

ITS



**“Sustainable Urban Transport &
Land Use Planning”
26-28th September 2005**

**Public Participation
Paul Timms - ITS**





Overview



Presentation makes particular use of results from two EU initiatives:

- PLUME (PLanning and Urban Mobility in Europe)
- URB-AL Network 9 (Participatory Budgeting and Local Finance)





Generic types of public participation



Five different levels of public participation can be identified:

- Varying between “passive” participation and “highly active” participation
- Levels correspond to differing attitudes to democracy



Information provision

- A one-way process from a planning authority to those with an interest in a particular strategy
- Mass media can be used
- Public meetings are mainly concerned with explaining why a strategy is necessary

IITS

Level 2

Consultation

- Builds on information provision, providing the opportunity for feedback from stakeholders and the public
- Public meetings take into account the views of participants
- Use of “hot-lines”

IITS

Level 3

Deciding together

- Stakeholders / public join the city authority as “joint decision-makers” in formulating strategy
- Question: “which stakeholders are involved?”
- Are the “powerless” marginalised?

IITS

Level 4

Acting together

- Building on “deciding together”
- Stakeholders / public are involved with implementing strategy (not just planning strategy)
- Day-to-day long-term involvement

IITS

Level 5



Supporting independent stakeholder groups

- City enables community interest groups to develop own strategies
- Possibly with technical support of the local authority





Formal and informal



In general, a distinction can be drawn between

- *formal requirements for consultation* (which are legally binding)
- *informal methods for encouraging participation* (which are not legally binding)
 - typically more ambitious than formal requirements





Informal approaches



Examples of informal approaches:

- Residents' groups / networks participating in planning processes relevant to their area
- Workshops or forums which try to develop visions for the "city of tomorrow"
- Planning cells: random selection of citizens who are encouraged to solve planning tasks through team-work





Groningen Local Traffic Plan



Introduction Phase: “political theatre”

- Phase 1: Problem identification
 - various activities, including workshops for
 - 8 stakeholder groups (commuters etc)
 - 4 district-based residents' groups
- Phase 2: Strategy Formulation
 - workshops (involving 80 participants)
 - 4 groups, discussing alternative scenarios
- Phase 3: Policy choice
 - formal decision-making by city authority



Public participation is not a relationship between a monolithic single public authority and a homogeneous public

- various public bodies have responsibility for land use and transport planning
- “the public” comprises a range of different social groups
 - with different needs, ideologies and levels of confidence in putting over their views

Distinction needs to be made between

- “Direct” forms of participation
 - involving individual citizens “speaking for themselves”
- “Mediated” forms of participation
 - in which a well-established organisation represents the views of a particular social group

IITS

URB-AL



- URB-AL is an EC-funded programme which helps develop “thematic networks” of cities in Latin America and EU
- Network No 9 of URB-AL is “Municipal Finance and Participatory Budgeting”





URB-AL Network No 9



- Participatory budgeting (PB) is the process by which citizens are directly involved in budgeting decisions
 - Important form of “public participation”
 - Different levels of involvement possible
- URB-AL Network 9 is coordinated by the city of Porto Alegre, Brazil



IITSS

Experiences of PB



- Estimated 250 cities currently apply a participatory budget
- Majority of these cities are in Brazil
 - popularity possibly connected with relatively recent experience of military rule (1964-1984)
 - desire for democracy / transparency
- New initiatives in many South American countries
- "Several experiences" in Europe





Documented Experiences of PB



Inhabitants	Brazil	Latin America	Europe
> 4 mill		Mexico City (one district) Buenos Aires	
> 1 mill	Porto Alegre, Recife, Belém, Belo Horizonte	Montevideo, Rosario	
> 500,000	Santo Andre, Campinas		
> 50,000	Alvorada, Juiz de Fora, Caxias do Sul	Cities in Peru and Ecuador	Cordoba (Spain) Saint Denis (France)
< 50,000	Icapui, Mundo Novo	Cities in Colômbia and Ecuador	Bobigny (France) Pieve Emanuele (Italy) Rheinstetten (Germany)



IITS

Historical development of PB



- Porto Alegre: since 1989
- Santo Andre: since 1989 but interrupted between 1993-1997
- Montevideo: since 1990
- Belo Horizonte: since 1993
- Other Brazilian cities: since 1997
- Other Latin American and European cities: started after 2000



IITS

Porto Alegre PB



- “Original” and best-known experience of PB in Porto Alegre, Brazil
- High level of public control (compared to many other examples of PB)
- System has evolved over the years
 - during four administrations of one political party
 - but now (since 2005) under the administration of a coalition of different political parties
- Mainly concerned with investment decisions





Porto Alegre PB annual cycle



- **March/April: First round plenary assemblies**
 - 16 district plenaries
 - 6 "thematic" plenaries (e.g. transport)
 - up to 1000 attendees in each plenary
- **March-June: District/thematic meetings**
- **June/July: Second round plenary assemblies**
 - election of "Participatory Budgeting Council"
- **Aug-Nov: Formal preparation of budget**
 - in coordination with city authority



IITSS

Advantages of PB



- **Greater transparency in decision-making**
 - city authority "reports back" on past year's progress at first round plenary assemblies
- **Empowerment of marginal groups**
 - participation is high in poorer areas of the city
- **Reduction of "clientilism"**
 - widespread in Latin America
- **Greater understanding of public finances by ordinary citizens**





Issues concerned with PB



- How does system fit with “traditional” systems of representation?
 - e.g. elected district-based city councillors
- How well represented are women and minorities in Participatory Budgeting Council?
- How does system change with size of city?
- Can system be extended to an area larger than a city?



- Many examples of different types of public participation currently exist throughout Europe and Latin America
- Design is very much dependent upon local conditions (culture, recent history etc)
 - As with many transport / land use policies....."a system that works well in one place will not necessarily work well somewhere else"
 - However, the concept of involvement of citizens is universally applicable