



Aalto University  
School of Engineering

# Participatory planning

SPT-E3010

27.2.2023-27.4.2023

Marketta Kyttä

*“We define public participation as any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions”*

International Association for Public Participation

lap2, <https://www.iap2.org/page/ethics>







# The rich terminology for participatory planning

## Traditional terminology

- Advocacy planning (Davidoff, 1965)
- Self-planning (Friedman, 1970),
- Transactive planning (Friedman, 1973)
- User-planning (Olivegren, 1975)
- Community action planning (Hamdi & Goerthert, 1997)
- Deliberative planning (Forester, 1999)
- Communicative or collaborative planning (Healey, 1997; Innes & Booher, 1999)
- Community planning and design (Sanoff, 1999)
- Agonistic pluralism (Mouffe, 1999)

## Recent additions

- Self-organized planning
- Tactical urbanism, Urban acupuncture
- DIY urbanism

Your own views  
about  
participatory  
planning



# Your pre-course individual assignments

**PRE-REFLECTION: Short survey about your attitudes towards public participation**

Your name

1 / 6 >

**Please answer the following questions by sliding the bar**

**Participation process**  
Best participatory planning process is formal and well organized  Best participatory planning process is informal and spontaneous

**Process vs. outcome**  
The focus should be in the high quality participatory process  The focus should be in the high quality outcome

**What level of planning?**  
Participatory planning should focus on detailed planning level  Participatory planning should focus on all levels of planning, also general and regional planning

**Who should make the decisions?**  
Participatory planning should be a deliberative process that includes participants also in the decision making and solutions finding phases  Experts and politicians are the ones who can make the final decisions and find the solutions

< 5 / 6 >

powered by maptionnaire



# Pre-course individual assignment

You were also asked to reflect your personal attitudes to public participation

Let's discuss about these self-reflections

- Please form pairs
- Interview your pair about his/her personal reflections, attitudes and experiences regarding public participation in urban planning
- Let's discuss about 10 min



You reflected your personal attitudes towards public participation





# Your personal attitudes towards public participation – SURVEY RESULTS

n= 52

0 10 20 30 40 50 60 70 80 90 100



# Ideas about Public Participation (n= 47)

*In my opinion, public participation is one of the, if not **the most important parts of planning**. If we don't include the people who we plan to, how can we really know what kind of things are needed?*

*In my head, I have produced a thought that **we nowadays plan too fast**. Planners should think about planning for others and should think about planning for several generations. To carry that weight and have the best plan produced, the load can be shared with the locals or the ones behind the funding or needs and with the future generations even*

*I think that public participation is an extremely important tool to have in use during planning processes, however, it should be done in a way that all the people who are (or could be) interested in that would have a **simple enough route to find all the important information** and participation forms quickly without much difficulties*

*Decision-makers should be able to include people in their plans because they are making decisions for various groups of people with various backgrounds, so **planners need to be aware of citizen's needs and aspirations for a better standard of life**.*

*I think strong public participation would help foster a sense of community and create a sense of place attachment, as people from different groups are given an opportunity to share their opinions/wishes/concer*

*I think participatory planning is a process by which the expertise and vision of the planner can be married together with local knowledge and local desires.*

# Good and not so good practices

I learned that 1) **direct citizen action** can initiate improvements in the city's infrastructure and public services, as well as influence decision-making processes; and 2) public participation can contribute to achieving **better outcomes** by bringing diverse perspectives and knowledge to the planning process.

There are laws that guarantee some amount of public participation, but my understanding is that it is not utilized as much as it could. In many instances, it seems that the **mere minimal legal requirements are fulfilled**. Many times, plans are already quite finalized when they are made public and at that point, the possibilities for having an impact on the plans have decreased already.

Developers and planners should inform interest groups as realistically as possible, and interest groups on the other hand should be able to react in planning process as soon as possible. There are too many projects facing **major delays or even cancellations** due to the very late stage controversies generated by dissatisfactions of interest groups.

I also think that **many people have a bit negative attitudes towards public participation**. People may think that even if they participated it wouldn't make a change, that decisions are already made but planners still want to make people feel like they made the decision.

Some planners in coffee room discussion seemed openly to hope no-one sees the mandatory published information of plans in time to comment, but some planners on the other hand seemed to be active in creating an understanding and relationship with the communities in the areas which they were in charge of planning.



# Methods

Opportunity to participate *should nowadays be easier than it has ever been* thanks to new tools provided by digitalization. For the most people it is easier to voice an opinion or participate through new tools (like GIS-based surveys) online. It is up to planners to choose how much and well these new planning methods are utilized in planning process and that is where the potential for improvements lies.

I'm very interested in this subject and it's interesting to follow where participation is going in the future and how can virtual reality and AI be utilized, for example.

My personal knowledge and experiences of public participation are very limited. I would think that the level of public participation and the variety of methods in Finland is high.

I am *personally familiar with three types of participatory planning*: Public participation events, Maptionnaire questionnaires and participatory budgeting (Osallistava budjetointi).

In planning, *many tools can be used to enable public participation*. These are questionnaire survey, dialogue, social media outreach, cooperation and negotiation. Thus, all these tools mentioned help to achieve public participation in planning.

Facilitating meaningful connection with various populations can require a lot of effort and resources.

Participation should not be only limited to surveys and meetups.

Using extremely detailed, lengthy, and unintuitive surveys only in digital format *can eliminate the involvement of people from diverse backgrounds*.

# Participants

*It is essential to try to reach as broad a group of people as possible and be aware of which groups do not usually participate in the planning stage. It is also important to **treat all residents equally**, giving the same weight to the opinions of both vocal and quiet individuals.*

*Group participants had more impact than those speaking as individuals in the community. This shows that the public participation processes during the project were more of a collective interest than individual interests.*

*The public's opinions represent the people who the planning process affects immediately but **not those who might benefit from the planning decisions later in the future.***

*I had a case study that included homeless people and members of a gang using a park in Copenhagen as part of an inclusive renovation project. I found it very interesting that the planning team listened to all these people and accepted that because of social and economic problems there are **homeless people, they didn't ignore them but also designed for them.***

*What comes down to my own attitudes, **I think participatory planning is an effective and useful way to hear local people's / residents' / stakeholders' voice.** In addition, online queries are quite of a simple and accessible way to collect data and analyze it.*

*My impression of these events was that though they were relatively well attended, **those who attended did not represent all of the city's diverse population.***

*I learnt about **how many children were willing to be included in stakeholders** and how they were trying to participate to make their future better.*

# Issues & challenges

Even though public participation can bring many benefits to decision-making process, there are also some cons that should be considered. For example, public participation *can be time-consuming*, and make it difficult to sustain it over long term. There is also potential for *polarization and conflicts*, particularly when there are strongly held and opposing views on a particular issue. This can make it difficult to find common ground and reach consensus.

My general attitude towards public participation is that *it makes unnecessarily long delays on decision-making process*. I feel that public participation is important but the process at least in my experience in Finland is that it's too much bureaucracy.

Sometimes public participation can be harmful and *delay projects* with significant amount of time, when it is already very slow to make plans and get them implemented.

There must be a clear understanding of *how to involve people who may be marginalized*, such as the elderly, disabled, or low-income residents. environment.

For me it seems like (at least some) planners tend to think about participatory processes as *something they are just required to do instead of something that they actually would be interested in*.

I think that most people don't know that they are allowed to be a part in new plannings. Often people demonstrate against planning when something happens what they can see or what they notice. In these cases, it's theoretically *too late to do something because the planning is closed already*.

When hundreds of opinions and ideas are received, in some cases even thousands, how do planners take this information and further them into concrete planning solutions? How do they decide *what opinions and ideas get implemented and which do not?*



# Own experiences/attitudes

I have *signed several citizen initiative's* which have collected the required 50 000 votes so that the government has to process them, but all of these have been rejected.

In the process they send a survey to all landowners and held at least one info/conversation meeting where the landowners were invited. It was *kind of intensive experience and at least I felt that my opinion was heard properly.*

I was *left with a bad taste in my mouth* when it comes to participatory planning.

When it comes to participatory planning, I believe that it is important to take it into account *both individual opinions from each stakeholder around the area as well as academic knowledge in wider time and area scale.*

I have been involved in *circulating and signing petitions, providing feedback online* (and circulating the links to do so), *virtually attending hearings* held to gather public opinions, and *engaging with those in power* to push for the changes we wish to see.

What comes down to my own attitudes, I think participatory planning is an *effective and useful way to hear local people's / residents' / stakeholders' voice.* In addition, online queries are quite of a simple and accessible way to collect data and analyze it.

I have been in one public participation event for the city of Helsinki, where they told about new plans regarding western Helsinki. This was an online event, which is new for public participation. They told about new plans that they have, especially about the Vihdintie boulevard. *The event was quite good*, as they answered to each comment either during or after the event.

# What you would like to learn

What I don't yet know is how this all concretely happen and *how planners get people of all walks of life participate in the process*. Or how long can the participatory phase of the project "last" that projects don't fall behind the timetable or how much original plans can be modified based on the opinions.

I'm looking forward to learning more about participatory planning and *especially about the useful and modern methods* that have proven to be successful in practise.

I am interested in this course to learn about processes that actually meaningfully engage communities, and examples of processes that have eliminated gentrification issues, or other environmental justice issues.

I have seen a few examples of participatory planning and I'm eager to see what kind of *insights* into it I can gather from this course.

It would be interesting to hear from public participation experts that *how much power should the public have in the planning processes*. I hope this course will give answers to the questions that I have about public participation and I will learn how to enable an optimal level of public participation.

Overall, I find it striking that the *"loudest voices"* (even if they represent the minority) often take up the most space in participation processes. This is a challenge when dealing with the results of participation events and formats. I would like to *learn more about how to deal with this* and how to reflect on it during the processes.

# Critical views

I think participatory planning is good, but there should be an *increased focus on giving people more information* to give actually good ideas and to reduce negative effects like nimbyism etc.

Experts continue to make expert-interventions in participatory processes, and *the distance between citizens and experts remains long*.

If residents have too much power to *slow the process*, there may be more negative than positive in participation.

Public participation is generally viewed as the *obligatory evil* in the planning process

Is the participatory process *unnecessary, because of the representatives*? Don't they already represent the public opinion?

Too often it feels like the public participation *is only a mandatory part that has to be implemented* in part of the planning process and "the real decisions" are already made before citizens have been heard.

These processes might feel some kind of *unnecessary trouble making of few*, which only spend resources of society.

Informal and spontaneous participation, and citizen activity in urban development, can lead to *outcomes, that the planners and city officials are not aiming for yet*.



# In Finnish....

*Jos ajatellen sitä yleistä osallistamisen tapaa, joka kyllä täyttää kaavaprosesseissa lain kirjaimen, muttei henkeä, eli tapauksia, joissa kunnantalon ilmoitustaululle on jätetty kutsu asukastilaisuuteen, jossa viranhaltijat kertovat tekemistään päätöksistä ilman asukkaiden todellista osallistumisen mahdollisuutta, suhtaudun osallistamiseen erittäin kielteisesti. Ajattelen, että kuvatulla näennäisosallistamisella voi olla demokratiaa heikentävä vaikutus kun luodaan illuusio osallistumisen mahdollisuudesta, mutta jätetään mahdollisuus ainoastaan valittamiselle.*

# In Finland

The law obliges Finnish cities and other actors to offer “anyone affected by the plan” a possibility to participate in an open planning process.

The Finnish  
Land Use and Building  
Act 2000



aims to ensure that everyone has  
the chance to participate

Chapter 1  
General provisions

Chapter 8  
Planning procedure and  
interaction

Section 6  
*Interaction and publication of planning  
information*

Section 62  
*Interaction in drawing up a plan*

Plans must be prepared in interaction with such persons and bodies on whose circumstances or benefits the plan may have substantial impact, as prescribed below in this Act.

The authority preparing plans must publicize planning information so that those concerned are able to follow and influence the planning process.

Planning procedures must be organized and the principles, objectives and goals and possible alternatives of planning publicized so that the landowners in the area and those on whose living, working or other conditions the plan may have a substantial impact, and the authorities and corporations whose sphere of activity the planning involves (interested party), have the opportunity to participate in preparing the plan, estimate its impact and state their opinion on it, in writing or orally.

# The ongoing renewal of Land Use and Building Act

Participation related themes under consideration:

- How the voice of citizen can be better heard in land use and building planning?
- When it is the best time for participation?
- Is it good that the rules concerning participation are flexible or should they be more strongly regulated by law?
- How to make sure that digital tools are easy to use?
- How to ensure that everyone can participate if she/he wants to do it?
- How the knowledge produced by citizen can be better used in zoning?





# In this course ...

We will study the diverse, sometimes contested approaches and practices in the field of participatory planning



# Varying THEORETICAL views – Course literature and the lectures



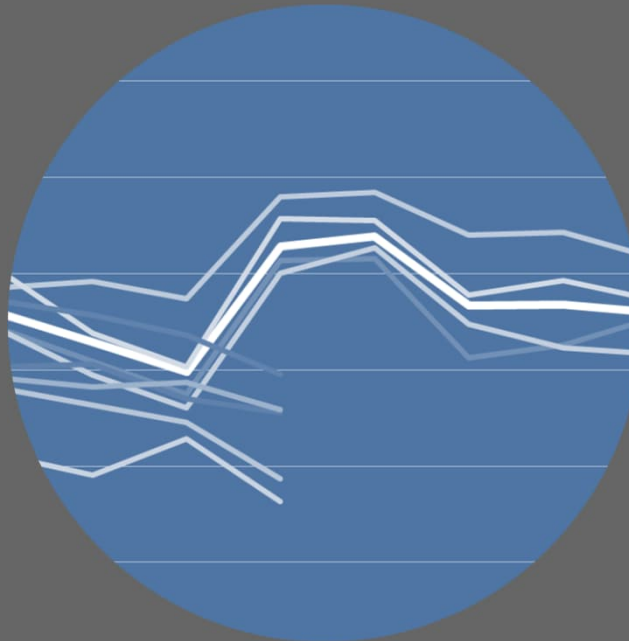
# Data & knowledge?

Scientifically valid and reliable knowledge?

Local knowledge building?

Generalizable knowledge?

Context specific knowledge?





# Who participants?

Neighbourhood  
unions?

Common good?

Random  
sampling?

Nimbyism?

Activists  
"Super-people"?





# How to organize?

Landuse and  
planning act?

Informal?

Formal?

Self-organized  
participation?



# Where is the focus?

Planning process?

Content/ outcome?

Master planning?

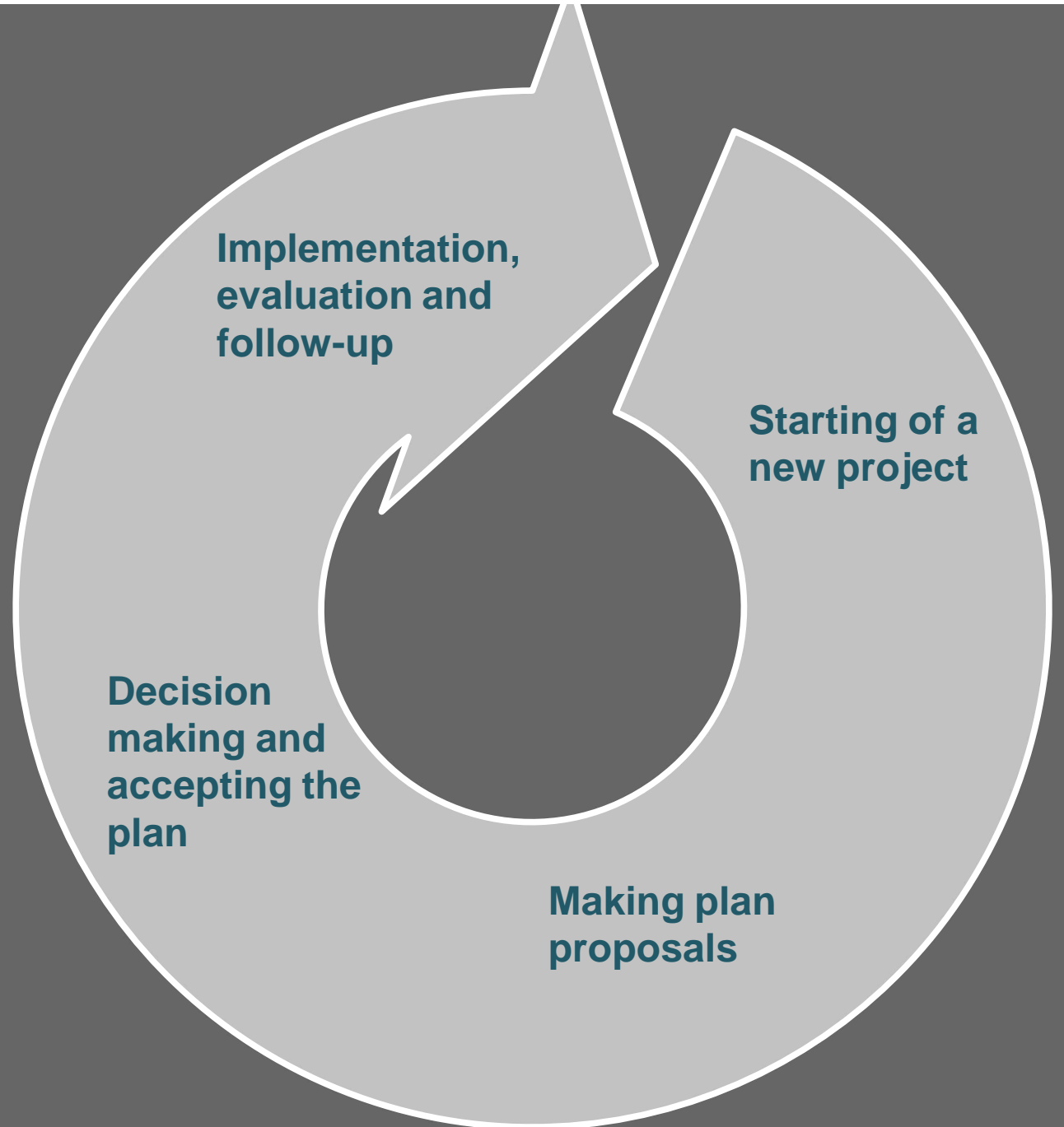
Strategic planning?

Detailed planning?



# When?

**Participatory  
planning can  
be realized in  
various  
phases of the  
planning  
process?**



# Who decides & makes the final plans?

Closed profession

Deliberative  
planning

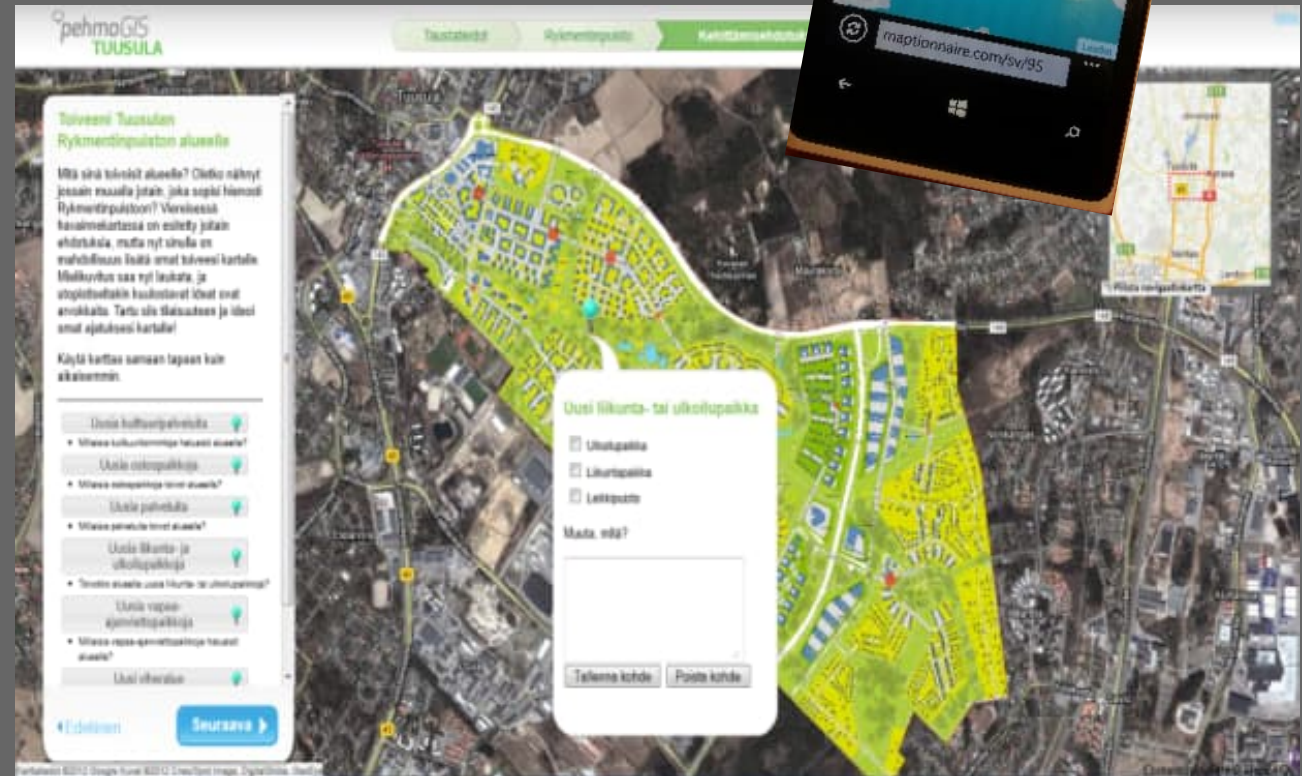




# Which methods?

Traditional

New technology



# Participation tools/toolboxes

International  
Association for Public  
Participation:  
<http://www.iap2.org/>

Participedia:  
<https://www.participedia.net/>

Toolkit on Public  
Engagement with  
Science:  
<https://toolkit.pe2020.eu/toolkit/section-b-pe-methods-and-tools/b2-designing-pe-initiatives/?rsrc=pe2020-4>

Action Catalogue:  
<http://actioncatalogue.eu/>

Participation  
Compass:  
<http://participationcompass.org/planning/index>

Find your own: ?

# Various methods for participatory planning

Please visit: <https://participatory.tools/>

16 Analog (traditional) methods

16 Digital methods

# METHODS FOR PARTICIPATORY PLANNING

## Welcome to Hupmobile's *Participatory.Tools*

*Improve & enrich your Stakeholder Engagement Process with 5 easy steps*

## Helps

to design the participatory planning process

From identification of stakeholders to the evaluation of the process





# METHODS FOR PARTICIPATORY PLANNING



HOME

BEFORE YOU START

PARTICIPATORY TOOL-KIT

PROJECT & TEAM



## Pick a Method From Tool-KIT

*Choose a Suitable Participation Method*

Use the Tool-KIT of participation methods to choose a method which suits you most. The choice of participation method depends on the following criteria:



### Number of participants

How many people do you want to involve? Do you want to discuss the prospective project in a small group or the general public?



### The level of stakeholder engagement

Classification of participation exercises according to the share of public authority in planning decisions



### Type of methods

Choose between Expressive, Diagnostic, Organisational, and Political tools



### Geographical & thematic scope

The number and profile prospective stakeholders depend on the scale of the planning document.



### Spectrum of Public participation

Classification of participation exercises according to the share of public authority in planning decisions



### Skills and resources required

What skills and resources are required of the participants and you



### The planning phase

Planning can be conceptualised a process, which unfolds in certain stages. Each stage has its own goals, methods, and results.



### The mode of communication

Take a pick between traditional face-to-face methods or modern online tools



### Knowledge needs and the mode of working

Do you want to diverge or converge your knowledge? Furthermore, do you want to encourage participation or collaboration

# Helps

to pick a suitable set of methods

# METHODS FOR PARTICIPATORY PLANNING

## Hupmobile *Participatory.Tools* Tool-KIT

Search...

### Basic Categories

Mode of communication

Group size

Geographical scope

Skills of the participants

Resources: Time & Money

Planning phase

Level of Involvement

### Additional Criteria

Staffans 2 dimensions

Enabling methods



### Big Room

A special case of the Living lab. Large space, where the stakeholders could gather together and experiment with the different formats of collaboration. Typically it in...

[Read more](#)



### Concept mapping

Conceptual mapping is a process of visually representing and organising ideas and relationships between them, creating a concept map. A concept map typically represent...

[Read more](#)



### Decision Theatre

A Decision Theatre is a facility that has immersive equipment to illustrate plans and visualise data for planners, stakeholders, researchers, and citizens. With the he...

[Read more](#)



### Design Charrette

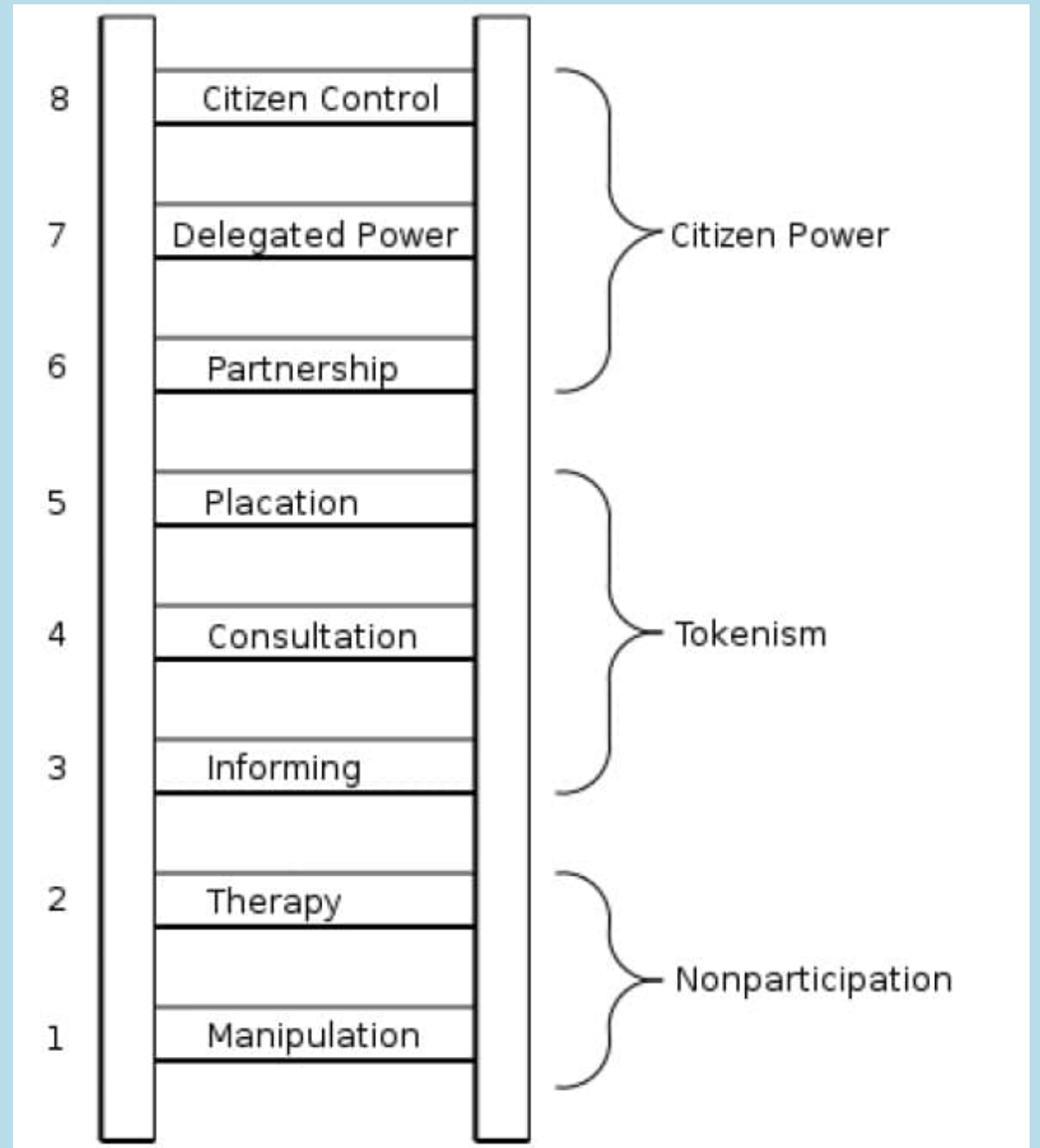
An intensive, hands-on workshop that brings people from different disciplines and backgrounds together with members of the community to explore design options for a pa...

[Read more](#)

# Helps

to use various methods, collect & analyze data

# The ladders of participation by Sherry Arnstein (1969)



# iap2 public participation spectrum

developed by the international association for public participation

International  
Association  
for Public  
Participation  
<https://www.iap2.org/>

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advise and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
EXAMPLE TOOLS	<ul style="list-style-type: none"><li>• Fact sheets</li><li>• Websites</li><li>• Open houses</li></ul>	<ul style="list-style-type: none"><li>• Public comment</li><li>• Focus groups</li><li>• Surveys</li><li>• Public meetings</li></ul>	<ul style="list-style-type: none"><li>• Workshops</li><li>• Deliberate polling</li></ul>	<ul style="list-style-type: none"><li>• Citizen Advisory committees</li><li>• Consensus-building</li><li>• Participatory decision-making</li></ul>	<ul style="list-style-type: none"><li>• Citizen juries</li><li>• Ballots</li><li>• Delegated decisions</li></ul>

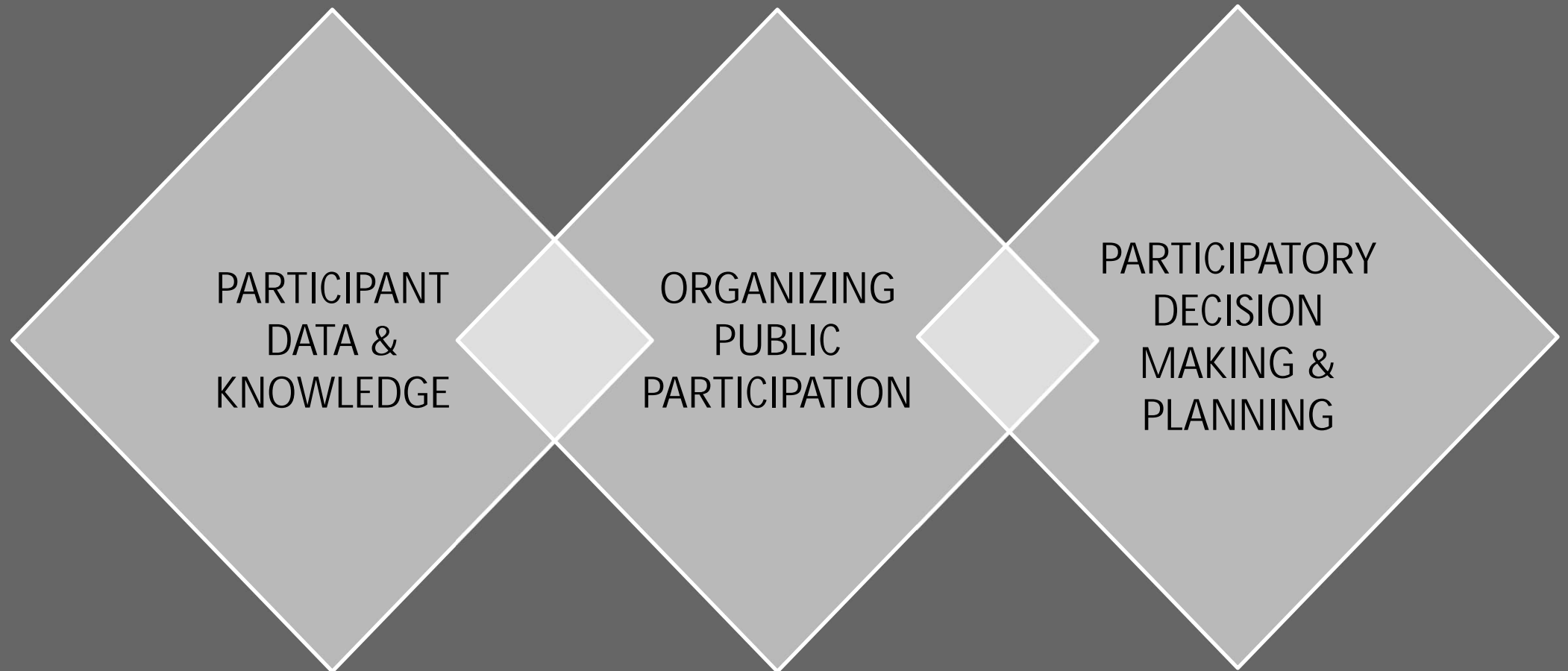


## PHASES OF THE CYCLE OF PARTICIPATORY PLANNING

LEVELS OF PARTICIPATION	Initiation	Planning and design	Implementation	Evaluation/ Research	Maintenance
Community control	Paper and pencil tests, visioning	Modeling, games, trade offs	Contracted and self-building	Internal and external evaluation	Contracted or self-maintenance
Partnership	Future workshops, mapping, stakeholder analysis	Planning workshops Consensus building	Contracted and self-building, training workshops	Self-evaluation portfolios Citizen panels	Collaborative maintenance
Consultation	Surveys, meetings/ Campaigns, demonstrations	Communication and information techniques (ICT)	Displays	POE	Surveys, ICT
Information	Leaflets, lobbying	Media	Videos	Traditional research methods	Traditional research methods

# This course:

The varying views concerning the practises of public participation



# The varying views & course structure

## PARTICIPANT DATA & KNOWLEDGE

Aija Staffans  
Marketta Kyttä  
Maarit Kahila  
Damiano Cerrone

## ORGANIZING PUBLIC PARTICIPATION

Sirkku Wallin  
Maija Faenhle  
Pilvi Nummi  
Xunran Tan  
Eveliina Harsia  
Saana Rossi  
Helena Leino

## PLANNING & DECISION MAKING

Mikko Rask  
Johanna Palomäki  
Lasse Peltonen

# The structure of the course

	Theme	Lecturer(s)	Opponents
27.2.2023	Introduction	Marketta Kyttä	
2.3.2023	Course work option descriptions	Kirsi Forss/ Marketta Kyttä/ Eveliina Harsia & Pilvi Nummi	
6.3.2023	Does mapping improve participation?	Maarit Kahila & Marketta Kyttä	Volunteers?
9.3.2023	People First. Urban indicators for a just and equitable transition	Damiano Cerrone	
13.3.2023	Collaboration with residents' through decades	Aija Staffans	
16.3.2023	Multimethod public participation and participants' experiences, case studies in Kontula, Helsinki and Viiskorpi, Espoo	Pilvi Nummi & Eveliina Harsia	
20.3.2023	How does participatory knowledge impact planning outcomes?	Saana Rossi & Xunran Tan	
23.3.2023	Updating collaborative planning for self-organising cities  Self-organized urban development and urban activism	Maija Faehnle &  Sirkku Wallin	
27.3.2023	Participatory budgeting at the City of Helsinki	Mikko Rask	
30.3.2023	Co-creating knowledge with citizens in urban infill areas	Helena Leino	
3.4.2023	Conflicts and Collaboration in Planning	Lasse Peltonen	
17.4.2023	Building knowledge as a community for a brighter future	Johanna Palomäki	
20.4.2023	Coursework presentations and discussion	Marketta Kyttä	



# During (almost) all sessions...

- Each visiting lecturer recommends an article or two
- Please read the recommended article(s) before the session
- I will assign "opponents" for each session who will lead the discussion
- You will be an opponent once during the course
- But: You are supposed to read the articles recommended by the teachers also during the other sessions

Volunteers for the first opponent role?

# Opportunities to follow real life participatory planning

# Helsinki

Find participatory planning events through this [link](#):

Online 28.2: Mannerheimintie



Online event 6.3: Sepänmäki area in Ala-Malmi

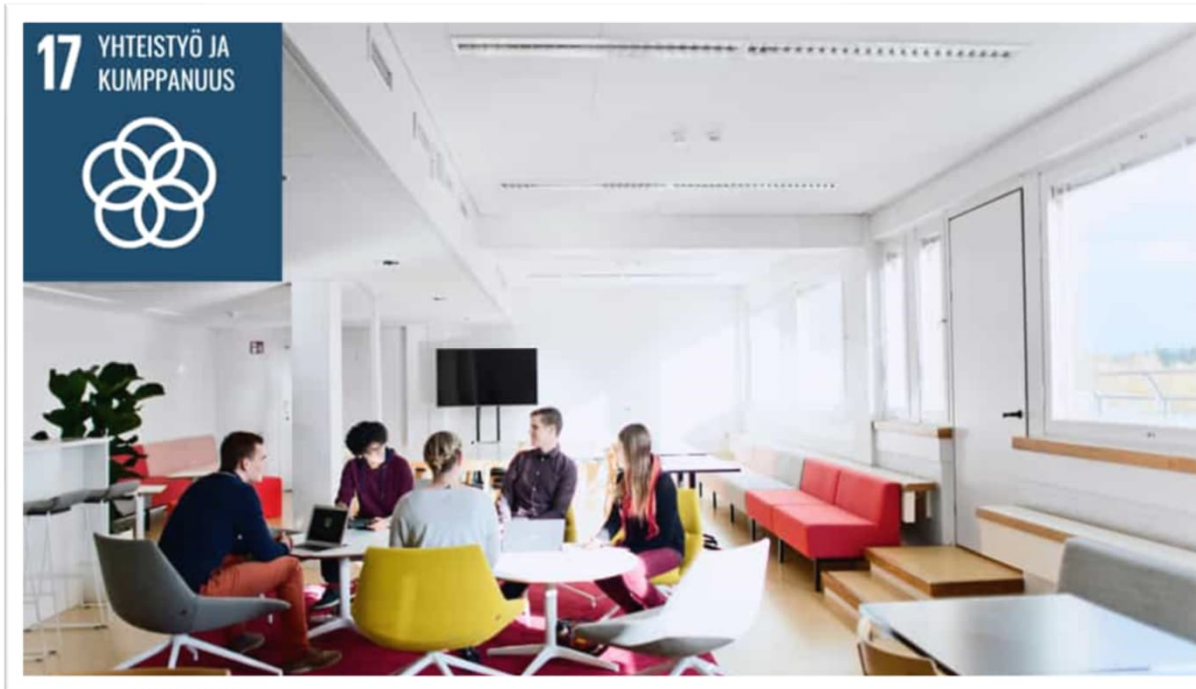


# Find participatory planning events:

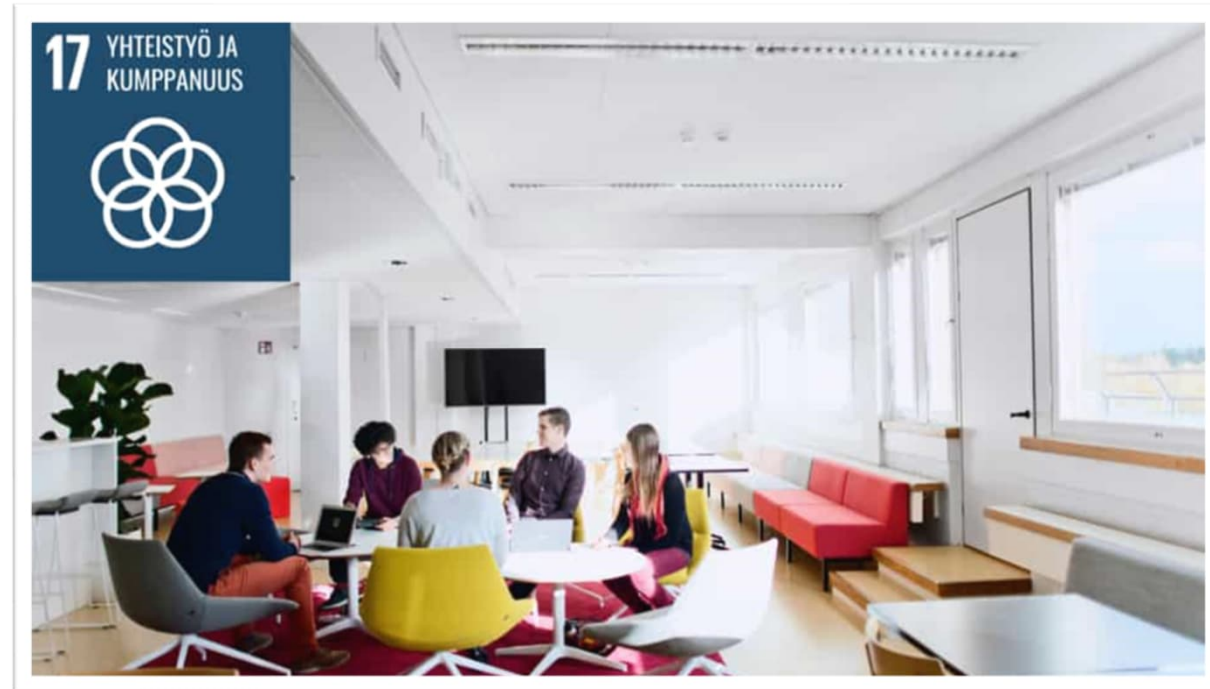
<https://www.espoo.fi/fi/asuminen-ja-rakentaminen/kaupunkisuunnittelu/tutustu-ja-osallistu-kaupunkisuunnitteluun>

# Espoo

Onsite event 28.2: Sustainable energy solutions



Onsite 2.3: Sustainable mobility



Your course  
work:  
four options



# Option 1

Create your own OAS 2.0/PPP 2.0

# Option 2

Design, realize and test a Public Participation survey

# Option 3

Participate and be an observer in real life process

# Option 4

Virtual Green Planner user testing in Aalto Cave: Observation task



Limitless  
number  
of  
students

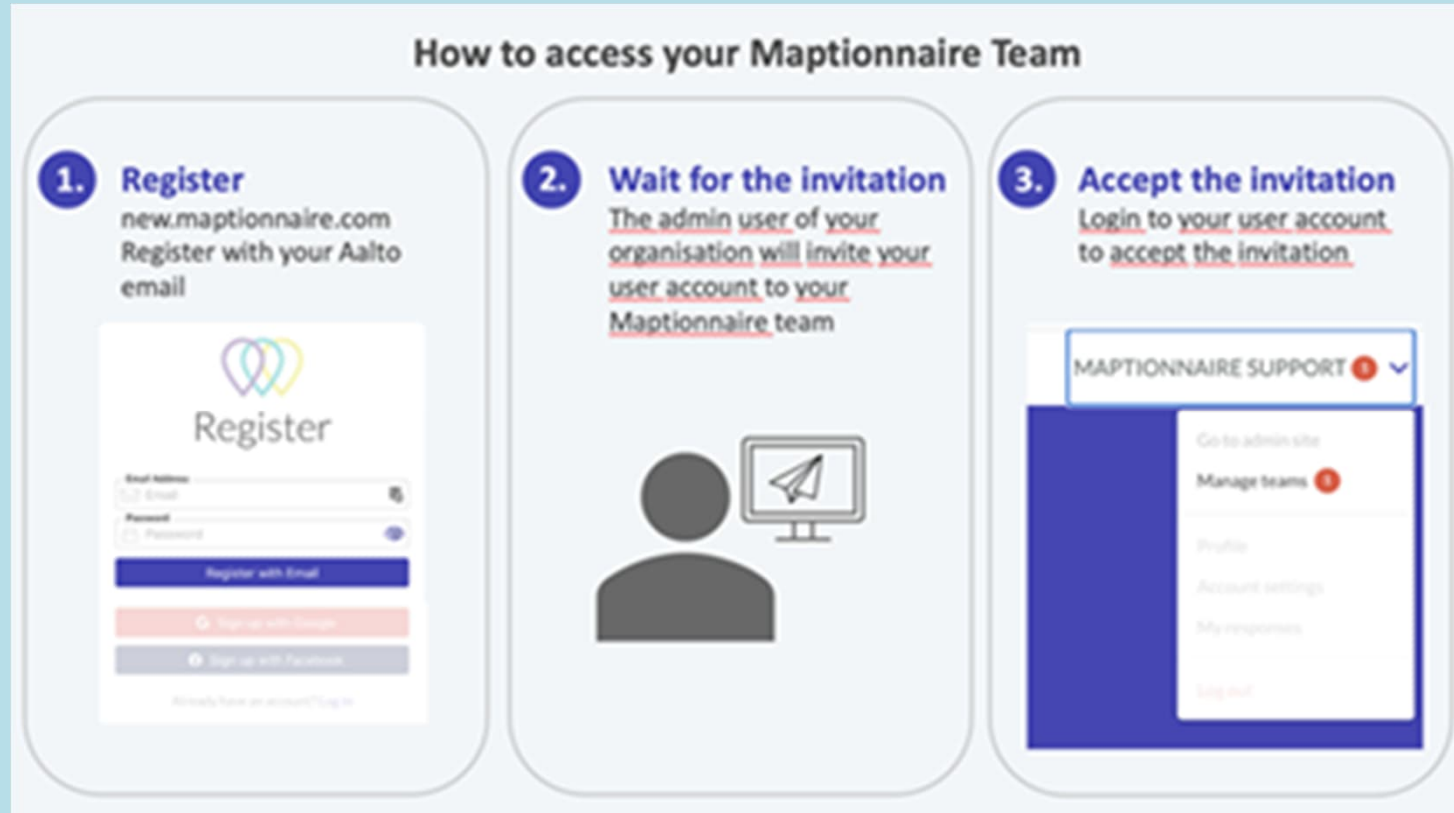


Limited  
number  
of  
students

For the next session:  
two tasks!



# 1. Register to Maptionnaire



How to register:

1) Go to <https://new.maptionnaire.com/auth/register> and register an user account with your organization email address. (Facebook and Google accounts are for the respondents only!).

2). You will receive more information by email on how you can confirm your email address. Confirm your email address.


# PLEASE

- Register before Thursday's session
- Change your **display name** in Maptionnaire, if you used your initials
  - Go to the profile and change your display name
- We will run into problems if you only register with your initials because we have to be able to identify whose surveys there are.

PARTICIPATORY PLANNING COURSE ▾ QUESTIONNAIRES MATERIALS PAGES

DAN HÄGGMAN ▾

[Profile](#) [Settings](#) [Data](#)

Display name: Dan Häggman 

Account created: September 10, 2020, 11:26 AM

Go to public site  
Manage teams  
**Profile**  
Account settings  
My responses  
Log out



## 2. Finish the “study and compare PPP” assignment

Note! This task is for everybody!

Instructions for the task [IN MY COURSES](#)

Search from the web and explore OAS/PPP\* (from Finland and abroad)

Choose two OAS/PPP: analyze and compare these (how the content is constructed - what does it include and what has been left out, to who the OAS is targeted etc.)

Write max one A4 about your observations and upload it to MyCourses

This task helps giving all students an idea, what kind of documents PPP/OAS currently are. Those students, who select the option PPP/OAS 2.0 as their course work, will develop these plans further and create an upgraded version of PPP for a real or imaginary planning process.

\*OAS = osallistumis- ja arviointisuunnitelma/PPP = public participation plan


# Grading of the course

The course is assessed with the scale 1-5. The score is calculated based on the following rules:

10 % individual reflections

10 % active participation in classes

80 % individual course assignment

An aerial photograph of a large, open plaza with a grid of lines on the ground. A large, semi-transparent white circle is centered in the middle of the image. Inside this circle, the text "See you on Thursday!" is written in a bold, black, sans-serif font. The plaza is filled with many small figures of people walking in various directions, creating a sense of a busy public space.

See you on  
Thursday!