Towards integrated and partnership-based planning of brownfield areas

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Introduction

There is high demand for redeveloping brownfield areas (Box 1) to help European cities grow in a more sustainable manner. Different cities around Europe are transforming old industrial or other underused areas into new housing or commercial areas. Challenges in brownfield redevelopment are similar across borders: fragmented land ownership, large numbers of stakeholders involved, lack of common vision or conflicting development visions, the technical, geological and financial difficulties of remediating contaminated land, as well as questions about responsibility. Close cooperation and partnerships between different actors from the beginning of the redevelopment process are key to tackling these challenges.

Brownfield redevelopment can be initiated by the local administration (city), a developer or a landowner. The roles of different parties in the process also vary depending on the national context. However, the role of cities as facilitators of dialogue between different actors in society and as leaders of sustainable urban development has become more and more important everywhere in Europe. Cities have a crucial role in ensuring that brownfields are developed into attractive places to live, work and do business.

Joint planning of brownfields

The revitalisation of a brownfield is a complex process. It requires both dealing with the **site's past** and **planning for the future of the site.** Brownfields are often contaminated and also industrial or cultural history often needs to be preserved. At the same time, it is necessary to manage and plan the transformation process and to find a common long-term vision in cooperation with stakeholders in terms of how the site should be developed. A variety of stakeholders representing the public and private sectors as well as people – the components of PPP-partnerships (see Box 2) need to be involved. Organisation of these parallel processes in which many of the steps take place simultaneously requires an integrated approach, good cooperation, and communication between all actors.

BOX 1: Baltic Urban Lab defines urban brownfields as sites that:

- have been affected by the former/existing (often industrial) uses of the site and surrounding land
- are derelict, underused and/or could be redeveloped in ways that support local efforts towards sustainable urban development
- may have contamination problems
- often include historically valuable areas or architecture
- should be planned and developed following an integrated approach, based on partnerships between different stakeholders, including: the public sector, developers, landowners, citizens and other concerned actors.

BOX 2: The concept of public-private-people partnership – 4P

In an age of decreasing public finances, public-private partnerships (also known as PPP or 3P) emerged. It refers to when the public sector partners with private companies to provide products, services and policies together. Public-private partnerships have been criticised for lack of transparency in their decision making and for the handover of planning and design to private developers focusing on [increasing] land value and not prioritising livability. **Public-private-people partnerships – or 4P –** have arisen due to this criticism by adding the people dimension. Including citizens in planning processes increases the transparency of public policy but also the probability that urban development projects create environments and services that correspond to citizens' needs. For a deeper understanding of the 4P concept we recommend Planning Systems and Legislation for Brownfield Development in the Central Baltic Countries.

The planning of redevelopment starts from an **initiative** to develop the brownfield site, continues with a **visioning phase** and **planning stage**, eventually leading to the desired **physical change** in the urban environment. Due to the complex nature of brownfield redevelopment and the potential environmental and financial risks involved, **commitment** and **common understanding** between involved parties is necessary throughout the process. The first step in the process is to start an open dialogue (Figure 1) with internal and external stakeholders, encouraging the participation of different actors in the planning and creating a common ground for cooperation. However, cities often lack the knowledge, skills and methods of how to facilitate this dialogue and coordinate large-scale development processes that are based on broad partnership and cooperation. This sets a challenge for city organisations.

This guide has been produced to respond to this challenge and to **support urban planners and other experts** working in local administrations to facilitate and coordinate brownfield redevelopment processes in a structured manner, and support cooperation between the different parties that should be involved in the process. This guide focuses especially on early-stage planning activities.

Urban planning pyramid

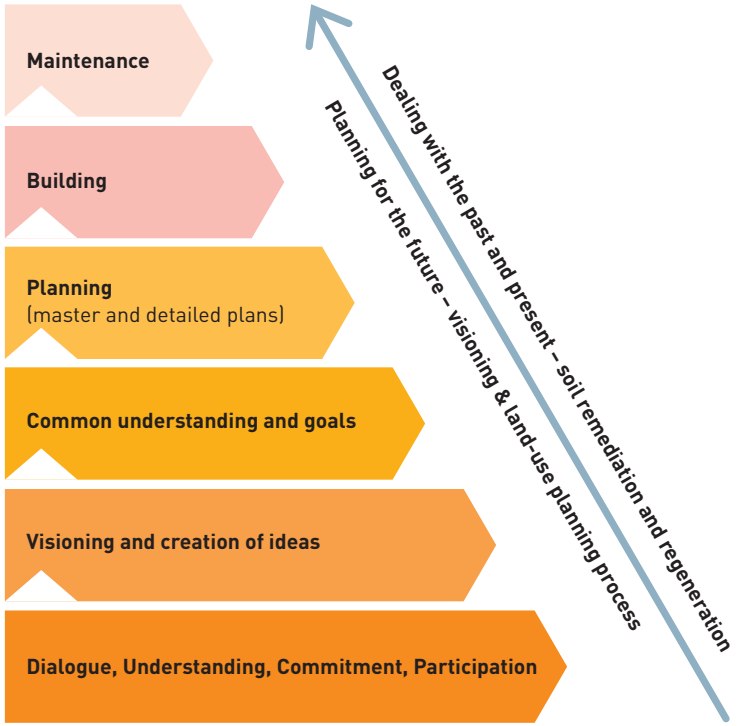

Figure 1. Urban planning pyramid
Source: Based and elaborated on City of Oulu, Detailed planning department (2013)

This guide is based on the experiences gathered in the **Baltic Urban Lab project** (2015–2018) funded by the **Central Baltic Programme**. The project cities of **Norrköping** in Sweden, **Tallinn** in Estonia, **Turku** in Finland and **Riga** in Latvia have developed and tested new integrated planning approaches and implemented public-private-people partnership models (4P) for four selected brownfield pilot sites. The key aim was to find new ways to involve different stakeholders such as citizens, developers, experts, landowners, businesses and NGOs in the planning and work on developing common visions with them.

We hope that this guide inspires you in your own work!

How to use the guide

The planning systems and procedures, as well as the organisational set-up, is different for each local administration. Each city development project also has its own specific context, challenges and stakeholders. There are several stages in both the **soil remediation and regeneration process** (see Figure 2) and the **visioning and land-use planning process** (see Figure 3) when stakeholders could and should be involved. The reasons to cooperate and the benefits that can be gained from cooperation as well as methods and tools for involvement vary from phase to phase. These two diagrams illustrate in a simplified way the different phases in both processes, focusing on the possibilities to cooperate with different stakeholders to benefit from their knowledge and expertise.

In reality, many of these phases take place in parallel. There can also be a need to repeat some of the phases or go back to previous ones. Therefore, the objective of this guide is not to give step-by-step guidance but rather a set of principles and issues to take into account that help to manage complex brownfield development projects, especially when it comes to working in public-private-people partnerships.

This guide has been divided in two main sections: **Internal organisation and preparation** and **Cooperating with stakeholders.** Each section is divided into five topics. The first section focuses on improving internal processes and cooperation within local administrations and setting a solid base for the planning process. The second section provides guidance on how to work with stakeholders. The guide also includes **concrete case studies** from the Baltic Urban Lab cities and elsewhere on implementing public-private-people partnership models, as well as **tips for further reading** and **useful tools.**

The case studies demonstrate that planning is a continuously evolving process, and that involving stakeholders at various stages benefits the process.

Planning soil remediation and regeneration together with stakeholders

Preparation

Reason to cooperate: activate key stakeholders, involve stakeholders in pre-investigation, jointly analyse risks and development potential, integrate with the vision and land-use planning process, ensure agreement on the responsibilities between different parties, identify possible/suitable temporary uses; initiate time-consuming permit processes with relevant local, regional and national authorities

Benefits: common understanding on the starting point & future plans, identification of possible conflicts and risks, use of stakeholder's expertise and knowledge, clarification of roles and responsibilities, improved efficiency of the process; better understanding of the possible obstacles hindering the permit process, need for further investigation and impacts on time schedule

Communication aim: raise awareness of the project, the state of the art and the next steps

Need of intervention

Pre-study & investigation on contamination of soil
defining baseline and scope of the problem & need for further investigations

Analysing the state of the art & risks
discussion on the baseline & analysis of potentials and risks together with stakeholders

Initiation of permit processes
cooperation and negotiations with relevant authorities to receive necessary permits

Further investigation & preparing remediation strategy
preparation of comprehensive remediation strategy and agreeing on the responsibilities

Selection of the remediation method
involvement of stakeholders and experts to select the remediation method

Plan for remediation & procurement
preparing remediation plan and for the procurement process in dialogue with necessary stakeholders

Cleaning the soil
implementing remediation measures and communicating & coordinating it with all involved parties

Implementation

Reason to cooperate: involve different experts in selecting the remediation methods, preparing procurement process in coordination with stakeholders, communication about the process; continuous negotiations with relevant authorities to obtain permits

Benefits: ensure sustainability of remediation, include expert knowledge and different aspects, good visibility of the process; avoidance of delays

Communication aim: keep stakeholders and public informed about the remediation process

Figure 2. Planning soil remediation and regeneration together with stakeholders

Visioning and land-use planning process with stakeholders

Preparation

Reason to cooperate: gather first development ideas and plans, identify common goals and possible conflicts, weight potentials and risks, find the right stakeholders

Benefits: create trust and commitment, increase common understanding on the starting point between all involved parties

Communication aim: raise public awareness of the project and its benefits

Co-creation

Reason to cooperate: arriving at common vision and development plans, jointly addressing conflicting issues

Benefits: increased public engagement, use of local knowledge

Communication aim: encourage and reinforce participation, communicate about the progress

Finalisation

Reason to cooperate: gain political support, final agreement with all stakeholders

Benefits: commitment to the plan, political leadership and responsibility, public awareness and acceptance

Communication aim: raise awareness of the plan, inform about the next steps

Figure 3. Visioning and land-use planning process with stakeholders

Section 1

Internal organization and preparation

9 Strategic planning and the role of preparatory planning documents

11 Leadership and internal cooperation

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17 Designing the process

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10 Brownfield development through strategic projects, **Turku**

10 Dialogue with citizens to development a vision for Älvstaden, **Gothenburg**

12 Co-operation model for urban regeneration, **Malmö**

14 Idea gathering with stakeholders, **Tallinn**

14 Landowners and leaseholders Forum, **Turku**

16 Risk evaluation workshop, **Norrköping**

16 Workshop with “Dreamers” and “Problem solvers”, **Riga**

18 Temporary use as instrument in urban planning, **Ghent**

18 Cooperation with real estate developers, **Norrköping**

Strategic planning and the role of preparatory planning documents

To use the full potential of brownfields and turn those into attractive urban environment, views and ideas of different parties should be better included in planning and their expertise and knowledge utilized. This can be supported best with involving different parties already in preparing visions and development ideas for the future use of a brownfield site - thinking together how the area should look like in or example in 20 years.

What is the role of preparatory planning documents?

Many cities have established procedures (in some countries defined by national law) for carrying out public consultations when preparing master plans and detailed plans – the statutory land-use planning documents. However, cities are often lacking practice how to involve stakeholders and especially the general public in giving their input to preparatory planning documents – such as visions, development plans or strategies for a certain area - that are prepared in the early and rather abstract stage of the planning process. This can be challenging but is necessary to be able to plan the urban environment for people – the current and future users of the area. These documents often do not have a formal status in the planning system. However, they should guide planning also in later stages. The cooperative preparation with stakeholders, representing the joint will for future development will greatly enhance the approval and commitment among all involved parties.

Tip!

The expected input from stakeholders, what are the benefits for them and the level of influence to the planning documents should defined and communicated clearly to increase credibility of participation processes and actor's motivation to participate.

What to consider when working with preparatory planning documents?

- The **status of "unofficial" planning documents** and their **guiding role** in relation **to statutory planning instruments** should be defined clearly
- The status should be clearly **communicated to stakeholders** that participate in developing early stage plans
- **Politicians should be involved and informed** early in the process and deeper links with different political boards should be established and formalized (even if the plans won't be formally politically adopted)
- **Mandate and political support to work with stakeholders** in the early stages of urban planning should be clear. If the project has a clear support from the local politicians, much is gained when it comes to have mandate to take action.
- The **roles and responsibilities** when it comes to early stages of planning and involving stakeholders in the process **should be clarified** within local administration
- It should be defined how the **implementation and execution** of these plans could be **secured and monitored**
- Local administration should show **leadership and commitment** to implementation of the visions and communicate openly about them to secure transparency of the planning process

CASE Brownfield development through strategic projects, Turku

Turku has a strategic emphasis on developing the brownfield "belt" around the city centre to support sustainable urban development. **Developing Turku Science Park, including the Itäharju brownfield triangle,** is one of the City's three spearhead projects deriving from the City's strategy Turku 2029. The process was started by the council decision in 2016 and had strong political support from the beginning.

Preparing a vision and an unofficial "masterplan" for a larger area in close cooperation with different stakeholders was a new experiment for the City. One of the key outcomes has been the launch of the **Turku Future Forum cooperation model.** To also engage political decision makers in the process and ensure the fluent flow of information towards decision making, members of different City boards have been invited to participate in the Future Forum events. To consolidate the role and status of the vision and "masterplan" in the planning system, it was taken to political decision making and was approved by the City council as a guideline for further development and preparing statutory land-use plans.

Read more

Photo: Cederqvist & Jäntti Arkkitehdit Oy

CASE Dialogue with citizens to develop a vision for Älvstaden, Gothenburg

The City of Gothenburg conducted a public consultation process to gather visions and ideas for the future development of Älvstaden – a part of Gothenburg stretching through the central part of the city on both sides of river. Based on the input received from 2,550 people, recommendations for the formal vision and strategy for Älvstaden – one of the City's four main strategies concerning urban development up to 2030 – were prepared. The dialogue process complemented other activities to work towards the vision, such as cooperation with the private sector, research organisations, different sustainability experts and international partners.

Lessons learned identified by Gothenburg in order to conduct a vision dialogue in the early and abstract phase of the planning: a clear structure and time plan for the consultation process as well as realistic view of the level of influence are necessary; a clearly defined end-result – in this case recommendations; a common understanding of the purpose of the process with all involved organisations and agreement on responsibilities; and good and clear communication, especially when the planning task is abstract, such as preparing a vision. Based on the process, recommendations for future dialogue processes were also prepared.

Read more

Leadership and internal cooperation

Planning the redevelopment of brownfield sites in cooperation with a variety of stakeholder groups requires strong leadership and vision from the City itself, clear agreement on the roles and responsibilities internally, and good cooperation between different units. An integrated and inclusive planning approach as well as the goals of the redevelopment should be widely supported.

Why is internal cooperation important?

Urban planning is naturally seen as the task of architects and urban planners. However, brownfield redevelopment projects are often large-scale strategic processes that require expertise and resources from different departments within the City. Leading a strategic process and working with stakeholders to create joint visions and plans require skills like project management, stakeholder involvement and communication that are not part of urban planners' regular tasks. The question "who should take the lead" and "who should be involved" within the City organisation needs to be answered early in the process. The project should be organised so that it allows both internal and external cooperation (Figure 4) and ensures that relevant expertise is included in the process (Figure 5). Communication between different units and levels in the City organisation is as important as external communication. A common understanding and agreement on the development goals internally is required so that the City can speak with one voice but can also avoid internal conflicts and overlaps between different urban development projects.

Internal roles

Project Manager with the overall coordination responsibility (urban planning or strategic planning department)

An **internal steering group** consisting of representatives of different departments with mandate to make decisions. Steering group should meet regularly and discuss the progress and steer the project.

Working groups on different topics like transport, housing, public spaces, etc. with representatives from different departments to bring in expertise from relevant fields and ensure cooperation.

Figure 4. Internal roles

Expertise & skills required in brownfield redevelopment

Figure 5. Expertise & skills required in brownfield redevelopment

Tip!

The same co-creation methods that are being used to cooperate with external stakeholders like workshops and focus groups can be used also internally to create a common understanding of the goals and visions.

CASE

Cooperation model for urban regeneration, Malmö

The City of Malmö has developed a model for the **regeneration of urban areas in cooperation with private and public actors and local residents and associations.** The aim of developing the model was to cooperate to improve the **efficiency of redevelopment** projects and to ensure **that local knowledge was incorporated in planning** alongside expert knowledge. The model does not function as a stand-alone guide for regeneration processes but sets out **important issues to consider.** The model can be **adapted to different kinds of development processes** creating the basic framework for the planning and implementation of 4P models.

Read more

Dimensions of Malmö's model

Basic requirements

1. Responsibility

One or more actors have the clear responsibility, mandate and legitimacy to drive the process.

2. Physical regeneration

The physical change of an area is at the centre of the process that will be carried out in cooperation between various actors.

3. The site

There are residents and other stakeholders to cooperate with.

4. Added values

The driving actor who searches for possible synergies.

Influencing factors

1. Analysis of the situation

Stakeholder analysis: Which actors exists? Who has mandate and resources over urban planning? Analyse current development and plans. Make a norm critical study of the site.

2. Competence assurance

Assure competences in project management, communication, cooperation, management of democratic processes and conflicts.

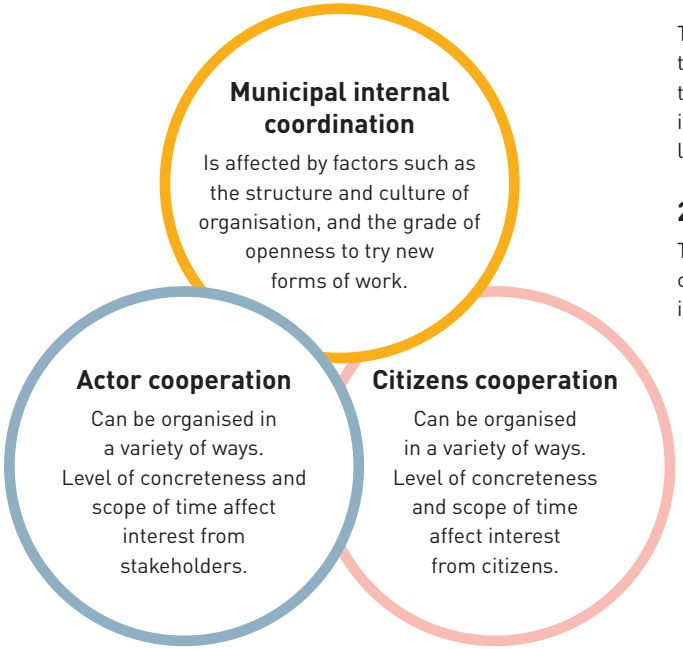
3. Common understanding of the regeneration process

It is important that there is a common understanding early in the process, both internally and with key actors.

4. Analysis of current organisation structure and culture

Identify synergies between actors with different roles and commissions.

Platforms of collaboration



Tools

1. Level of effect

This tool is used to identify how much the different actors are affected by the regeneration process. The level of influence is decided, depending on the level of effect.

2. Ladder of participation

This is used internally to assure a common view of the actual level of influence of every participation event.

Source: City of Malmö (2013) & Nordregio's elaboration

Baseline analysis

When starting a redevelopment of brownfield area, it is necessary to understand the starting point of the planning process. Performing a baseline analysis (Figure 6) in cooperation with stakeholders helps to use the existing knowledge of the site and increase common understanding of the risks and development potential.

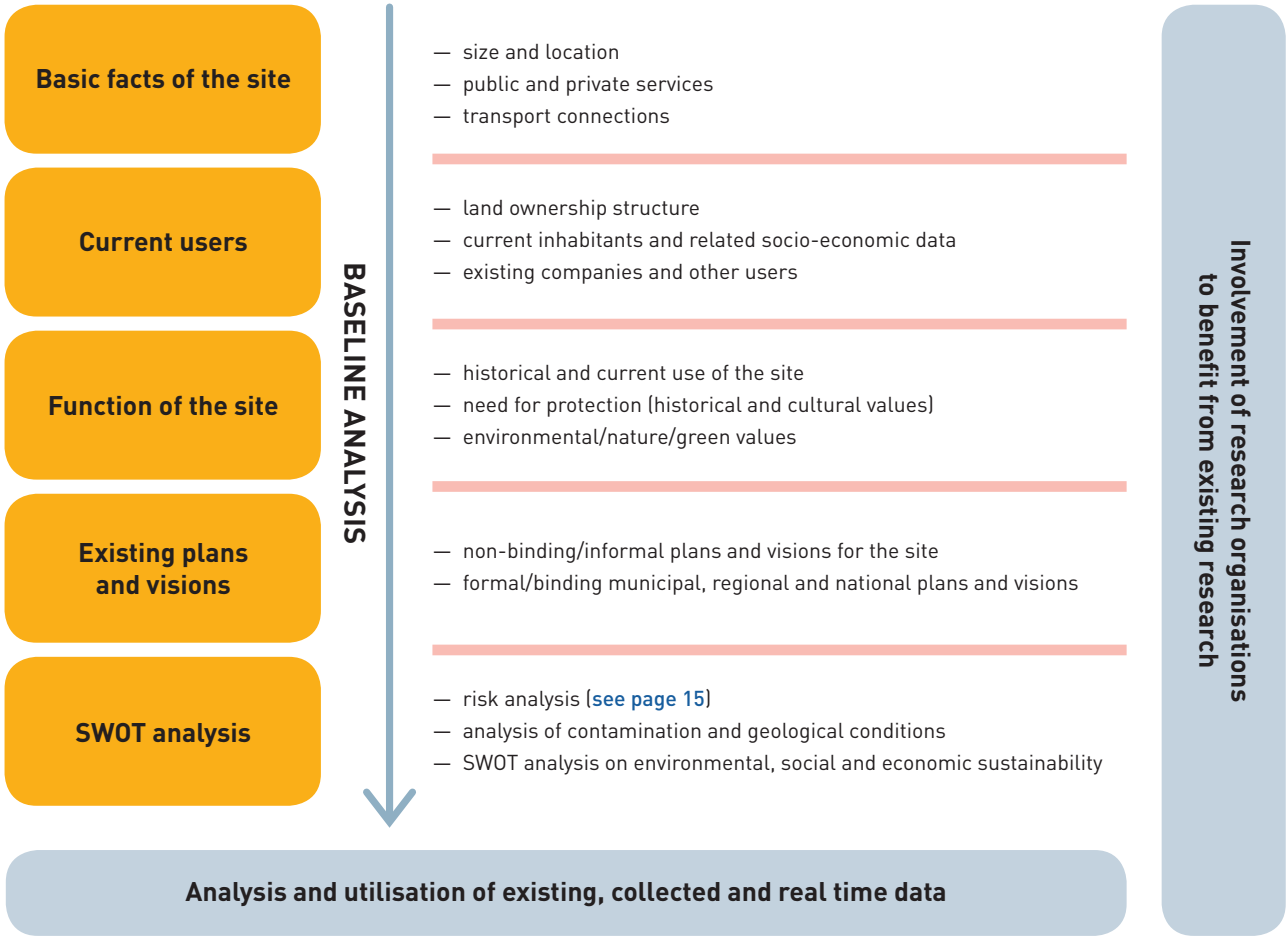


Figure 6. Baseline analysis

Benefits

- **Common understanding** of the **risks** and **potentials** among involved actors both internally and externally
- Better **integration** with the City's overall **development strategies & goals**
- Better **integration** with other **development projects** and **sectoral goals**
- **Takes advantage** of existing **local knowledge** about the site
- Reveals **gaps in information** and possible **conflicting issues**
- **Results** can be used **in communication** and in justifying the need for redevelopment to the general public

Tip!

When conducting a baseline analysis it is a **good idea to involve both internal and external stakeholders** in the early stages of planning and benefit from their expertise and knowledge. It helps to increase the transparency of the process and create a common ground for cooperation.

CASE Idea gathering with stakeholders, Tallinn

In Tallinn, land is often privately owned, leading to private owners and developers acting as the main drivers for urban development. With the pilot site development – **the area around Skoone Bastion** – the City's aim was to strengthen its coordination role for sustainable urban development and increase the participation of citizens and NGOs in planning.

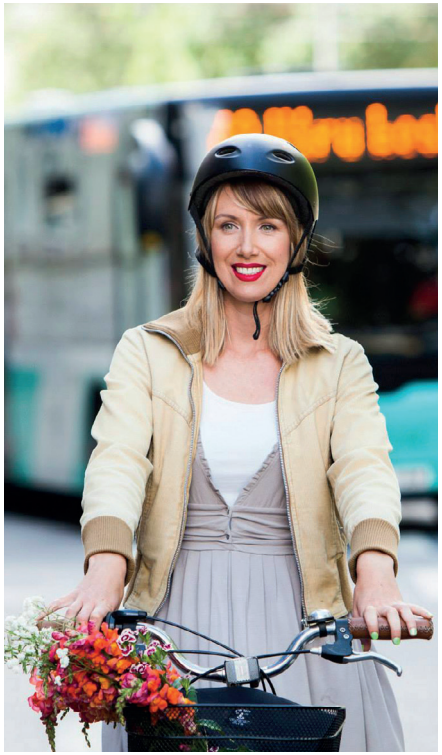


Photo: Rasmus Jurkatam

To start the process, a variety of methods were used to collect ideas and input from citizens and other interested stakeholders to define a baseline and gain an overview of the initial ideas and problems. One of the methods was **idea gathering with a GIS-based map**, in which users could leave comments on specific locations in the area. Most suggestions were related to the lack of green areas and parks, the need for better maintenance of playgrounds, poor road conditions, traffic problems and parking management. Significant interest and a large number of comments proved that it is worth consulting the general public – the users of the area – in the early stages of planning. To further increase understanding of the challenges but also the development potential, the City performed a SWOT analysis in cooperation with stakeholders. SWOT analysis was used as a base data for further discussions and cooperation as well as input for drafting initial structural plan for the pilot site.

Read more

CASE Landowners and Leaseholders Forum, Turku

Involving landowners and leaseholders in the planning of the redevelopment of the Itäharju brownfield site – part of larger redevelopment project dealing with Turku Science Park – was supported in several ways. At the beginning of the process, Turku implemented a pre-study to investigate possible contamination in the area. Landowners, companies and tenants were already involved in the data collection phase, and their expertise and knowledge of the current and historical uses of the site were utilised. This was the first time that Turku had made a pre-study on contamination looking at a larger area instead of a plot-by-plot investigation.

To continue collaboration and initiate a broader dialogue, a forum targeted at landowners and leaseholders was organised by the City to discuss the current state and further development of the pilot site with relevant actors in the area. The aim was to map different interests, discuss common goals, receive input into the scheduling process, strengthen connections between different actors, and clarify the expectations regarding what is being planned for the area, as well as starting up the handling of contaminated land in collaboration. The forum was an important step to establish partnerships for planning of the pilot site. The majority of participants expressed the will to develop the area further. To continue collaboration, smaller discussion forums were organised in later stages of the project.

Photo: City of Turku

Risk analysis

There are always risks and potential conflicts involved in urban development processes. In brownfield development, the mitigation of risks is important due to the higher environmental and financial risks related to complex environments and possible contamination of the soil. Lack of cooperation, commitment and conflicting views between different parties may also endanger the process.

How to analyse risks

Risk	Probability	Consequence	Risk value*	Measure	Date of completion	Responsible	Result
Example: Landowners say no to development	3	5	15	Start dialogue early with landowners. Map their interest. Set a good basis for cooperation and shared goals	-	Urban planning department	Joint understanding of the development goals

Identify different types of risks. Evaluate how probable each risk is on a scale of 1 to 5, 5 being the highest. Evaluate the consequences for each risk with scale of 1 to 5, 1 being the lowest. In the example case if landowners were to oppose any development, the consequences could be very high since that would prevent any development. Finally, multiply the probability value with consequence to get the risk value.

*What the risk value means:
1–5: Needs overview
6–15: Needs action plan and overview
16–25: Needs urgent action plan and constant overview

Figure 7. How to analyse risks

Tip! Recognition of different types of risks and discussing those with stakeholders and politicians creates a common understanding and helps to address conflicts in the early stages of the development process.

Why is a risk analysis needed?

Brownfield redevelopment is a long-term process during which the involved experts and organisations, political leadership and landownership may change. However, long-term commitment and investments of resources are needed from everyone involved. Preparing a risk analysis (see Figure 7) at the beginning of the process helps to design processes so that potential risks can be mitigated and necessary measures taken. Several types of risk related to the redevelopment of brownfields can be identified:

- **Financial risks** like lack of funding, higher costs for remediation or infrastructure than expected, low level of investments
- **Environmental** risks like high level of contaminants, unsuccessful remediation processes
- Related to **participation/cooperation**, such as lack of commitment, low participation and interest, resistance towards change, conflicting visions, resistance towards participatory planning approach
- Related **to management and coordination**, such as lack of communication, unclear roles and responsibilities, delays, lack of integrated approach, weak cooperation between sectors, conflicting targets
- **Weak political leadership**, such as lack of long-term political commitment, lack of collaboration between political boards

CASE Risk evaluation workshop, Norrköping

Sustainability has been a guiding principle for the planning of the Inner Harbour – a heavily contaminated old gasworks site in Norrköping. To ensure that the sustainability perspective would be included in the remediation of contaminants, the City organised a risk evaluation workshop with a range of stakeholders representing different backgrounds.

Norrköping used a method called SAMLA, developed by the Swedish Geotechnical Institute (SGI). During the workshop, around 30 participants representing different municipal departments and companies, regional authorities and other expert organisations participated in evaluating the sustainability of different remediation methods such as excavation, heating/combustion, and on-site treatment using bio-organisms. By using SAMLA, different aspects of alternative remediation methods were evaluated. By the end of the workshop, all groups had estimated all the implications of the alternative methods on a timetable, along with the environmental, social and economic aspects. Two of the alternatives were selected for further evaluation by the local stakeholder group. The workshop increased participant's knowledge on soil remediation but it was also a great way for the City to benefit from their knowledge. The results of the risk evaluation workshop were used as guidance in the decision making on the final remediation method.

Read more

Photo: Kristiina Paju

CASE Workshop with "Dreamers" and "Problem solvers", Riga

Key challenges for the regeneration of **a mixed-use industrial site located around Mūkusalas Street in Riga** have been the fragmented land ownership and the lack of a common vision for the development. To start the dialogue with a variety of actors, a kick-off workshop was organised. The aim was to inform participants about existing plans for the area and create a basis for dialogue about future development. Participants were invited through personal contacts but also through open invitation shared via social media platforms.

The workshop included an interactive part where participants were divided in two groups. "Problem solvers" identified problems and discussed possible solutions. "Dreamers" were asked to dream about the possible development within the pilot site. As a result, the local project group received ideas for future development related to public and private activities in the area, transport, industry and services. In addition, their knowledge about the problems identified by local inhabitants and entrepreneurs was increased. The result of the workshop fed into the process on elaborating a development strategy for the pilot site in cooperation with stakeholders. The meeting was also seen as a good way to increase collaboration and mutual understanding not only between the City and the stakeholders in the area but also between active actors themselves.

Read more

Designing the process

The "Well planned is already half done" rule could also be applied to any urban development process. The brownfield redevelopment process includes several phases and parallel activities. Some of them were described already in section 1 and some will be explained in section 2. The preparation of an Action Plan (Figure 8) helps to manage the complex process and to ensure smooth implementation. If the City does not yet have much experience of planning processes that are based on co-creation with different stakeholders, careful planning is especially important.

What is an Action Plan needed for?

- Preparing and designing the process well helps to **clarify goals** and steps with all involved stakeholders
- Defining **different steps** of the process helps to identify when stakeholders should and could be involved
- **The overall time plan** helps different parties to understand the timeframe of the process
- Planning helps to **define responsibilities between different sectors** within the local administration but also define **the contribution from other stakeholders**
- Helps to **integrate and coordinate better parallel processes** like land-use planning and soil remediation and identify synergies and overlaps
- Outlining processes that are experimental or the different steps cannot be clearly foreseen, such as vision development with stakeholders, which helps to **identify possible risks and conflicts**
- **Make space for being flexible** – even when designing the process in detail, surprises will occur

Figure 8. Action Plan

Tip!

Visualising the process and its different steps and parallel activities with the most important milestones and overall time plan help also stakeholders that are not so familiar with the planning to understand the process. This is especially useful when planning concerns complex issues like brownfields.

CASE Temporary use as an instrument in urban planning, Ghent

The City of Ghent has long experience of experimenting with the temporary use of brownfield sites. Using empty sites and buildings in the long transition phase to new development brings new dynamics to neighbourhoods and offers added value for the city's development. Ghent believes not only that citizens should participate in governance, but that government should also participate and facilitate this. One way to support this is neighbourhood managers, who communicate with citizens but also work as brokers for temporary use. The managers can bring up opportunities like empty buildings or slots and try to connect these with the needs of their neighbourhoods. They act as intermediaries, informing local people about projects and policies, and take signals from the neighbourhood back to the planning and policy making level.

One example of various temporary use projects is the transformation of Oude Dokken (DOK), the historical docks. The temporary use project started as a co-initiator of cultural events but soon evolved into being a facilitator for DOK residents. Flexibility and the level of activity of the residents' is at the core of the DOK project. The area remains in use during construction, allowing residents to make smart investments and work around the construction site and the plans for the area. The project has given the derelict industrial site a positive image, transforming it into a lively and active place.

Photo: City of Ghent

CASE Cooperation with real estate developers, Norrköping

With the **Inner Harbour development, Norrköping** tested new ways to collaborate with real estate developers to develop a high-quality urban environment. One person at the municipality worked full-time on this collaboration, the local project team has met regularly with the companies, and each developer's person responsible for communication worked together with the City to communicate with one voice towards the public.

One of the methods was the creation of "value concepts" that should guide the development of the area. These "value concepts" were used in public procurement and one criteria for choosing developers was how the proposed designs put the value concepts into practice. Inhabitants were also involved in testing the value concepts in a series of focus groups organised in cooperation with the municipality and the companies. At the beginning of the planning process, the selected companies did not know which plot they would develop but they were asked to agree on solutions for the whole area instead of focusing on a specific plot; this was designed to increase their commitment and responsibility for the whole Inner Harbour project. The collaboration has been time-consuming from the City's point of view but it has also enabled developers to be better involved from the start of the project.

Photo: City of Norrköping

Section 2

Cooperating with stakeholders

20 Stakeholder analysis

22 Methods and tools for stakeholder involvement

25 Communication

27 Stakeholder involvement plan

29 Transparency

Check case examples related to this section:

21 Future Forum workshops, **Turku**

21 3-day workshop with students and other stakeholders, **Tallinn**

24 Creative proposals with student competition, **Riga**

24 Urban Planning App AvaLinn, **Tallinn**

26 Communicating brownfield development through social media, **Norrköping**

26 Raising awareness through Clean-Up Days, **Riga**

28 Urban development hackathon, **Turku**

28 3D Visualisation tool Earth Autopsy, **Norrköping**

Stakeholder analysis

The 4P approach explains the importance of involving different groups of people to achieve a balanced and resilient development process. However, different types of stakeholders will require different types of approaches for inclusion in the planning process. Conducting stakeholder analysis will help to identify these and choose the best way to recruit them to the process.

Why perform a stakeholder analysis?

— To reach hard-to-recruit groups like the **general public and local residents.** Clearly identifying the characteristics of this group early on will help to find the best ways of introducing them to the activities and motivate them to participate.

— To gain the knowledge necessary to **handle power imbalances**. Executing a proper stakeholder analysis **supports equity**, since it helps to identify those who may be highly affected by the development but might not be active in the process without them being provided special attention and support. Likewise, it shows who has a clear interest in the development and is expected to make their voices heard, even without special efforts from the planning organisation.

What to include in a stakeholder analysis

— Complete the stakeholder analysis alongside a baseline analysis – this helps to determine the characteristics of the site, which will influence the range of stakeholders that should be included – **who has an interest in the site already?**

— Analysis of the **function of this site for the city as a whole** and the citizens in general, also for those who do not live there.

— Compile a **comprehensive list of stakeholders** and categorise each one according to key variables.

— Create stakeholder types by identifying them as a **core, primary or secondary stakeholders.**

— What is each stakeholders' **connection to the development area?**

— Based on the key variables, determine the **activity status and level of effect (Figure 9).** This will help assess their expected interest in stakeholder activities and what measure might need to be taken to develop their future role.

Tip!

Conducting a stakeholder analysis can take part alongside a baseline analysis very early on in the overall development process. It is the first step towards preparing a stakeholder involvement plan. However, you may need to redo or update it at later stages of the process.

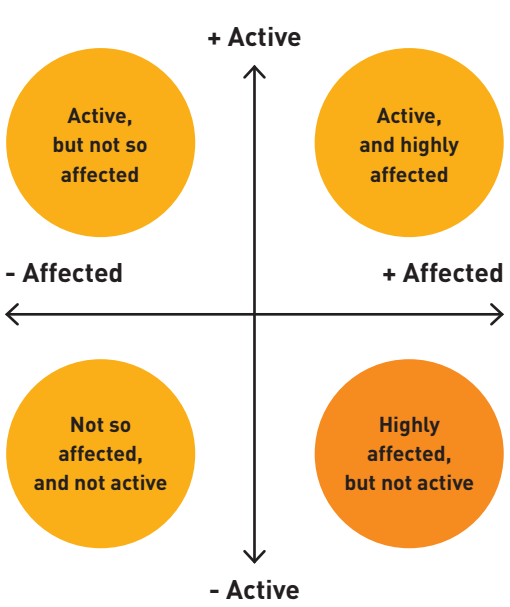


Figure 9. Stakeholder activity and level of effect

CASE Future Forum workshops, Turku

In 2016, Turku initiated a process to formulate a vision together with a variety of stakeholders for the Turku Science Park area for the year 2050. In the beginning, after identifying the key stakeholders, several workshops were organised to map their interests and identify key themes for further discussion. To engage larger group of actors, a four-day Turku Future Forum event was organised.

Each day had one focus: 1) An attractive urban environment; 2) Smart Mobility; 3) Smart Actors, Smart Solutions; and 4) International meeting point (student idea contest). The purpose was to better understand the different needs of diverse stakeholder groups concerning future development, but also to create a sense of a joint effort among all actors. Co-creation was spurred with keynote speeches, panel discussions, different participatory methods (world café, future wheel) and group discussions. The future wheel proved to be a particularly good method to get people thinking in a new way. The City was satisfied with the number of participants and pleasantly surprised by the multitude and quality of ideas. After the events, the ideas gathered together were processed into five main thematic areas for development feeding into the common vision for the area. The Turku Future Forum concept has been used afterwards within other development projects.

Read more

Photo: Hannu Aaltonen

CASE 3-day workshop with students and other stakeholders, Tallinn

To continue the dialogue on the revitalisation of the Skoone Bastion area and to use fresh ideas from university students, Tallinn organised a series of workshops connecting students with other involved stakeholders.

During the first day the pilot site was presented from the perspective of developers and businesses; public function (as a key transport hub); and from a heritage protection point of view. The first day also included a site visit. On the second workshop day, students worked on visions for the site. On the third day the ideas were assessed by a jury consisting of university professors from Estonian Academy of Arts and Tallinn University, city planners and heritage protection experts. The visions developed by students gave direct input to the urban planners' work on the development plan for the area. A few months later, the students were invited to hear about the visions the City's urban planners had developed for the area and they were given the chance to give feedback on the plans. Participation in and interest towards the workshop was high. It received good feedback from participants including NGOs, developers, landowners, public transport providers, City district representatives and others, and participants were keen to be involved further. The workshop was seen as a key step closer to the final objective – public agreement and a common vision about the future of the pilot area.

Photo: Ramon Reimets

Methods and tools for stakeholder involvement

After completing a stakeholder analysis**,** it is easier to recognise similarities and differences between them. That helps to choose **what kinds of platforms, forums, methods and tools are needed to include the stakeholders in the planning process.** Working closely with private stakeholders with a financial interest in the project is different from inviting citizens to take part. Those that are least used to participating in planning processes (citizens, smaller associations), are the ones that will need most support to get a good chance to have their voices heard.

What to consider when designing?

- Conduct a **stakeholder analysis** to get to know your stakeholders and analyse what kinds of forums would be useful to engage them (see Figure 10).
- **Brownfield developments tend to be large projects with many stakeholders.** A variety of forums for engaging on their different terms them will be needed. There is no "one size fits all" here.
- Many digital engagement tools have already been developed, either by municipalities or consultancies. **Using an existing digital tool rather than designing one from scratch will save time and money.**
- **Use experts if necessary.** Consultancies can also provide services to analyse the results of stakeholder engagement platforms so that planners are provided with concrete results from the dialogue.
- **Don't mistake communication for participation.** Social media and other digital tools can be a great way to communicate planning issues, but to qualify as "participatory tools", they need to enable two-way communication and real interaction.
- Analytical tools like Fung's Democracy Cube (p. 23) offer a way to understand the level of influence through different stakeholder engagement platforms, both with private and "people" participants.
- Learn from other experiences and check what tools and methods are available. For tips for further reading.

Some examples of methods and tools for stakeholder involvement

Different types of stakeholders hold different amounts of power during stakeholder processes. Historical social, economic and political factors mean that different stakeholders have different abilities to have their voices heard during planning processes – **different forums for participation should contribute to more democratic planning.**

Traditional	Digital
Traditional surveys	Online Surveys
Information events/Open houses (see e.g. Raising awareness through Clean-Up Days, Riga)	Participatory Mobile Apps (see Urban Planning App AvaLinn, Tallinn)
Focus groups (see Cooperation with real estate developers, Norrköping)	Web-based GIS-platforms/interactive maps (see Idea gathering with stakeholders, Tallinn)
Stakeholder meetings/workshops: (see e.g. Landowners and Leaseholders Forum, Turku; Workshop with "Dreamers" and "Problem solvers", Riga)	Social media (if used to interact) (see Communicating brownfield development through social media, Norrköping)

Figure 10. Some examples of methods and tools for stakeholder involvement

Tip!

Make sure you publish the results of any stakeholder engagement forum that you use. This ensures transparency in the planning process, which develops trust between participants who otherwise might wonder what happened with the engagement they showed.

Fung's democracy cube

Who participates?	
Diffuse public sphere/Everywhere	Mass media and informal platforms of discussion
Open, self-selected	Open to all, but with the downside that the participants that show up from these kinds of invitations are rarely representative of the wider public
Open, with targeted recruitment	Consciously directing invitations and recruitment towards subgroups that are less likely to participate
Randomly selected	The best way to ensure a descriptive representativeness. On the other hand, when it comes to sending out questionnaires, for example, the response rate can be very low, resulting in a potentially non-representative selection
Lay stakeholders	Unpaid citizens that engage in an issue can be part of an association
Professional stakeholders	Frequently paid representatives of organised interests. Public officials
Professional representatives	Politicians
Expert administrators	Professional public officials

How do participants communicate and make decisions?	
Deploy technique and expertise	Policies and actions are determined by technical expertise
Bargain	Participants know their standpoint in the issue and bargain among each other to find the best available alternative. Could be determined by voting
Deliberate	Participants learn about an issue, discuss with each other and can transform their viewpoints. The aim is that they come to an agreement (Fung 2006). Participants represent different thematic perspectives on the issue (Mansbridge, J. et al. 2010)
Develop preferences	Participants learn about and explore an issue and can transform their views and opinions. Participants discuss the issues with each other rather than merely listen to experts presenting
Express preferences	Participants express preferences
Listen as spectators	Participants receive information

What influence do participants have over the public decisions and actions?	
Direct authority	Participants control substantial authority over financial resources, allowing them to plan, control and implement
Co-govern	Participants join with officials to make plans and policies or develop strategies
Advice/consult	Participants share input which decision makers commit to receive. Decision makers retain the authority to decide
Communicative influence	Decision makers are affected by general debate and public opinion
Individual education	Participants can't expect to influence a policy or an action, but can receive information of personal benefit

Based and elaborated on Fung 2006 & Fung 2015

CASE Creative proposals from student competition, Riga

The City of Riga organised a student competition to find new and fresh ideas for the development of the Mūkusala pilot site, but also to test new planning methods. Multidisciplinary student teams consisting of architecture, spatial planning, transport engineering, landscape architecture, geography, environmental science, sociology, culture, economics and communication students from three Riga-based universities were invited to participate in the six-month competition.

The task was to come up with a development proposal for the pilot site, taking into account the results of baseline analysis and the feedback and ideas collected from different stakeholder groups. In addition, different topics of interest were further discussed in several stakeholder workshops. The competition was supervised by a local architect's studio. The jury, consisting of people from different City departments, users of Mūkusala territory, and several professional architects and landscape specialists, selected the final winner. All groups envisaged the site as a multifunctional urban environment that would be organic for residents, existing and prospective developers, and visitors. The City was very satisfied with the competition that produced three perspectives and innovative and creative proposals for the Mūkusala pilot site development.

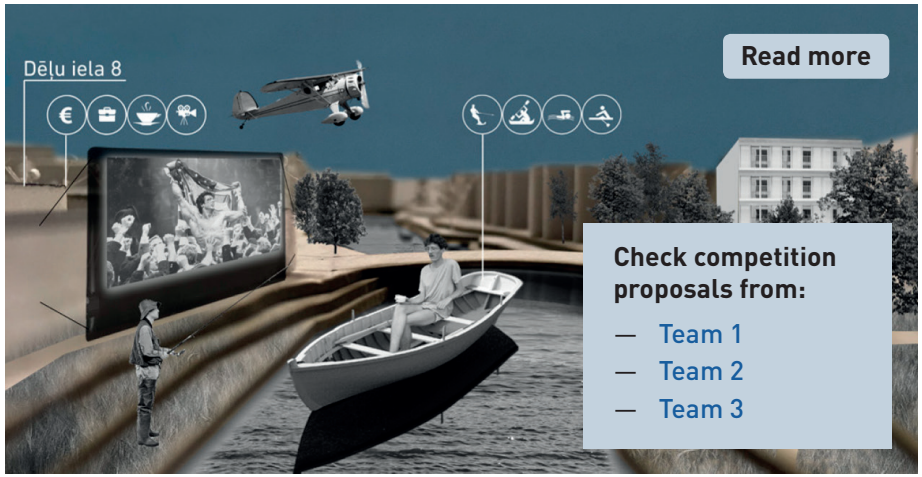


Photo: Riga City Council City Development Department

CASE Urban Planning App AvaLinn, Tallinn

To encourage co-creation and offer an easy way to give feedback on different development plans, the City of Tallinn developed a mobile app for urban planning. AvaLinn – meaning open city – was launched in January 2018 for iOS and Android phones/tablets. AvaLinn makes it possible for local stakeholders to co-create the urban space together with the municipality by expressing their ideas and giving feedback regarding plans.

The app was piloted for the planning of the Skoone Bastion area. The app includes an interactive map highlighting new possible solutions for developing the public space with descriptive information points. Photos of the current situation are shown in the information points next to visions for the future. Users can like or dislike suggestions in the plan as well as add their own suggestions on the map. Users also have the possibility to comment on other people's suggestions and the information points, and they can walk around in the planned area, looking at the plans on the app or use it remotely. During the two idea gatherings, more than 3,700 likes and dislikes and 235 ideas/comments were collected from the structural plan area involving the Skoone Bastion Pilot Site. The overall opinions and ideas/comments were analysed by the urban planning department and the bottlenecks initiating broader dialogues were later discussed thoroughly in different planning workshops.

Photo: Tallinn Urban Planning Department

Communication

Communication is of utmost importance for transparent planning and should be a continuous task throughout the planning process. Informing citizens about public policy and activities is a **question of democracy** – without information it is difficult for them to perform a role as active citizens. Visual communication can play a big role. For example, it is important to think about the signals that drawings from architect's offices may give – is the future already drafted, or is there space for influencing how it will be like? Remember that language needs to be adapted for everyone to understand, including non-professionals, but without obscuring the truth.

Tip!

A well-constructed communication plan provides a reference document and ensures that communication routines and those responsible have been identified and fully considered.

What to consider when designing?

- **Citizens learn about the project and can engage**, which is important independently of whether they are positive or negative
- **To create a common understanding** of the risks and potential among involved actors both internally (within local administration) and externally
- Since great financial risks are often part of brownfield planning projects, politicians need to be well-informed from early on
- Effectiveness is increased when all public departments know what is going on. **In brownfield planning, the communication between the urban planning department and the environmental department is of particular importance**
- **Investors learn about the project** and can get involved
- **To keep a good and trustful relationship with private and public stakeholders** such as landowners, companies and public and private services at the site

What to include in a communication plan

A communication plan should be set up early on in the project. It helps to keep track of who to inform and when. The communication plan can be updated various times.

1. **Describe your target groups**
2. **Create key messages**
3. **Decide on the frequency of communication**
4. **Select communication channels**
5. **Define responsibilities**

Figure 12. What to include in a communication plan

CASE

Communicating brownfield development through social media, Norrköping

Social media, if used in the right way, can be a key component for carrying out citizen participation – both for the recruitment of participants and being the actual participation channel. Norrköping has used the City's existing social media channels (**Facebook** and **Instagram**) actively since the start of the Inner Harbour development. The City's communication experts plan and manage posts involving thematic experts by answering questions when necessary.

Advantages to social media use: easy way of measuring feelings; people can use it whenever they have time; presents the fears and expectations of the public; easy to share photos, videos and articles, making planning more understandable and accessible; diversity in gender, age and socio economic background; makes it possible to interact in discussions and answer questions from the public; questions and answers are visible to all; cost effective but highly efficient. Disadvantages with social media use: takes a lot of resources in terms of allocating staff to answer questions; discussions on-going 24/7 all year round and quick responses are expected; challenging to get City staff to use social media and be active; not everybody uses social media. Using social media has made it possible for Norrköping to "reach and discuss" the project with more than 100,000 unique individuals.

Read more

Photo: City of Norrköping

CASE

Raising awareness through Clean-Up Days, Riga

The City of Riga organised **Clean-Up Days in 2016** and **2017** in the brownfield area around Mūkusalas Street. The events have been outstanding examples of how a City can raise awareness of brownfield development activities among the local stakeholder groups. Furthermore, the cleaning days helped to identify key stakeholders who had concerns about the brownfield site in question and to establish a viable contact with them for further cooperation.

During the events, City representatives accompanied by volunteers inspected and tidied up the brownfield site from the railway bridge to Biekensalas Street and from Mūkusalas Street to Jelgavas Street. Besides cleaning, the event offered a great opportunity to inform participating students and local inhabitants about the upcoming changes in the area and listen to their opinions and concerns regarding the development. Overall, the results of the cleaning days involved 170 bags of waste. Surprisingly, the star of the event was a turtle found wandering in the pilot site. The news about the wandering turtle found during the Big Clean-Up Day in 2017 reached 35 different media outlets and brought added publicity to the brownfield site, making it possible for the City to tell a story that resonated with the general public.

Photo: Janis Andins

Stakeholder involvement plan

There is a lot to think about when working with various types of stakeholders. When the stakeholder analysis has been completed, different tools and methods for involving stakeholders have been identified and a communication plan has been prepared, then you have a great base for creating the stakeholder involvement plan to keep control over the process. Start with a **general description of your aims and goals** for the involvement of different stakeholders. Why do you need to involve them? How can cooperation enhance the quality of the brownfield development?

Tip!

A stakeholder involvement plan should be prepared hand-in-hand with the Action Plan for the whole planning process. It might be useful to include experts from different departments when preparing the plan.

The stakeholder involvement plan should include

Requirements	Preparations	Implementation	Analysis & Feedback
Clarified **mandate** from politicians and CEOs to cooperate with and involve stakeholders.	**Goal** for the stakeholder involvement. What is the aim of engaging the participation of various groups?	**Choose and design and prepare stakeholder involvement methods and tools.** Plan it in detail.	**Now analyse the collected material.** How do you interpret it? Did participants understand the tasks and information they got?
Review of internal **competence** – is additional competence needed?	Identify target groups. Make use of a **stakeholder analysis.**	**When and where** do you set up different activities to best reach out to those you want to reach?	**Provide feedback** to participants and others. Results need to be communicated to politicians, those who participated, and to the general public. Be transparent about how the collected material will impact the process (or not).
Is there sufficient **resources**? If not, how can you find more?	Have a **clear commission.** How much power over decisions will be distributed to the stakeholder engagement forums? Goes hand-in-hand with the mandate.	How do you analyse material you get from using different methods and tools? Think about an **analytical framework** before performing the activities – it will have an impact on the implementation.	Make an **evaluation** of each involvement activity, and of the process as a whole. Did you reach your aim and your goals? Could participants communicate in the way you expected? Was any important group not heard? What did you learn? What will you do differently next time?
	Make a **communication plan**. Customised communication increases the chances to reach those you aim to include.		

Source: This overview is a translation and changed version based on a document by Göteborgs stad (2015)

CASE Urban development hackathon, Turku

The City of Turku organised a three-day urban development innovation competition – the Turku Future Hackathon event – in cooperation with Elisa Oyj, Turku Science Park Ltd and Turku Technology Properties Ltd. The hackathon was a great exercise for involving interested persons thinking outside the "urban planning box" to get fresh ideas for the development.

The aim was to look for applications and application concepts for services that increase the vibrancy and attractiveness of the Turku Campus and Science Park area. These could be related to ways in which people interact in the area, smart mobility or other ways that would make the area that is currently predominantly a place where people work more vibrant. The participating teams needed to utilise **Turku's 3D city model** of the planning area and use of all available open data was encouraged. An international group of nearly 50 participants representing educational establishments in the area as well as businesses and experts, joined the competition forming 16 teams. The number of teams and the quality of proposals exceeded the expectations of the organisers. The Hackathon/innovation competition proved to be a good way to bring different actors together to work towards a common goal and learn from each other and at the same time develop new innovation.

Read more

CASE 3D Visualisation tool Earth Autopsy, Norrköping

The City of Norrköping has acknowledged **visualisation and 3D modelling** as a great way of making urban planning more understandable and approachable to the wider public. During the Baltic Urban Lab, Norrköping explored and piloted new innovative technologies in 3D visualisation and developed a tool called Earth Autopsy. Earth Autopsy has been exhibited to the public since December 2017 and so far over 15,000 people have learned about its features.

The tool aims to visualise things we cannot see – the history of the Inner Harbour brownfield site and the impacts of past activities. It visualises what has caused contamination, how widespread it is, and how it can take care of combining complex data regarding contamination and history (nature and physical distribution of contaminants, historical maps with buildings) with data sets from the actual harbour area, including drilling samples and photos taken by drones. Soil remediation is a long-term process which affects the planning process and the whole city, due to high costs and disturbances during the time of remediation. The tool has raised a lot of interest and has helped the wider public and also professional stakeholders to better understand the past and the measures needed to deal with the contaminants, but it has also helped further discussions on the future plans for the Inner Harbour.

Read more

Transparency

One democratic practice for citizens is to act in the role of consumers by "voting with their feet"; such as by choosing or boycotting companies depending on their personal opinions as consumers. As citizens, we express our democratic influence by voting for our political preferences in political elections. Transparency is one of the main pillars for individuals and groups to be able to form and defend our interests in the shaping of our common space – when we know what is going on, we can act based on that knowledge. Without transparent processes, it is easy for powerful actors to exert their preferences without necessarily considering the broader public good. Letting many actors have their say in the planning process means that planners learn about many perspectives, not least local voices. Taking all these voices into account gives better grounds for planning for all.

Tools for transparency

Preparing stakeholder analysis, recognising different types of stakeholders and selecting the right forums to interact with them, and communicating openly about planning are all important ways introduced here to increase transparency in the early phases of planning for brownfield development.

Seeking out public opinion and being transparent about the results is too often seen a costly endeavour, due to the carrying out of stakeholder involvement and the additional costs during development. But this is a short-sighted mentality.

Baltic Urban Lab finds that utilising public opinion will lead to a more vibrant and resilient development of brownfield areas.

A few more things to keep in mind

- Be **clear and transparent about how the inputs** from stakeholder involvement activities **are used** and how they **impact on the specific planning site** (or not). Why was it integrated in the plan, or why was it not? For example, many digital tools for stakeholder involvement include this as a core feature of their service solution.
- While most brownfield sites don't have any residents prior to redevelopment, the **development of these areas can be of great importance for people living in the surrounding areas** – it might be their future living environment.
- **Private actors often own large areas of land** in brownfield sites and have a strong say in how these areas are developed. So, it is important **that local public planning departments take responsibility for seeking out and implementing public opinion.** Maintaining transparency is a core component of this process.
- Private investors, landowners and developers have economic interests in developing the sites. **Who represents and watches over other social values in the process?**

For further reading

Baltic Urban Lab publications

Baltic Urban Lab definition for brownfields and recommendations for national level

Nordregio Policy Brief: Redeveloping brownfields in the Central Baltic region

Planning Systems and Legislation for Brownfield Development in the Central Baltic Countries

Working Paper: Public-Private-People Partnerships in urban planning

Internal organisation and preparation

A Journey through temporary use (Refill project final publication), http://urbact.eu/sites/default/files/media/refill_final_publication.pdf

City of Oulu, Detailed Planning Department 2013, Integroivan kaupunkikehittämisen elinkaarimalli - INURDECO –raportti (in Finnish), https://www.ouka.fi/c/document_library/get_file?uuid=bb67d1ed-3d4b-494b-b409-ee783cb4cf80&groupId=139863 (In Finnish)

Malmö stad (2013), En Modell för fysisk stadförnyelse i Samverkan, https://malmo.se/download/18.6559ffe5145840d28d62bf7/1491300127190/Modell+f%C3%B6r+Fysisk+stadsf%C3%B6rnyelse+i+samverkan.pdf

Refill Project Temporary Use – Dynamics for Life, https://refillthecity.wordpress.com/blog

SAMLA Tool, http://www.swedgeo.se/sv/produkter--tjanster/verktyg/samla-fororenade-omraden

Cooperating with stakeholders

Baltic Urban Lab – good practice database on different citizens involvement, http://www.balticurbanlab.eu/good_practice

Engage your stakeholders. Stakeholder engagement toolkit for local authorities. http://www.ubc-sustainable.net/toolkits/engage-your-stakeholders-toolkit

Fung, A. (2006) Varieties of participation in complex governance Public Administration Review December 2006 Special Issue

Fung, A. (2015) Putting the public back into governance: The challenges of citizen participation and its future Public Administration Review 2015 DOI: 10.1111/puar.12361.

Göteborgs stad (2015) Metodstöd för jämställdhetsintegrerade medborgardialoger, http://www.e-magin.se/paper/ct701gpv/paper/1#/paper/ct701gpv/1 (Accessed: 20180528 11:00)

Kosack, S. and Fung, A. (2014) Does Transparency Improve Governance? The Annual Review of Political Science 17 p.65-87 doi: 10.1146/annurev-poisci-032210-144356

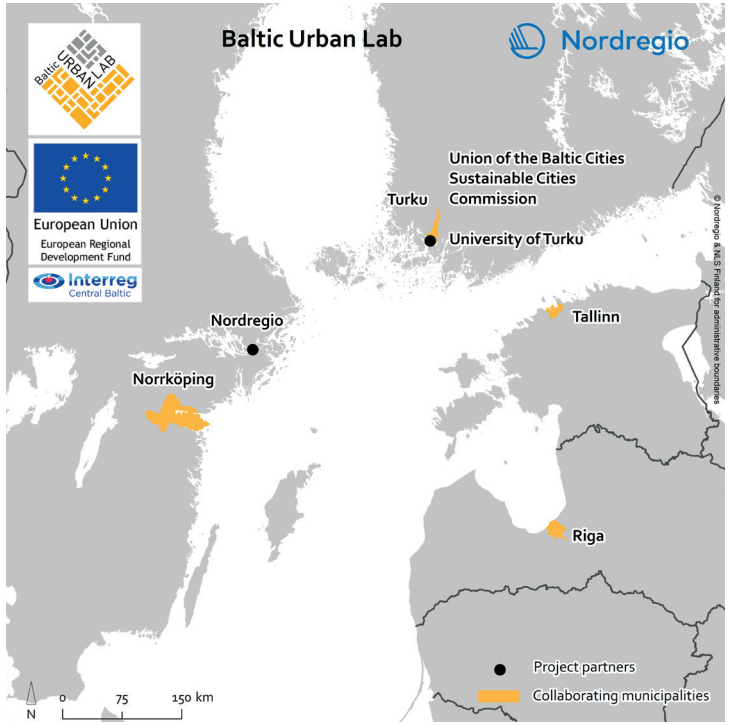
NEW BRIDGES Project - Online toolkit for methods for participatory planning. http://www.urbanrural.net/index.php/nbt:methods#methods_LSM

Participation & Deliberation in Democratic Governance, www.archonfung.net

The Citizens HANDBOOK, Arnstein's Ladder of Citizen Participation, http://www.citizenshandbook.org/arnsteinsladder.html

"Towards the integrated and partnership-based planning of brownfield areas" is one of the outputs of the Baltic Urban Lab project – Integrated Planning and Partnership Model of Brownfield Development (INTERREG Central Baltic 2014–2020). It has been written by Union of the Baltic Cities' Sustainable Cities commission (lead partner) and Nordregio, with support from the Tallinn Urban Planning Department, Riga City Council City Development Department, the Municipality of Norrköping, the City of Turku and Brahea Center at the University of Turku.

The guide is prepared based on the experiences gathered from the implementation of brownfield pilots in the project cities, but also on broad dialogue and exchange with different cities and experts working in brownfield development.

More information about the project:

www.balticurbanlab.eu