

Levytska O., Zapototska V.

Phd students of Geographical Faculty,
Taras Shevchenko National University of Kyiv,
Kyiv, Ukraine e-mail: charmyolichka@gmail.com, zapototsk@ukr.net

**PUBLIC PARTICIPATION IN URBAN PLANNING:
GERMAN AND UKRAINIAN EXPERIENCE**

Recently, the processes of direct implementation of power by the Ukrainian have become much more active in Ukraine, which, of course, should be welcomed, as it is evidence of further democratization of state power and society as a whole. This also applies to the processes of city governance. In this study, we want to show examples and problems of the participation of urban residents in the process of city-planning decision making in Ukraine and compare these processes with the situation in Germany, which is more elaborated in these processes. We will consider mechanisms for involving the public in Ukraine and Germany. Community participation is realized in various forms: information, counseling, cooperation and delegation – to such an ideal we need to strive for Ukraine. It also substantiates the need to increase the level of informing the population about the actions of the authorities in the region and increase the institutional capacity to participate in them in accordance with the forms widely used in the EU.

Key words: urban planning, public participation, urban initiative, city development, decentralization.

Левицкая О., Запотоцкая В.

Т. Шевченко атындағы Киев ұлттық университеті,
география факультетінің аспиранттары,
Киев, Украина, e-mail: charmyolichka@gmail.com, zapototsk@ukr.net

**Қалалық жоспарлауға жұртшылықтың қатысуы:
неміс және украин тәжірибесі**

Соңғы уақытта Украина азаматтарының билікті тікелей жүзеге асыру үдерістері белсенді бола бастағанын ерекшелеп өтсек, ол өз кезегінде тұтастай мемлекеттік билік пен қоғамның ары қарай демократиялануының дәлелі болады. Бұл сондай-ақ қалалық басқару үдерістеріне де қатысты. Бұл зерттеу жұмысында біз Украина қала тұрғындарының қала құрылысы бойынша шешім қабылдау үдерісіне қатысу мысалдары мен мәселелерін көрсете отырып, осы үдерістерді қалалық дамытуда жергілікті тұрғындардың белсенді қатысу мәселелерінде үлкен тәжірибесі бар Германиядағы жағдаймен салыстыруға тырыстық. Біз Украина мен Германиядағы жұртшылықты жұмылдыру механизмдерін қарастырамыз. Қоғамдастықтың қатысуы әр түрлі формада жүзеге асырылады: ақпараттандыру, кеңес беру, ынтымақтастық және табыстау – осылар біздің Украинадағы ұмтылуға тиіс мұратымыз болып табылады. Сонымен қатар аймақтағы билік органдарының әрекеттері туралы халықты ақпараттандыру деңгейін жоғарылату қажеттілігі және ЕО кеңінен қолданылатын формаларға сәйкес оларға институционалдық қатысу мүмкіндіктерін жоғарылатуға негізделген.

Түйін сөздер: қалалық жоспарлау, көпшілік қатысу, қалалық бастамалар, қалалық даму, орталықсыздандыру.

Левицкая О., Запотоцкая В.

Аспиранты географического факультета,
Киевского национального университета им. Т. Шевченко,
г. Киев, Украина, e-mail: charmyolichka@gmail.com, zapototsk@ukr.net

Участие общественности в городском планировании: немецкий и украинский опыт

В последнее время процессы прямой реализации власти гражданами Украины стали намного активней, что, конечно же, следует приветствовать, поскольку это свидетельствует о дальнейшей демократизации государственной власти и общества в целом. Это также относится к процессам городского управления. В этом исследовании мы хотим показать примеры и проблемы участия городских жителей в процессе принятия решений по градостроительству в Украине и сравнить эти процессы с ситуацией в Германии, которая имеет большой опыт в вопросах активной партисипации местных жителей в городском развитии. Мы рассмотрим механизмы привлечения общественности в Украине и Германии. Участие сообщества реализуется в различных формах: информирование, консультирование, сотрудничество и делегирование – это тот идеал, к которому нам нужно стремиться в Украине. Также обоснована необходимость повышения уровня информирования населения о действиях органов власти в регионе и увеличение институциональных возможности участия в них в соответствии с формами, которые широко применяются в ЕС.

Ключевые слова: городское планирование, публичное участие, городские инициативы, городское развитие, децентрализация.

Now the world, and at the same time the cities, are developing very dynamically, and this must be taken into account. Modern cities, especially metropolises, are leaders in scientific and technological progress, initiators of changes in various spheres of social life: social, economic, scientific, political, and others. There is a wide range of economic development tools used by practitioners to facilitate growth on regional and municipal level. One of such tools is a strategic planning process. It helps local governments to set goals and priorities for community development and to coordinate activities in different areas of community life. Today, taking into account the wide international experience, we can see changing role of the state and civil society in the spatial planning and urban development. In many highly developed countries the development of spatial planning based on the principles of openness and flexibility that urban communities are transformed from passive consumers into active participants in decision-making.

The development of democratic processes in Ukraine and the development of civil society leads to public participation in decision-making on the future development of territories and establishment of a comfortable urban environment.

Therefore, *the main objective of this work* is to show the problems of civil society participation in decision-making in modern urban Ukraine, **comparing** these processes with the German experience. Thus, this study is very relevant in today's realities, as it allows to show possible forms of participation

and tools to attract citizens in the decision-making process regarding urban planning.

During the last decade, many countries in Central and Eastern Europe have been undergoing major changes, both in their political and economic systems. Among the challenges that these countries have been facing is the issue of incorporating citizens into the decision-making process. Very often citizens do not understand their rights and responsibilities and therefore are not able to express their opinions and concerns. Even though the process is slow and tiresome, the countries of this region are making great efforts to strengthen their democratic systems.

The master plan (also known as a comprehensive city plan) is the main document used to conduct urban planning efforts in Ukraine. It determines the development of urban areas over the next 15-20 years. It also includes baseline information and describes present conditions about the built environment, infrastructure, service provisions, areas for historic and cultural preservation, and it defines future economic development efforts. A master plan provides a structured approach for creating a clear and consistent framework for development. The law provides for community participation in the consideration of the master plan and amendments thereto (Herasymchuk, 2011: 45). Very important is the openness of master plans for urban residents, as urban residents should be aware of information about their own city, because it is their first step toward their active participation in solving the problems of the local community

Unfortunately, in Ukraine we can see reflection of the Soviet past. The monolithic Soviet bureaucracy inhibited public knowledge of and participation in all levels of government; its lack of transparency contributed to both the corruption of those in government and the perception of a corrupt government in the public. Without a sufficient public voice and, therefore, control in the decision-making process, Ukrainian communities remain politically powerless. The majority of the current urban development programs, plans and projects for urban renewal that shape the urban space is held on behalf of the local community but not in its interests, moreover the local community is not an active player in this decision-making process. At best, people will be informed when the decisions are already taken or are in the final stage of the approval process.

In Ukraine is the practice of public hearings before making a Master plan and amendments thereto. Some officials, politicians and even public activists in Ukraine are trapped, considering public hearings as the only possible form of people's participation in making managerial decisions. However, in the process, there are a number of problems:

- 1) Distrust of local managers;
- 2) The absence or limitation of access to information;
- 3) Lack of knowledge and information about their rights and responsibilities;
- 4) Lack or shortage of skills of cultural participation (bad behaviour during the discussions);
- 5) Not fully disclosure media of local problems;
- 6) Too exaggerated expectations of citizens;
- 7) Concentration of attention to detail, lack of a comprehensive vision of a problem.

At the moment, the community is being informed and involved in the process of developing city-planning documentation only at the last stage, when the development is almost completed. Accordingly, on the one hand, the project was developed without taking into account the interests of the community. On the other hand, taking into account the interests of the community is very difficult, because the project, in fact, has already been developed.

Public participation includes not only the deliberate hearings, but also the role of politicians, civic activists, business leaders, the media, and others in engaging in or forcing public conversation about planning topics. Therefore, we must seek new forms of dialogue with the local community to improve cooperation in decisions relating to urban planning. To do this, Ukraine needs to conduct a range of activities to work with the interested public

to enhance constructive dialogue. In particular, we need to actively engage in civic education, conduct trainings and seminars to increase awareness in urban planning; it is appropriate networking process between the parties need to promote fundraising, search of donors and funds for various local projects and the development of volunteering.

Ukraine is a country that is currently undergoing profound and tumultuous reforms, and thus it is all the more in need of a more transparent, efficient and accountable public sector. The usage of electronic government and related technologies can – and should – play a decisive role in improving public services, in increasing the responsiveness and transparency of government and in helping to contribute to the (badly needed) public expenditure savings, as well as helping Ukrainians to become more proactively engaged in public life. Most importantly for a country like Ukraine, both e-government and e-democracy offer instruments for curbing corruption. Also today, a popular form of the creation of the citizens of different urban initiatives is the publication in the form of petitions on the official websites of city councils. Consideration of the petition is subject to collection on its support for no more than three months from the date of publication of this number of signatures in the respective administrative-territorial unit, where:

- 1) up to 1000 people – at least 50 signatures;
- 2) from 1000 to 5000 people – at least 75 signatures;
- 3) from 5 thousand to 50 thousand people – at least 100 signatures;
- 4) from 100 thousand to 500 thousand people – at least 250 signatures;
- 5) from 500 thousand to 1 million people – at least 500 signatures;
- 6) More than 1 million people – at least 1,000 signatures. (<http://pik.cn.ua/21239/chi-stanut-elektronni-petitsiyi-instrumentom-dlya-dialogu-vladi-z-gromadoyu>, accessed 1.05.2017)

But even when they collected all the signatures for the petition, it will only consider local authorities, and not the fact that it will be implemented.

So, everyone in Ukraine should have the right to receive information about urban planning on time. Decisions of the authorities, information on the activities of the authorities and information on any changes in the urban space should be published and explained in an accessible form. In particular, informing the city's residents about:

- 1) The beginning of the development and amendment of urban planning documentation (master plan, zoning plan, detailed plan of territory);

- 2) Issuance of building permits;
- 3) Tender procedures;
- 4) Intentions about any actions with important objects, buildings, public spaces and memorials.

For the widest dissemination of information it's necessary to choose the most effective channels of information, including official websites of the authorities, the mass media (press, television, radio, Internet), social networks, SMS-mailing, postal mailing, e-mailing, information in public places, public exhibitions, public hearings, as well as answers to requests for information.

Each administration should have an information center – an office of district development, where everyone who wants to get acquainted with actual city projects, receive expert advice, leave their wishes and suggestions.

One process which fortunately is growing in Ukraine, it is an urban initiative of city residents. City initiatives are used to improve the system of city management, infrastructure, urban mobility, barrier-free and convenient city, urban community development, and amenities. Also there are initiatives in the cultural sphere and those who are engaged in environmental projects. Anti-forensic and historical protection initiatives are also developing their activities. The exclusive role of city initiatives and organizations in the development of the urban environment is emphasized by both urban researchers and organizations and funds involved in the development of democracy. For example:

- The project **«The garden city»** bringing together artists, activists and professionals from different fields to upgrade living conditions in Ukraine through the creation and development of quality public spaces. The initiative has already implemented several successful projects, one of which – the Square of Heavenly Hundred in Kyiv. Thanks to the work of activists between Mikhaylovskaya square and Maidan stood a memorial Park at the landfill site.

- **Park «Natalka»**. Capital Park «Obolon» in the tract «Natalka» independently restore district residents and other concerned citizens. A group of activists held dozens of days of cleaning, set garbage containers, equipped art area of the Park and began repairing the tracks. This season the creator's plans community even more.

- **«The grown tobacco» from Podoljanochka**. Proactive community «Podolyanochka» is engaged in the development and advancement of his native district – Podol. One of the most interesting current projects «Podolyanochka» ecological Park «grown tobacco». To create garden designs use

environmental boxes, trays used empty containers. The project «the grown tobacco» is the younger brother of the world famous «Princess Gardens» in Berlin and public gardens in Manhattan, New York.

- Urban initiative **«109 Group»** undertook the transformation of the square in one of the districts of Lviv (Sykhiv) to a modern public space with facilities for people with special needs and the blind. The organizers of the group picked up the idea of the inhabitants of the area who did not want to give the square-scale construction, and together develop alternative place for walking and relaxing etc.

- Opening the restaurant **«Urban Space 100»** in Ivano-Frankivsk. The idea of the project is to create a public restaurant in Ivano-Frankivsk, which will become a successful example of the association of socially active people around the idea of the development of their city. 80% of the restaurant's profit goes exclusively to the implementation of public projects in Ivano-Frankivsk. (<http://pirano.info/info/how-to-change-a-city-alone-ukrainian-urban-initiatives>, accessed 10.05.2017)

The main problem of such initiatives – the lack of support from local authorities, and as a result – lack of funding. The projects are funded by the activists and concerned citizens. Unfortunately, the process of crowdfunding is not very developed in Ukraine, although many city residents want to donate funds for the development of urban initiatives.

There are many success stories in many cities around the world, where public opinion has become an important part of the process of policy development and city development. Citizens' activity led to the emergence of participative budgets (participation budget), through which the residents of cities, in cooperation with the municipality, decided how to spend more money from the budget.

Germany, as a developed country is more experienced in engaging the public in urban planning. According to the Leipzig Charter (mutual agreement among the EU member states on principles and strategies for a «sustainable European city»), one of the important goals is to involve different actors within urban society:

«We increasingly need holistic strategies and coordinated action by all persons and institutions involved in the urban development process which reach beyond the boundaries of individual cities [...] To make this multi-level government really effective, we must improve the coordination of the sectoral policy areas and develop a new sense of responsibility for integrated urban development policy. We must also ensure that those working to deliver these policies at all levels acquire the generic and cross-

occupational skills and knowledge needed to develop cities as sustainable communities». (Leipzig Charter on Sustainable European Cities, 2007)

I would like to demonstrate experience of Germany on example of «Leipzig model». The participation structure in the «citizens' municipality» Leipzig has been developed since the late 1990s. The «Leipzig Model» of participation is characterized through the principle of municipal dialogue of citizens, politics and administration as overall and procedural collaboration. The five principle guidelines of the regulatory framework for civic participation:

- Civic participation has to be to the advantage and benefit of all parties (citizens, politics and administration);
- The regulatory framework has to be an «integrating concept» for civic participation;
- The representative democracy has to be strengthened;
- The goal has to be a legally binding way of participation;
- The civic participation has to be oriented toward the steps of administrative and political decision-making process.

Steps	Description
Initial Phase A	<i>Creative identification future chances</i>
Initial Phase B	<i>Goal setting, requirement analysis, evaluation of requirement alternatives</i>
Development of variants, prioritization	<i>Development and evaluation of alternative solutions as preliminary draft, work out of the preferred option</i>
Design Phase	<i>Specification of the preferred option</i>
Decision in administration and politics	<i>Administrative and political decision-making</i>
Realization Phase	<i>Implementation</i>

Figure 1 – Steps within the planning and decision-making processes of the city council and administration (Keppler, 2010: 20)

Different form of participation (Selle, 2010: 75)

Formal (legally defined participation):

- Public participation\public display (land-use planning in accordance to federal building cod, citizens' initiatives, referendums, petitions, elections);

Informal (without legal basis):

- Civic involvement\ engagement in civic society (associations etc.), direct influence on public opinion-making

- Participation-offers (citizens' meeting, planning cells, public workshops, participation of target groups)
- Intermediary organizations (advocacy planning, district office/citizens information centre, forums, mediation)
- Representative participation (round table, technical workshops, citizens panel)

So, in general, the process of public participation should look like this (Fig.2):

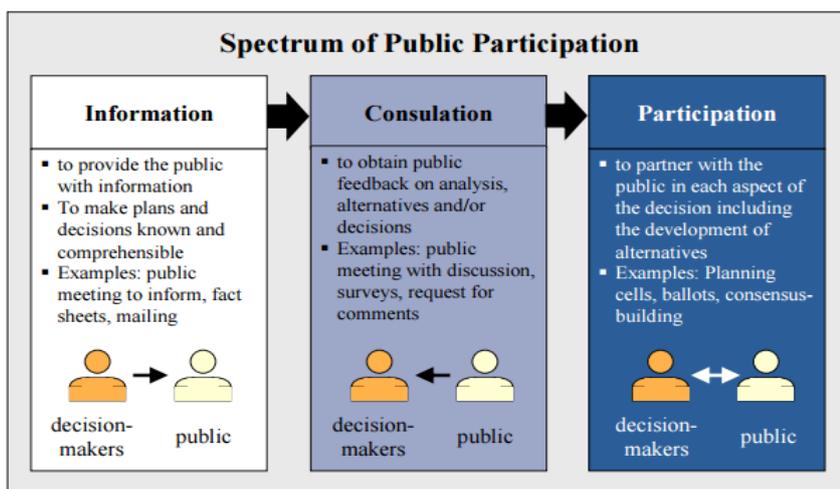


Figure 2 – Stages of Public Participation (Friesecke, 2011:4)

Good example of public participation in urban processes is an initiative «Leipzig Weiter Denken». In a multi-stage and successional participation process the population should be involved. Citizens should work out together with further actors Leipzig specific approaches and impulse projects for a sustainable development. Furthermore, it was aimed to develop strategic approaches and recommendations for sharpening administrative goals and the advancement of the integrated urban development concept.

During this process four main topics of urban development were in focus: Multigenerational city, Energy-oriented refurbishment, Sustainable city finances and Mobility of the future. In the sense of participation, three different instruments were used: Future series, Online-Dialogue and Workshops.

The *Future series* were consisting four thematically focussed events framed by a kick-off and a clothing event. The kick-off always has been a cultural event like a theatre play, a film screening or a lecture. In the following events different actors from Leipzig took part in panel discussion and the citizens stated their opinions in contributions to the discussion or at the pin boards. The statements were commented by the mayor or other actors from the city administration.

Through an *Online-Dialogue* the citizens were encouraged to give statements about the three main topics and to enter an online based discussion. The contributions have been processed within the Workshops.

In four half-day *Workshops* 40-60 citizens, experts and representatives from the city administration came together to discuss the suggestions. After a short introduction various ideas for first stimulus projects has been developed in small working groups. The ideas with a great acceptance and which were ready to implement have been further developed in enhancement workshops.

Within this process, some innovative and new instruments of participation have been approved and cooperative structures could be established. But the evaluation mainly criticized the not all target groups could be reached and that for a continuous participation an implementation of the outcomes and more transparency in it is needed. Therefore, it also needs more reliability of the participatory arrangements. This is based on more internal cooperation within the city administration and different structures have to be connected.

One more good example is situation with Berlin Tempelhof Airport.

In 2008 air traffic has been stopped, so planners were thinking about a subsequent use (huge open space as a desirable, profitable building area). The resistance among the local population were against municipal development-plans. They wanted to keep Tempelhofer Feld as an inner-city open space and recreational area (to improve natural capacity and natural balance). So citizens' initiative were over 200 000 signatures (preconditions were fulfilled), referendum was held, a majority voted in favour of the citizens' initiative. Therefore, decision is legally binding: despite the development plans, Tempelhofer Feld is preserved. Today Tempelhofer Park is a recreational area (380 hectare, 3,8 km²). In September 2015 it was announced that the airport would become an 'emergency refugee shelter' for at least 1,200 refugees, but they are free to come and go from the main terminal building and their presence has not affected public access to the park.

However, in our opinion, the level of public involvement in regional governance is insufficient, which, as a result, leads to the discrepancy of certain management decisions and program documents to the needs of the community. So, the main goal of optimum urban planning – is the creation of a constructive dialogue between key stakeholders in this process – the municipal government, businesses and its citizens. Urban planning is a prime example of the need for community participation, for it affects everyone and becomes more need and demand based. Ukrainians need to be more educated about the participation process: how they as individuals and as a group can make it **work**. **Local government** officials must also be educated about the role and importance of public participation in the policy-making process. Actually, the rapid development of the Internet, as a place of information dissemination provides researchers and policy-makers with considerable challenges on how best to realize the potential in the pursuit of worthwhile goals. Citizens as well as administrators play key roles in reinforcing the proper functions of local government departments, and all must share responsibility in raising and promoting a community consciousness so vital to cultivating democracy. Good quality of life in cities and regions is impossible without a well-founded development policy in which decisions are made on the basis of non-subjective desires and private interests of managers, and the analysis of the situation, opinions and needs of citizens. In order to make the planning process more sustainable and acceptable, the process should respond to the need of the end user and not just make provisions for the future.

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