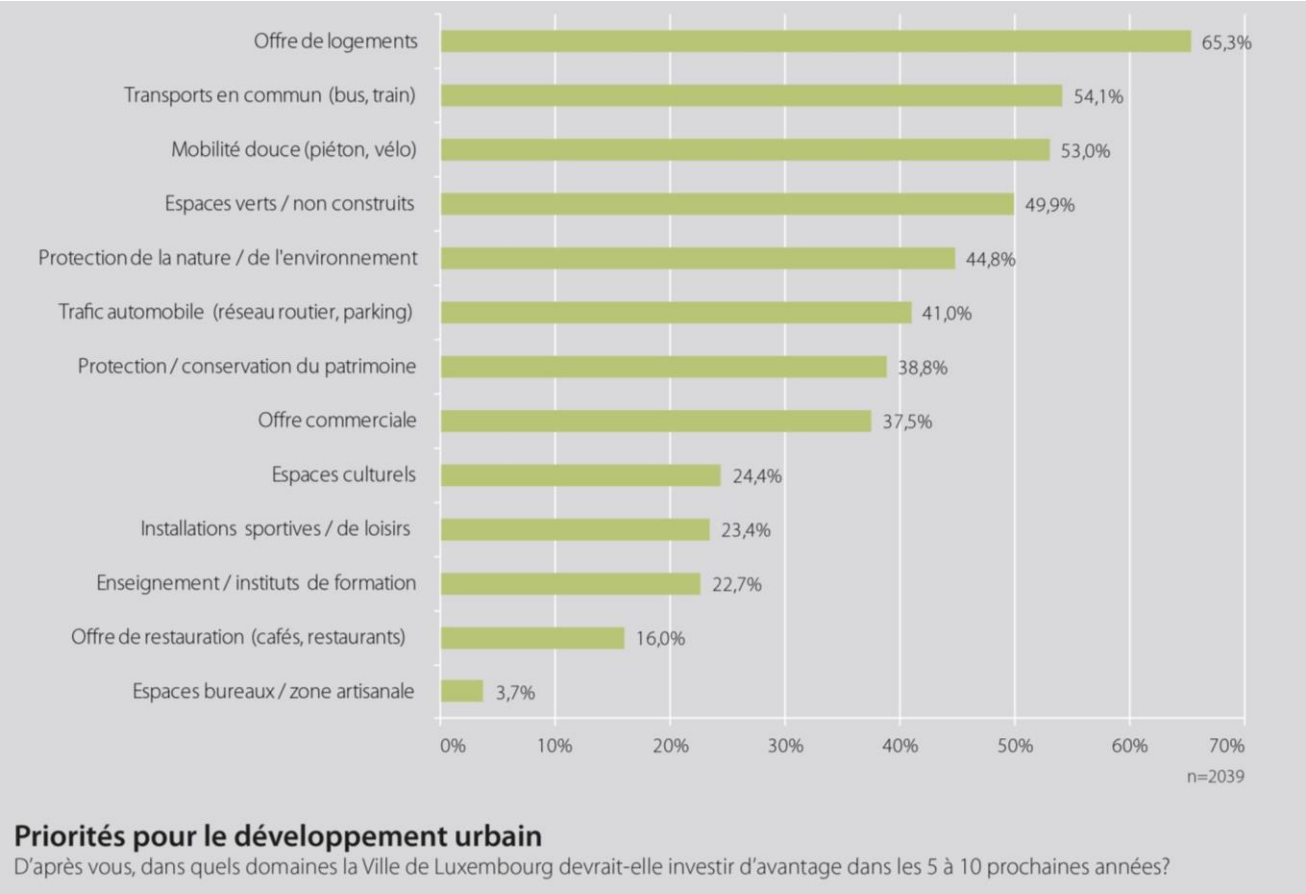
PAG de la Ville de Luxembourg (2014)

Participatory process

- public participation campaign in anticipation of the PAG-procedure
- mixed methodology based on existing routines

Online survey

- Online (and offline) survey in German, French and English
- **Participants**: 2.086 (1.460 residents, 504 commuters and 122 visitors)
- **Age**: 88% between 19 and 60 years, 11,5% over 60
- **Gender**: 59,2% male, 40,8% female
- **Nationalities**: 57% Luxembourgish and 43% non-Luxembourgish



Workshops

- 10 workshops, about 1.000 participants
- open methodology with themes based on the results of the survey
- work in small groups in Luxembourgish, German, French and English

Successes

- **methodology:** combination of questionnaire and workshops has permitted to include more people into the discussion
- **diversity:** a lot of non-Luxemburgish participants have enriched the discussion, their inclusion was only possible by using a very open format for the workshops

Implementation (examples)

- promotion of neighbourhood centres within existing districts
- integration of remarks in the « Schémas Directeurs » guiding the development of new districts
- heritage protection / neighbourhood characteristics (ensembles sensibles)
- limiting construction and excavations in sloped areas
- adaptation of existing projects and follow-up workshops for certain projects / areas

2

// case study:
thematic approach

”Dudelange Demain”

PAG de la Ville de Dudelange (2015/16)

PRÉPARATION

- Pré-Réunion „Groupe de travail PAG“
- Pré-Réunion „acteurs / stakeholder“

Conférence de lancement

WORKSHOPS CIBLÉS

- Développement urbain, stratégie de croissance
- Identité et centres de quartiers, patrimoine bâti
- Commerces et centre ville, mixité des fonctions
- Principes d'aménagement de nouveaux quartiers
- Mobilité douce, accessibilité, shared-space
- et / ou autres thèmes
  définition des thèmes par les participants
  (pré-réunions et conférence de lancement)

Conférence de clôture

SUIVI

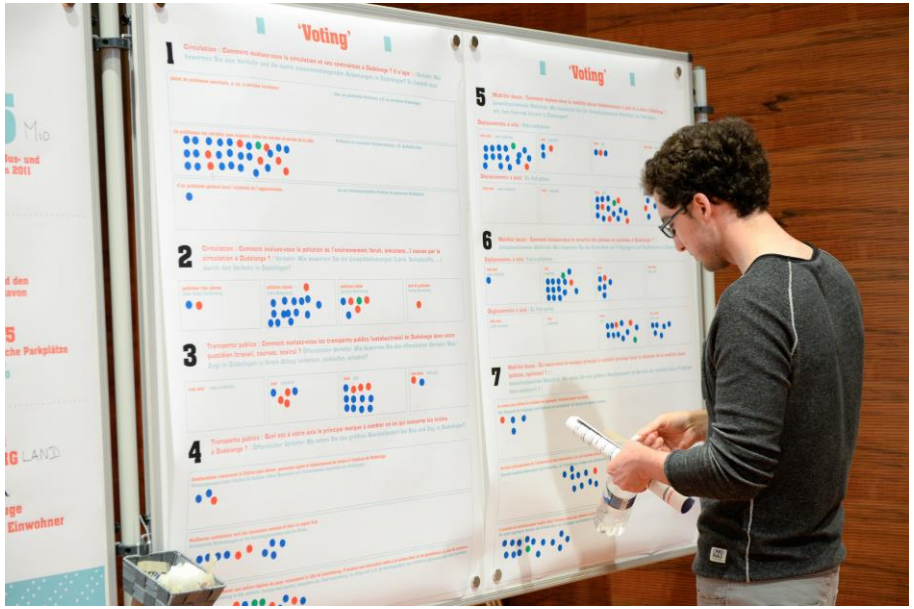
- Mesures immédiates
- Intégration des remarques dans le PAG / les PAP QE
- Intégration autres champs d'action communaux

setting the ground rules with political bodies and stakeholders

opening up the discussion

refocussing the discussion

implementing short-term actions and adapting the PAG-process



Thematic workshops (examples)

« Patrimoine bâti »
en coopération avec le Service des Sites
et Monuments Nationaux

« Environnement et paysage »
en coopération avec le Syndicat intercommunal pour la
conservation de la nature (SICONA)

Thematic workshops (examples)

« Concours: Mäin idealen Quartier »
atelier créatif avec des jeunes habitants (en coopération avec la maison des jeunes)

« Stratégie de développement »
deux ateliers de travail permettant d'établir une synthèse du processus de participation

Thematic workshops (examples)

« Mobilité Douce »
+ conférence sur le concept de mobilité régional

« Commerce »
atelier de travail avec les commerçants (y inclus ceux en cours d'établissement)

Successes

- **mix of open and targeted methodologies** has helped to include people which would not have participated otherwise
- **thematic diversity** was very beneficial for the overall process
- **agenda setting** in a relatively early stage of the planning process: what are the most important issues which will have to be dealt with?

Output (PAG ongoing)

- **Non PAG-related issues**: action plan with short- and long-term actions / projects
- **PAG-related issues**: integration of many of the concerns into the PAG-strategy (e.g. housing typologies, limiting densification of existing districts, heritage protection, green corridors, …)

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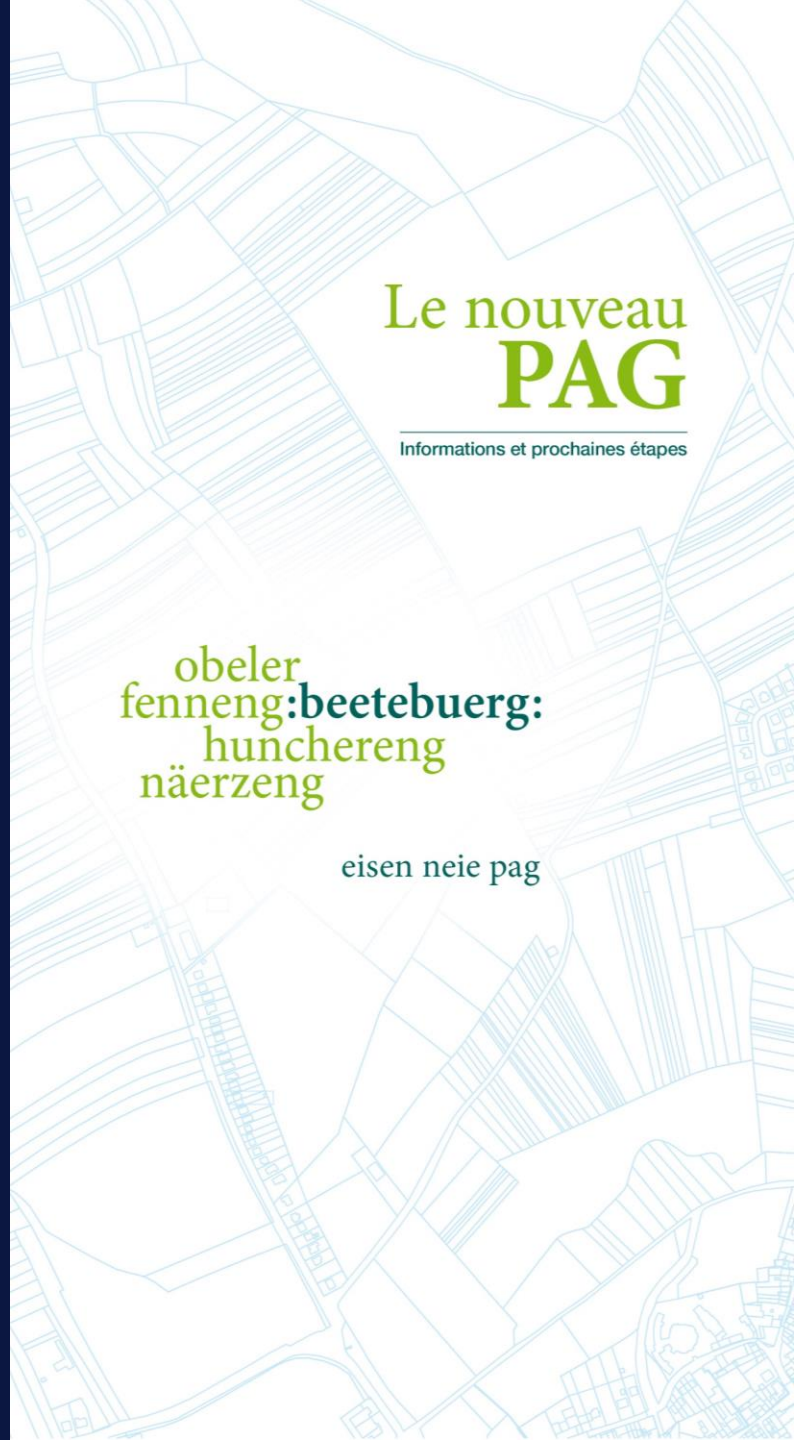
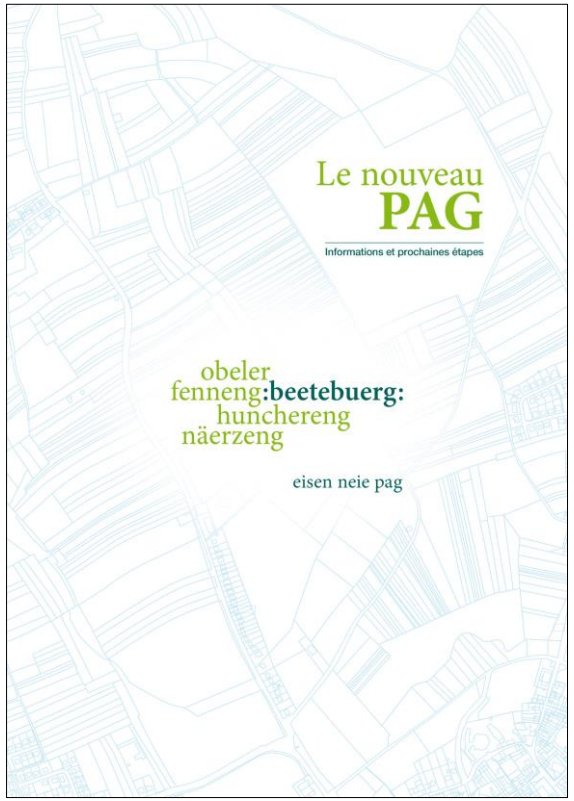
// case study:
better procedures

PAG de la Commune de Bettembourg (2018)



Information campaign

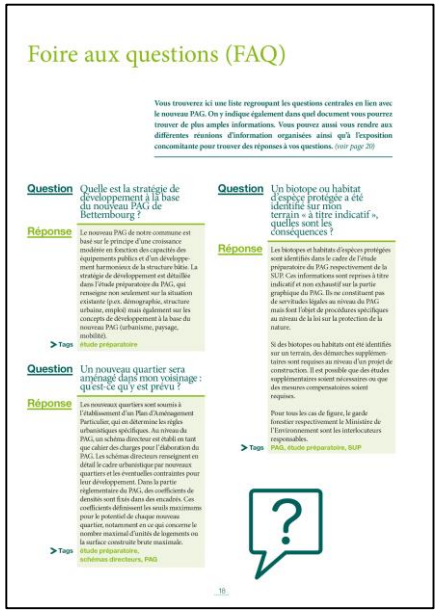


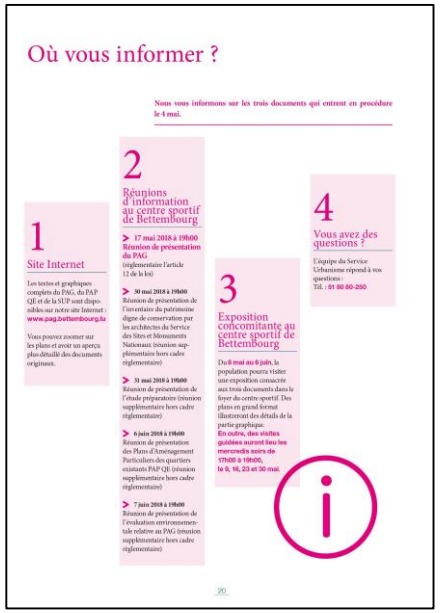
Brochure **Online** **Exhibition + Conferences**

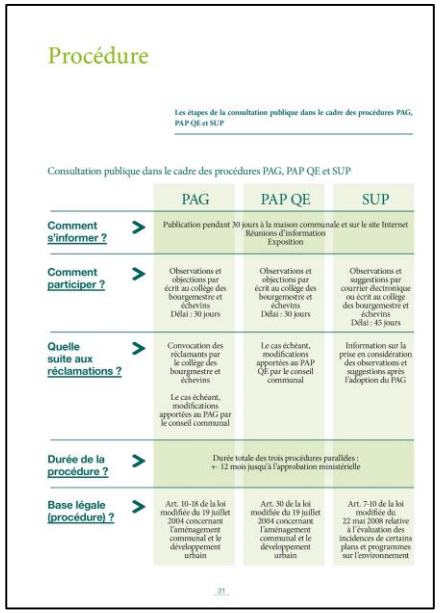
Information campaign

- official procedures are often frowned upon, but are the only participatory procedure where the concerns need to be taken into account

- **make the information accessible**: what's going on? where can I get information? what are my rights? why should I care?
- **use different formats**: online / offline, presentations, direct contact persons within the administrations, …
- **use procedures to improve your plan**: respect remarks, treat respectfully, be transparent







Lessons learned

- start with what you have to do and do it right
- work with the existing political bodies
- work with relevant stakeholders (shop owners, companies, NGOs, …)
- if you want to go public, make sure you (and your politicians) really mean it and see it through
- focus, but not too much (themes, target groups, methodology)
- be open for change, learn and adjust
- don’t concentrate on creating nice photos for your next brochure, focus on what’s important for the people who are participating
- don’t make it a one time thing

Success?

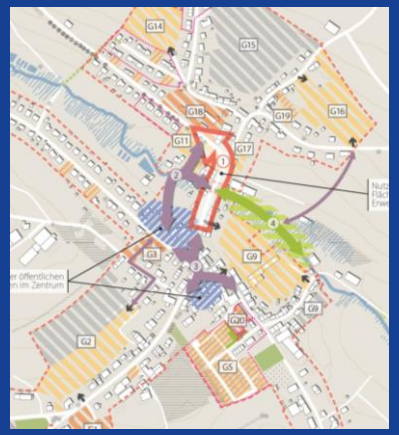
- Agenda-setting in the PAG context: politicians / administrations / consultants learn
- participation helps to break down prejudices / preconceptions (e.g. about heritage protection)
- good information helps to improve procedures
- …

a lot of people?

everybody agrees?

a lot of ideas?

fancy plans with a lot of arrows?



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// Thank you

Lex Faber, Zeyen+Baumann sàrl

ZEYEN BAUMANN

Zeyen+Baumann sàrl
9, rue de Steinsel
L-7254 Bereldange
www.zeyenbaumann.lu

urbanisme
aménagement du territoire
environnement
génie civil