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## Stakeholder Engagement Plan Framework

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This report illustrates the pilot application of the REVIT stakeholder engagement Toolkit in the REVIT partner city Stuttgart



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This report is part of the REVIT selfguiding trail.

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## **A SCOPING PROCESS**

### **A1 Purpose:**

One element to reach a sustainable development of the freight depot Bad Cannstatt (REVIT Local Project Area) is the acceptance and affirmation of local authorities planning by the public and the community. Local authorities are legally obligated to have a statutory consultation with public authorities and private persons affected by planning proposals. The area features a lot of critical points creating a demand for decision. Community development is desirable because it can promote the project, enhancing its presence in public mind and directs the attention of further investors.

### **A2 Scope:**

Community Participation during the planning process in the standard way defined in the federal building code will take place anyway. The German federal laws do not describe public participation extensively, but the German Federal Building Code is explicit about public participation. In section 3 it states

*“the public is to be informed at the earliest possible stage about the general aims and purposes of planning, about significantly different solutions, which are being considered for the redesign or development of an area, and of the probable impact of the scheme; the public is to be given suitable opportunity for comment and discussion”*

In this German Federal Building Code the different times of when to make the drafts for land-use plans public and how to handle with suggestions and comments from the public are defined. In the Federal Regional Planning Act it is decided on a regional impact assessment procedure, to what extent the public will participate. For every spatial plan the requirements for participation will be different and decided by the authority concerned.

As community participation is one of the main transnational themes in the REVIT Project and legal community participation regulations are inadequate to secure the proper involvement of local players, new ways of dialogue-orientating planning must be found. We will test some additional and innovative methods to stimulate community participation and start implementation of a pilot action. To use the instrument of a workshop to identify and discuss objectives of sustainable development. And further deduce measurable indicators to determine if a planning is sustainable together with stakeholders. This workshop can be seen as one step in participation process. The local authority steps into public dialog about the existing plans for the freight depot Bad Cannstatt and its surroundings. It was from the start on clear that the results of the target decision would be incorporated in the draft decision to initiate the development plan.

### **A3 Context:**

The Area surrounding has been a focus of planning for about 35 years. A variety of programs and plans, e.g. the Masterplan Olympia 2012 were made. The so called Olympic village was planned on the area of the freight depot.. Stuttgart did not become host of the Olympic Games thus the plans were given up. There is a high degree of political and public attention how the planning will develop. Mid of 2004 a city planner was commissioned to develop for the freight depot and the adjacent area (Masterplan Mercedesstraße).



Here you can see the Freight depot and its surroundings. The REVIT area is about 22 ha.

On the 7<sup>th</sup> of June 2005 the city council decided to proceed on basis of the Masterplan Mercedesstraße. It was designed by the planning office Dr. Baldauf. Scale 1:2500.



#### **A4 Stakeholder Identification:**

##### Invitation process selection of participants

The area will be completely new settled up. So the people living their in the future are not known, yet. Just the people from the residential area next to the REVIT area can be involved:

- interested citizens, neighbours,
- organisations, associations,
- architects, town Planners, building agencies and investors,
- local Administration, Politicians,
- project partners.

The target was to reach 50 participants. The organisation team (local authority and external experts) decided who should be involved.

Participants were invited in personal letters by the mayor in charge of construction (see Appendix). Addressees included interested citizens, representatives of the administration, civil organisations (trade and industry associations), representatives of the real-estate industry (investors, housing companies, project developers), representatives of the local economy, and political representatives from the local council and the district advisory council.

In the press, only a brief announcement of the event was published in the official gazette of the city of Stuttgart.

At the request of the city of Stuttgart and its senior administrators, therefore, the invitation did not address the general public but targeted stakeholders or, in other words, the expert public, with a particular focus on potential investors. Nevertheless, the event was open to interested citizens, having been announced in the city gazette.

#### Invitation process - resonance by participants

An evaluation of the attendance list shows that one in three participants was employed by the city of Stuttgart. The city administration was so largely represented because, for one, public discussions about plans are a relatively new process, engendering a great deal of interest, while on the other hand, members of diverse offices had a personal interest in a presentation of the most recent planning results. One in ten participants attended the event as the representative of a political party, whereas no more than eight could be classified as residents and/or citizens. The remainder was composed of business representatives, planners, and scientists.

Women made up about one quarter of the audience of 100. Migrant, youth, and environmental organisations as well as folklore and sports clubs were not represented. During the discussions, some of their concerns were voiced by representatives of relevant offices or by politicians. The eight citizens' representatives present were members of the Veielbrunnen Citizens' Initiative. No unorganised citizens participated in the event. To a large extent, the process succeeded in ensuring that the audience was, as desired, composed of interested experts and investors. From the point of view of the city of Stuttgart, it would have been desirable to reach a greater number of investors and involve school directors and sports clubs more closely.

At more than 100 participants, the response to the invitation far exceeded its original target of 50.

#### **A5 Desired Outcomes:**

Acceptance for and identification with the new sustainable planning for this area.  
To identify general objectives and deduce measurable indicators from these objectives that should be considered in the further planning process.

#### **INSTITUTIONAL BUY-IN**

The project is 100% in local authorities hand and they decide also about community participation in order to the law of course.

## **B ENGAGEMENT PLAN**

### **Methods**

Four hours moderated workshop.

### **Resources**

#### Experiences

Earlier experiences in dealing with sustainable development indicators that were gathered in Stuttgart when the city participated in the "Cities of Future" research progress from 1998 to 2003. In the Context the RESSCUE-SAT approach appeared an interesting module supporting sustainable development.

#### Organisation Team

Members of the organisation team. Internal administration working group (Kirchholtes, Koning, Krieger, Schweiker). The scientific perspective of an external evaluator (Franz). A external process designer for support in preparation, organisation, moderating and evaluation (Langer).

#### Venue

The event took place in a former textile factory located next to the border Freight depot Bad Cannstatt. The venue, while displaying great creative charm, required a great deal of organisation to enable the event to be held there. The conditions of the building called for more than just some technical organisation. Microphones, beamers, laptops and other infrastructural equipment required by the working groups had to be installed in temporarily furnished rooms.

#### Catering

Snacks and beverages were offered by the city of Stuttgart both during and after the four-hour event. Later, an informal get-together was held in the vicinity, offering great scope for bilateral talks and networking activities.

#### Equipment

The condition of the building called for more than just some technical organisation. Microphones, beamers, laptops, and other infrastructural equipment required by the working groups had to be installed in temporarily furnished rooms.

#### Utilities

Prepared Lists with indicators that were already mentioned in municipal development plans as basis for discussions in the workshop.

#### Budget

Total Budget, including staff cost local administration aided by the EU-Project REVIT: 30 T€

### **Time Schedule**

From August to January (Preparation, Implementation, Evaluation)

## Outputs

List of Indicators that will be integrated in the further planning process. Minutes to visualise results and inform interested and affected parties. We wanted to and already produced a handbook with documentation, evaluation and lessons learnt. Basis for a paper on modules for sustainable development of the freight depot Bad Cannstatt which should be adopted by the city council to serve as a basis for urban-development and purchase contracts. Good experiences and a good feedback from the participants.

## C ENGAGEMENT PROCESS

### Preparation

So far public events and participation process dealing with issues of urban development in Stuttgart were mainly conducted in conformance with relevant legal regulations and requirements. Laid down in the Building Code. For this reasons events like the REVIT Planning workshop do not form part of the requirements routine, so that any official who endorses them is a pioneer in the field. Thus it was very important to obtain political backing for the goals and the content of the workshop. In our this was also underlined by the fact that the invitation to the workshop was signed and officially opened by the major in charge of planning and construction, and that some working groups were moderated by office directors.

The timing of the workshop within political decision-making process was very late as many cornerstones had already be finalised, the master plan adopted and planning considerations for the first stage of construction completed. However the timing of the Stuttgart event proved fortunate precisely because concrete development concepts had been formulated, so the discussion was on a highly target-orientated and concrete fashion in the brief time available. Otherwise the discussion about objectives and indicators certainly could not have been so purposeful.

To prepare a workshop a organisation team was set up composed of representatives of the most extensively involved offices and departments of the city of Stuttgart (Office of urban development , Office of environmental protection), the external moderator and a scientific observer who would evaluate the workshop. The team thought it is appropriate to prepare a list of suggested objectives and indicators for the workshop to get the discussion off to a flying start.

Objectives and indicators were broken down into six headings, namely:

- Urban development
- Planning process
- Environment
- Social matters
- Traffic
- Economy

## Public Relations

Except for a brief note that appeared before the event, no publicity was given to the REVIT Planning Workshop in Stuttgart, although this would surely have been meaningful and desirable from the city administration's point of view. However, the city was confronted by an obvious dilemma in this regard: The development feasibility study presented at the workshop contained up-to-date results that had not yet been discussed in the local council and, therefore, were not known to its members. If the workshop had been 'shouted from the rooftops', resentments might have resulted because it is a political *faux pas* to open a public discussion about results that are not yet known to the local council.

## Implementation

### *Tour of the Area*

Immediately before the start of the workshop proper, participants were given an opportunity to form their own impression of the goods station area on a tour guided by city employees. The tour lasted about 45 minutes; the offer was taken up by c. 80-90 workshop participants, corresponding to 75% of the total.

### *Day and duration*

The workshop was held from 4 to 8p.m. on a Tuesday afternoon. The tour of the area began at 3p.m. It was found that both the day and the duration were right for the target group.

### *Script*

A script detailing the implementation of the workshop was prepared in the run-up by the external moderator, listing each item on the programme, its function, the person responsible, the equipment required, and related preparatory and follow-up activities (see Appendix). It assisted internal harmonisation and served to facilitate the briefing of senior administrators as well as the moderators and co-moderators of the working groups.

### *Workshop programme*

- 4.00p.m.** Welcome and introduction to the subject  
*Mayor Matthias Hahn, Urban Development Department*
- 4.10p.m.** Objectives of the event  
*Kerstin Langer, KOMMA.PLAN*
- 4.20p.m.** Guidelines and targets for the sustainable development of the Bad Cannstatt goods station area – Mercedesstraße master plan / amendment of zoning plan 2010  
*Dr.-Ing. Detlef Kron, Director, Office of Urban development and Renewal*  
Development feasibility study for construction stage 1  
*Heinz Lermann, Free Planning Group 7*
- 5.00p.m.** Methods and standards of measuring sustainable urban development  
- examples of different indicator sets  
*Nils Krieger, Office of Urban development and Renewal*
- 5.15p.m.** Discussion
- 5.30p.m.** Break for snacks
- 6.00p.m.** Discussion of targets and identification of suitable indicators in three working groups:  
WG 1: Urban Development and Planning Process  
*Moderator: Dr.-Ing. Detlef Kron, Director, Office of Urban Development and Renewal*

WG 2: Environmental and Social Matters

*Moderator: Joachim v. Zimmermann, Director, Office of Environmental Protection*

WG 3: Traffic and Economy

*Moderator: Kerstin Langer, KOMMA.PLAN*

**7.30p.m.** Concluding discussion; selection of most suitable indicators

**8.00p.m.** End of the workshop

later: Informal get-together

### *Keynote presentations*

The function of the three keynote presentations given at the beginning of the workshop was to

- put the REVIT area in perspective against the background of existing development goals for the city of Stuttgart and describe the project's importance and opportunities for urban development;
- describe the existing cornerstones for the development of the REVIT area (master plan) as well as those still under discussion (development feasibility study) inclusive of a visual impression of the future 'face' of the area; and to
- introduce briefly the functions and opportunities relating to targets and indicators.

After a brief plenary discussion, participants were assigned to working groups in a randomised process. The intention was both to avoid long-winded discussions about assignments and to ensure that all three working groups would be approximately identical in size and similarly heterogeneous in their composition, so that all interests involved would be represented in each group.

### *Working group concept (duration: c. 90 minutes)*

Working groups were held to discuss, amend, delete, modify, and weight the targets and indicators suggested by the preparation team.

For this purpose, a list of suggestions was first distributed among participants (see Appendix).

### *Working group programme*

In the run-up, the programme of the working groups was given a precise structure harmonised within the moderator's team to ensure that the results eventually produced would be comparable:

6.00p.m. Brief round of personal introductions

6.10p.m. Description of the procedure

Introduction of the targets and their related indicators (by representatives of the city of Stuttgart)

6.20p.m. Queries and discussion guided by 3 questions:

1. In your opinion, which targets are of particular importance for the development of the Bad Cannstatt goods station?
2. Are there any important targets missing?

	3. What indicators should be used to evaluate the development?
6.50p.m.	Selection of the 3 most important targets / indicators under each heading
7.00p.m.	Discussion of results
7.30p.m.	End of working group / return to plenary

There were two methods employed in the working groups, namely

- a moderated group discussion, followed by
- a personal weighting of targets (and indicators) by affixing points to posters.

## REVIEW PROCESS

### Documentation

The REVIT Workshop was documented in detailed minutes. Copies were mailed to all participants as well as all members of the city council, the urban development committee of the city of Stuttgart and the local council of the district Bad Cannstatt. Thus the minutes served to:

- visualise and finalise the results of the discussion
- provide basic information for interested parties (e.g. internal inquiries)
- provide a basic future discussion (may be quoted)
- indicate that the dialogue will continue
- provide meaningful information for the local council and
- condense the results in the form of a summary to prepare future political discussions and to form a bridge leading to subsequent development steps (setup of a suitable project organisation, further dialog offers, marketing)

### Follow up

In the opinion of the organisation team, the handling of the workshop results should be as follows:

- The city council, the urban development committee and the advisory district council of Bad Cannstatt should be notified of the results,
- High-priority goals should be given consideration and cast in more concrete terms in subsequent plans, particularly in the development plan process. A summary of the process has been included verbatim in the draft decision to initiative the development plan.
- Based on the lists of objectives and indicators, the administration should develop a policy paper on “modules of sustainable development” which should be adopted by the local council to serve as a basis for urban development and purchase contracts

We suggest to hold another workshop to be based on the first draft of the development plan for the first construction phase as well as on the draft policy paper on development modules. The intention is to continue and deepen the public discussion about the objectives of sustainable development.

## D FINAL EVALUATION

From the point of view of the local administration the planning Workshop was a highly successful event, having embedded the aspects of sustainable and dialogue orientation in the development of complex areas such as the goods station on the political plan and paved the way for follow up events and additional dialogue offers. The fact that the event was held within the framework on the EU project did much to clear away initial scepticisms and obstacles.

The fact that sustainable objectives and indicators will improve the integration of the aspect of "sustainability" in urban development. Thus, indicators may play an important role as political signals. This holds particularly true for process-related indicators as they show what control steps are required.

In addition the Stuttgart workshop proved its self instrumental in incorporating expert knowledge in the planning process. This may help to enhance reflection with regard to sustainability issues and the substantiation of decisions.

In urban development, indicators are normally used in ex-post evaluations forming part of a monitoring process. Stuttgart provides an example how indicators may be used in the planning process so that consideration may be given to sustainability goals even at this early stage.

At the same time the planning workshop showed clearly that a single event module is not enough to deal with all relevant issues exhaustively and involve all target groups in a satisfactory manner.

Thus, the workshop on objectives and indicators for the freight depot Bad Cannstatt assumes the important role of a kick-off event to be followed by further stakeholder engagement process.