

PARTICIPATION AS PART OF THE URBAN PLANNING PROCESS

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Abstract

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| Title of publication Participation as part of the urban planning process | | |
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| <p>Participating in the designing of one's own environment and the related decision-making process is the right of every person. Through participation, it is possible to increase the transparency of governance in the urban and land-use planning process and create environments based on the needs of residents.</p> <p>Service design and digitalization have created new opportunities for means of visualisation, data collection and participation. By these means it is possible to reach and motivate to participate those residential and stakeholder groups that do not usually actively take part in the urban and land-user participation process.</p> <p>Participation is part of the land-use and regional planning process in Finland. The main priority of participation has changed over the last decades from the possibility to comment into a more co-creating and pre-study method. This offers better prospects to adopt user-centred participation methods and genuinely help designing environments that respond to the needs of the residents and stakeholders.</p> | | |
| Keywords Participating, Participation, Urban planning | | |

Tiivistelmä

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| Tiivistelmä <p>Oman lähiympäristön suunnitteluun osallistuminen ja vaikuttaminen ovat jokaisen kansalaisen oikeuksia demokraattisessa yhteiskunnassa. Osallistamisen avulla voidaan lisätä hallinnon läpinäkyvyyttä kaupunki- ja aluesuunnitteluprosessissa ja luoda ympäristöjä, joiden suunnittelu perustuu asukkaiden tarpeisiin.</p> <p>Osallistamiseen on syntynyt viime vuosikymmeninä uusia keinoja ja metodeita muun muassa palvelumuotoilun ja digitalisaation vaikutuksesta. Uusia mahdollisuuksia ovat erilaiset visualisoinnin ja tiedon keräämisen tavat digitaalisilla välineillä. Palvelumuotoilun metodeja hyödyntämällä voidaan asukkaita ja sidosryhmien edustajia osallistaa uusilla tavoilla.</p> <p>Osallistaminen kuuluu Suomessa alueiden käytön ja kaavoituksen suunnitteluprosessiin lakisääteisenä osana. Osallistamisen painopiste tässä prosessissa on pitkään ollut suunnitelmien kommentointia ja jälkikäteen tapahtuvaa palautteenantoa, mikä on hidastanut suunnittelun kokonaiskestoa. Siirtämällä osallistamisen painopistettä suunnittelua edeltävään tiedonkeruuseen ja vuorovaikutukseen olisi mahdollista sujuvoittaa alueiden suunnittelun prosesseja ja saada suunnittelun lopputuloksena aikaan ympäristöjä, jotka paremmin vastaavat asukkaiden ja sidosryhmien tarpeita.</p> | | |
| Asiasanat Osallistaminen, Osallistuminen, Kaupunkisuunnittelu | | |

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1 INTRODUCTION

People want to have an influence on their living environment and on the urban development. Urban planning and participation are parts of the democratic society. The increased transparency in administrative processes during the last decades has facilitated the participating. The aim of this thesis is to find out how and by which methods citizen involvement and participation is carried out in an urban planning process in recent years.

Participation is statutory in the land-use planning process in Finland. The Land Use and Building act determines information, participation and interaction between public authorities. The administrative process in area planning is nowadays often criticized for the slowness of the process. This may be because the land-use planning process contains more handling of the complaints from citizens and authorities than genuine participating of the citizens and the organizations of the planning area.

Participation in the area and urban planning process can be carried out through various methods. There are a lot of potential technical implementations to collect feedback and information from the citizen. However, technical implementations have limitations about the quality and comprehensiveness of the feedback. In addition to technical implementation, involvement can be implemented through interviews, workshops and queries.

Identifying the practices of participation implementation is a challenge for those authorities with limited resources. This thesis has the intention to examine what could be useful ways to implement participation in various situations. There is also presentation of user oriented methods that could be useful in the participation process.

The thesis presents a case study in the municipality of Hollola that was carried out in spring 2017. The town of Hollola was planning to invest in the development of the municipal centre and a user-oriented method was chosen as the design mode. The case study limitations were that the planning area is limited and the surrounding areas were not taken in account.

2 PARTICIPATION

2.1 Participation as a part of modern democracy

Participation is an essential part of modern democracy. According to Campbell (2008) the concept of democracy has several meanings and definitions. The word itself comes from Ancient Greek, a combination of people (demos) and strength (kratos). Over the centuries, the term democracy has received various specific definitions. These definitions contain the right of people to determine who governs them, the rights and freedoms of the citizens and equality. The public involvement is an important part of the vision of democracy.

In 1969 Sherry R. Arnstein (1969) published an article about 'A Ladder of Citizen Participation'. Those days there was debate on the contents of citizen participation. Some people saw participation as an empty ritual rather than having the real power needed to affect the outcome of the process. Arnstein (1969) visualises the levels of participation (Figure 1) simplified as a ladder with eight rungs. Each rung represents a level of participatory. Nonparticipation rungs are levels where there happens no participation thus it might be written in official documentations. Degrees of tokenism are informing, consultation and placation. In these types of participation there may be residents' advisory committees, workshops for residents or only sharing information. Committees and participating workshops are implemented, but there is no guarantee for utilization of the residents' opinions. Arnstein (1969) considers Citizen control and delegation of the power to represent the two highest levels of participation. Delegated power can be realized, for example by giving the right of policy making for the citizen. The highest level is control that is given straight to the citizen, an example of this is a community controlled school. (Arnstein 1969.)

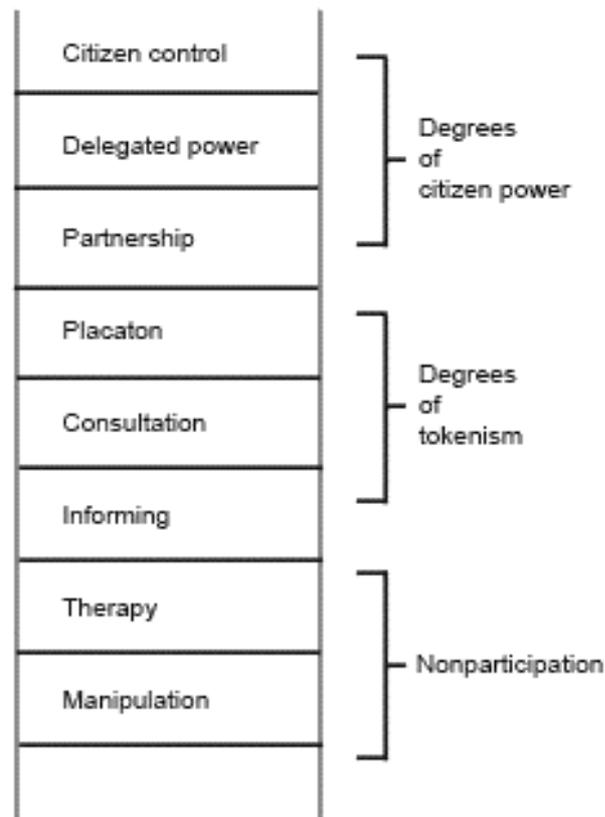


FIGURE 1. Eight Rungs of a Ladder of Citizen Participation (Arnstein 1969).

Participation is currently categorized as one of the citizens' rights in a democratic society. For example, European Union Article 10 includes that the citizens have the right to participate in the implementation of democracy in the Union and decisions are made as openly as possible and as close to the citizen as possible. (EESC 2011.)

Fung and Wright (2001) introduce a concept the Empowered Participatory Governance, which is a practice to engage the ordinary citizen. Participating relies on the citizen making decisions through reasoned deliberation. People are empowered through action of discussion. Fung and Wright have studied participation experiments which took place across the globe. These cases included participation in local bureaucracy, employment training, ecosystem planning, participating citizen in budgeting and decentralization of government. All these cases aspire to deepen ways ordinary people can participate in- and influence policies that affect their lives. (Fun and Wright 2001.)

As a conclusion of the participation experiments Fung and Wright present three design properties that contribute to institutions that can advance, stabilize, and deepen democracy: devolution, centralized supervision and state centred, not voluntaristic. Devolution is realized in local action units like neighborhood councils. The second property centralized

supervision is needed for local units for accountability and communication to connect to superordinate bodies. The third design property is state centred, not voluntarist meaning that by involving the official institutions in the participation this will make it more durable and widely accessible. (Fung and Wright 2001.)

Nancy Roberts (2004) says that citizen participation in the latter part of the 20th century has shifted towards greater direct citizen involvement and the trend is expected to grow. Essentially, public participation is a cornerstone of democracy (Roberts 2004.).

2.2 Limitations of participation

2.2.1 Reaching the target audience with participation

People participate depending on their own level and interest (Sanoff 2010, 18). The general public is rarely involved, but the general public should be informed about an issue and then the people can decide whether they wish to participate. The reason for not participating can be technical expertise, their role in the community and willingness to commit time and energy. Sanoff (2010) underlines the importance of young people's inclusion. For young people participation makes them feel a sense of belonging and gives them an opportunity to become socially productive. The surrounding society also drives benefits in community activities and cooperative effort that is essential to the survival of a democratic society. (Sanoff 2010.)

Watson et. al (1991) present a case study from a small city of the influences of participation. In this case from Auburn city in Alabama participation was used to avoid a political conflict. The participation was carried out as a citizen survey that became an annual way to collect information about opinions on budgeting. The content of the survey was developed annually. The participants of the survey were chosen randomly. Survey results were published in local media after the research. The key finding was that the institutionalization of the citizen survey programme, including the linkage of survey results to the formal budgetary process. (Watson et al 1991.)

2.2.2 Benefits of participation transparency

Is it true that the urban planning would be more beneficial without participation and the participation progress involvement is more expensive than the decision-making of an individual official? Irvin and Stansbury (2004) state that often the value of the social-capital is not gained. The value of the citizen input that brings out smarter solutions and the positive social and environmental changes are often not considered. (Irvin & Stansbury 2004.)

Table 1 below represents the findings of Irvin and Stansbury (2004) about the advantages of participation to citizen and government.

TABLE 1. Advantages of Citizen Participation in Government Decision Making (Irvin & Stansbury 2004).

| | Advantages to citizen participants | Advantages to government |
|------------------|--|--|
| Decision process | <ul style="list-style-type: none"> • Education (learn from and inform government representatives) Persuade and enlighten government • Gain skills for activist citizenship | <ul style="list-style-type: none"> • Education (learn from and inform citizens) • Persuade citizens; build trust and allay anxiety or hostility • Build strategic alliances • Gain legitimacy of decisions |
| Outcomes | <ul style="list-style-type: none"> • Break gridlock; achieve outcomes • Gain some control over policy process • Better policy and implementation decisions | <ul style="list-style-type: none"> • Break gridlock; achieve outcomes • Avoid litigation costs • Better policy and implementation decisions |

The effects of participation are not all always good. If there is no well-defined process and if the sampling of participants is not comprehensive the participating may only be time consuming, costly and may lead to wrong decisions. (Irvin & Standbury 2004.)

Staffans (2004) points out the need for the politicians to listen to the ordinary citizen. However, it is not easy to say how to define the common man and various interest groups have opinions of it. City planners and civil servants can even see the public participation as an irritating slowdown and cause extra work. (Staffans 2004.)

Moore and Elliot (2016) have been facing the challenge to keep the participation process transparent with a large amount of data. In a case study, ideas were collected from the local citizens as impact into the planning process. The citizens made over 500 suggestions. The challenge is to maintain the participatory process at the same time transparent and funnel the amount of collected data. In this case, the ideas were reduced into 20 ideas that were separated into five groups, each including four ideas. There was a Vision Summit held, where citizens voted on the ideas presented, so that the final amount of ideas was reduced to five. The idea funneling was carried out in a steering committee. Moore and Elliot (2016) underline that it is important to include citizens into steering committees

and advisory groups to empower them work more as powerful agents than pseudo-participants. (Moore and Elliot 2016.)

3 PARTICIPATION METHODS

3.1 Choosing the method of participation

The participation situations are as diverse as the environments that the planning is targeting. Choosing the right participatory and involvement method will help meet the objective. A proper participation gives outcomes that are good quality and the results are genuinely exploitable.

Anna Jonsson (2007) has been researching the issue

An equal communicative relationship where local perspectives, knowledge and priorities is respected to the same extent as central and/or expert perspectives.

Thus, she presents six dimensions of participatory modelling as the most important regarding the influence aspect:

1. *Defining the issue of the process - What?*
2. *Defining who should be considered as a stakeholder and thus be involved in the process – Who?*
3. *Construction/choice of model(s) to be used in the process – How?*
4. *Set-up of the model for the region covered by the process- How?*
5. *Use of the model throughout the process – How?*
6. *Process design - When, Where and How?*

These six key questions need to be taken to account during the whole participation process. (Jonsson 2007.)

Patsy Healey (1997) uses the term collaborative planning and she has found five key parameters that the systematic design of governance processes should satisfy: The stakeholders and relationships between them in the urban environment should be recognized. A major part of governance happens outside of the formal agencies and this power should be considered. Local initiatives and informal inventions should have an open environment to appear rather than imposing single ordering principles. Political communities should recognize the complexity of power relations, ways of thinking and organising. (Healey 1997.)

The next chapters deal with various means of participation that can be used.

3.2 Gathering information with interviews and surveys

3.2.1 Interviews

If you want to know how the shoe fits, ask the person who is wearing it, not the one who made it. (Wates 2014).

Interviews are a useful way to get understanding of the behaviour of stakeholders and understanding of the real motives of participants. Interviews are also a common way to get understanding in society, for example, they are used in everyday situations like a job interview or meeting the doctor.

Ruusuvuori (2015) presents ways of setting up interview research. Interviews can be distinguished by the methods; the character of an interview is either structured or without structure. Structured interviews are often based on a form. The goal of the systematic structuring form is to avoid effects of the interviewer's own opinions on the interviewee's answers. A structured interview is set out with a prepared list of questions with a certain order and the order is compiled in all interviews. Unstructured interviews can be focused interviews or ones without a structure at all. Focused interviews have a theme that is the main element in the interview. In the interviews without a pre-designed structure the interviewer and the interviewee can lead the discussion in the direction they want, without a formal script. (Ruusuvuori 2015.)

3.2.2 Questionnaires

Questionnaires are a data collection method that can be used to obtain the opinions of many people at the same time and in an effective way. Questionnaires give answer to research questions with a clear set up or a conditional issue to be made clear. Questionnaires can be answered either by the respondent themselves or the answering process can be an administrated process. The added value in the latter case is that there is a smaller risk of lack of clarity on the content of the questionnaire. (Blair et al. 2013.)

The order of a questionnaire questions should be implemented with a careful designing process. The first question needs to go directly to the purpose of the survey. Also, the order of subsequent questions can be set of the subject familiarity. Sometimes it is valuable to make different question orders for respondents to avoid impact of the question order on the survey results. Surveys contain different types of questions. The scale of opinion questions has a major impact on the statistical analysis potential. An opinion can be asked for example on a scale of three, four or five levels and this can lead to a variety of outcomes. (Blair et al. 2013.)

3.2.3 SoftGIS

SoftGIS is a location based method to gather data from people's everyday lives and study human experience. SoftGIS is used on the internet and it contains a survey and it can be an enriching urban planning participation process. SoftGIS basics were developed in Finland in the early 2000s. The goal of using SoftGIS is to create more user-friendly surroundings with the locality-based data that can be both quantitative and qualitative. (Kyttä and Kahila 2001.)

The benefit of using SoftGIS is the amount of data that can be reached. SoftGIS information can be combined with physical parameters of the environment and even buffered with each respondent's location of home and examine the urban structure of the area. (Kyttä and Kahila, 2001.)

There are now several commercial solutions of SoftGIS in Finland. Many of them are used in urban planning projects to gather data from the residents. Figure 2 shows a web questionnaire for residents in the town of Seinäjoki. The goal of this survey is get information about old places that residents appreciate and wish to maintain.

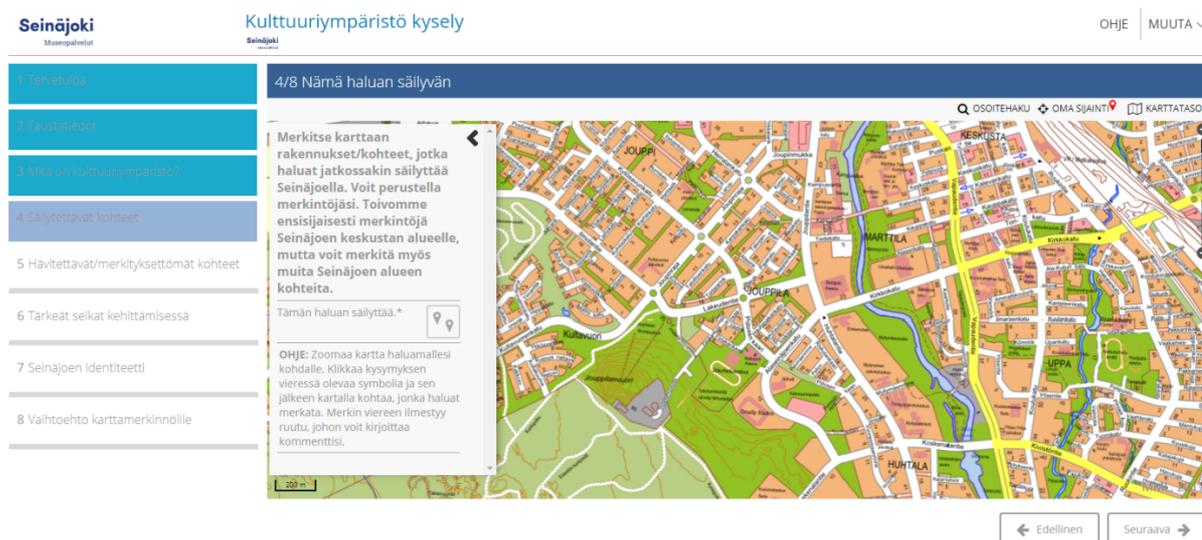


FIGURE 2. Seinäjoki cultural environment survey, museum services (Seinäjoki 2018).

3.3 User-centred design approach

User-centred design is about designing products and things for people and ensuring that the result meets user's needs. User-centred approach has been popular in designing digital systems for some decades and there is a variety of methods that can be use in design process.

Elizabeth Sanders (2002) presents issues that construct the user-centred design kernel, user empathy. To achieve fully understanding in users acting and needs designer needs to know their thoughts, feelings and dreams. The next Figure 3 visualizes the user-centred design idea.

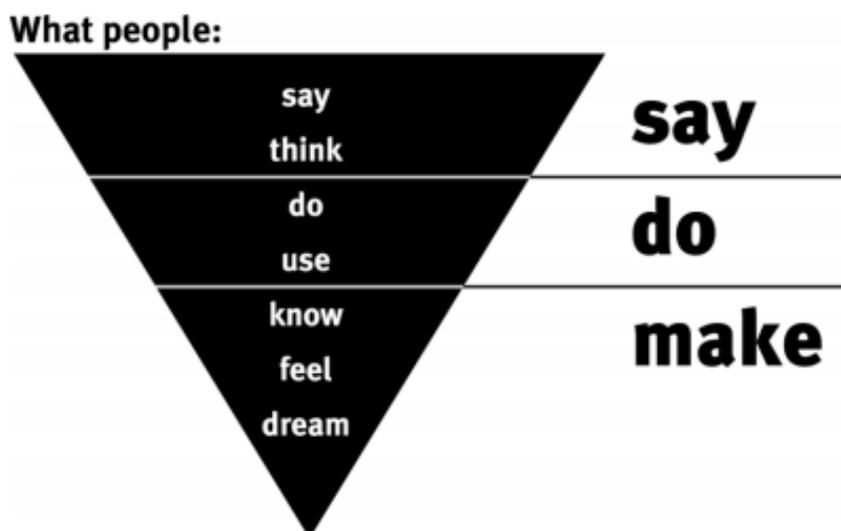


FIGURE 3. What people say, do, make (Sanders 2002).

Participation approach is shift from designing for user to designing with users.

It is the belief that all people have something to offer to the design process and that they can be both articulate and creative when given appropriate tools with which to express themselves. (Sanders, 2002.)

3.4 Co-creation

Sanders and Stappers (2008) introduce the term co-creation. They see that the user-centred design approach has been primarily a US-driven phenomenon and the participatory approach led by the Northern Europeans.

Figure 4 shows visually the various methods and their connections to each other in the user-centered design area.

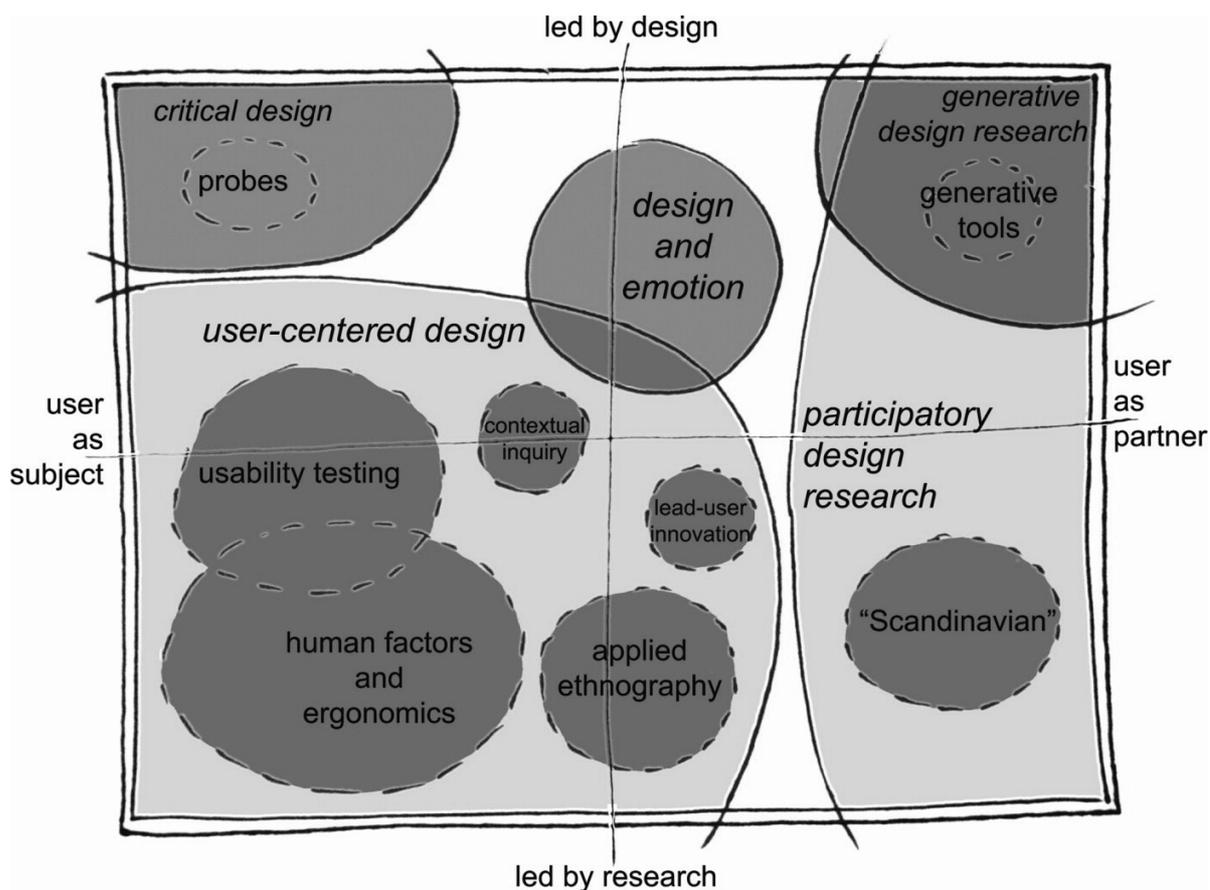


FIGURE 4. Overview of the current state of human-centred design landscape (Sanders and Stappers 2008).

Sanders and Stappers (2008) define the concept of co-creation as any act of collective creativity. An often-used term co-design is in their opinion a specific instance of co-creation and it is a design process of the designers and the people that are not trained in designing. In the co-design process the end-users, the user researchers and the designers work at the same table. The user researchers have the role of a facilitator; they lead and guide the participants in the co-design team and provide them with a common creation environment. (Sanders and Stappers 2008.)

3.5 Using the service design methods in urban planning

Service design is a method for designing mostly immaterial things, services, processes and transformations with the service design methods. Service design is a user-centred approach and the basis of it is in enabling the participation of different parties of the planning target with co-design.

Service design gives a common “glossary” for the parties of the process. In the service design process, there can be people representing various organizations and different sections of society. Service design gives tools to create a common understanding with the iterative process of better understanding of the differences. (Kurronen 2015.)

The service design and the co-designing methods can be unfamiliar to the organizations and the participants. Kurronen (2015) says that there can typically be a suspicion of the co-design approach and about the leverage of the design. Often the suspicions decrease when the co-creation starts. The facilitators in the project have a major role in setting the stage and to overcome prejudices. (Kurronen 2015.)

Kurronen (2015) lists five ways in which the service design method can be used in development of public services: identifying the user needs, diffusion of the knowledge of stakeholders, the risk management, improving the cost efficiency and empowering the citizen. (Kurronen 2015.)

Larjovuori et al. (2012) say that by participating residents in the service design process the local needs can be more easily reached. Also, the transparency of the process creates better confidence and approval between the public-sector services and the service users. Because of the participation, a greater understanding of the public services helps the residents and the community authorities to comprehend each other’s viewpoints. (Larjovuori et al. 2012.)

3.6 Digital solutions of the participation

The digital solutions of participation can release the participation process from the site-specificity and remove obstacles from the democratic deficit. The digital participation can be carried out anywhere and in time independent ways. This sounds great and embracing worlds, even though the same challenges for the participation are involved also in a digital environment. The benefits of the digital tools are for example easier reaching of the younger age groups.

Kleinhans et al (2015) state that virtual networking with the digital solutions will reach good engagement results if they are combined with some concrete actions and connections. The concrete actions are needed because there will always be citizens that cannot be reached with social media solutions or through mobile applications.

Kleinhans et al (2015) also bring up the point that the using of social media and mobile tools will probably increase the workload in the planning process, because the authorities need to plan and manage the information flows from the citizen. (Kleinhans et al. 2015.)

Ertiö (2013) presents two ways of digital participation. Electronic participation (e-participation) and a sub-area of the e-participation, mobile participation (m-participation). E-participation means any kind of digital participation, mostly voting, consultations or petitioning. There are mobile applications that are implemented for the participation process.

Ertiö (2013) highlights the suitable properties of the mobile applications. These applications are installed in the end-users' smartphones and the users can provide feedback in real time anywhere they move, "online whenever wherever". This removes traditional barriers of the participants of coming to a public meeting at a specific time. Ertiö (2013) emphasizes the benefits that the smartphones include: GPS, the cameras and voice recognition. These functionalities enable new ways or enriching the feedback data from the participants. (Ertiö 2013.)

López-Ornelas et al. (2017) have studied implementing the data from the social media in the urban planning process. They had selected Twitter from the social media applications in their case study. The Twitter users continually share their news, feelings and other information in the Twitter feeds that consist of a maximum of 140 characters. López-Ornelas et al (2017) had developed a four-step method to analyse the specific data in Twitter: structure analysis of the data, sentiment analysis, community detection and user identification. The following figure (5) presents the whole process that was proposed in the project. (López-Ornelas et al. 2017)

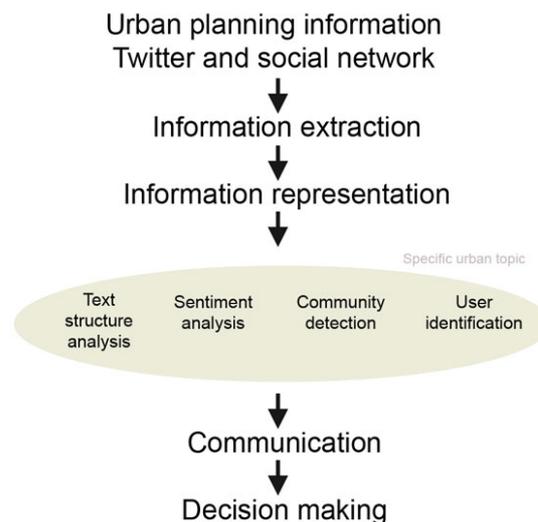


FIGURE 5. The proposed design process (López-Ornelas et al. 2017).

The case study included the planning of a new airport in the Mexico City. They used a specific hashtag #nuevoaeropuerto during the announcement of a new airport to recover the data. There were plenty of tweets to be analysed; almost 1400 tweets in one day. The data was analysed, for example, using sentiment analysis to find out the progress of the development of the reactions of the topic, and there was user identification carried out to divide users into user groups. In this case López-Ornelas et al (2017) found that textual and sentiment analysis of the social media can give valuable data and results that support the participatory process related to the urban planning. (López-Ornelas et al. 2017.)

3.7 Enriching the participation with the digital tools

The new digital technology enables a wide range of opportunities to collect impact from the inhabitants and the stakeholders for the urban and the regional planning processes. There are also other exploratory methods which can give valuable feedback and innovative proposals for the planning process.

Da Silva Viera (2014) presents how photos could be part of the urban planning process. The residents in a small village in Southwest England were asked to take photos from the positive and negative places in their town. The content of the photos was discussed with the participants. This research case showed that even a small number of participants can give a high amount of data for the early stages of the planning process. The photos enrich the findings and help as a useful instrument in the planning. (Da Silva Viera 2014)

Another visual methodology to that, and a new participatory process method is augmented reality. Augmented reality is a technology that contains sound, video, graphics and any kind of a signal to which humans are sensitive. Augmented reality-systems can be used with eye-glasses that represent an augmented version of reality and react with the sensors into the user's movements. Another way of using the augmented reality is to use it with a computer or a mobile device without the need for any special accessories. (Mainzer 2017.)

In Vienna, augmented reality was implemented in a project called ways2gether. The subject of the project was a participative traffic planning process. One of the research questions was how much augmented reality can increase the knowledge in the project. The project showed that in this case augmented reality gave the opportunity to reach new participatory groups: young people and children and even resident with little time. The use of age-appropriate language and the tools play the key role of reaching certain age groups. The project showed that the augmented reality models are self-explanatory, and this enables participants also overcome the language barriers. (Reinwald et al. 2014.)

3.8 Selecting the participation methods

Chapter 3 contained a collection of participation methods. The issues that should be remembered in choosing the appropriate method are the objectives for the participation. The objectives are available expertise of the participating methods in the project, available technical tools and applications, and the time constraints. The target age groups of participation need also to be considered when the tools and methods are selected. The best possible combination of the participation methods and target amount of user data may not always be reached, but information of coverage achieved is valuable data for the designers.

4 PARTICIPATION IN LAND USE PLANNING IN FINLAND

4.1 The participation process in land use planning

The land-use planning in Finland is described in the Land Use and Building Act (Ympäristöministeriö 1999). The goal of the Land Use and Building Act is to ensure the conditions for a good environment and promote ecological, social and cultural sustainable development. The municipalities and the regional councils in Finland are obligated to inform residents and local stakeholders about their planning processes. All residents in the municipalities can comment on the plan proposals. Also, all the stakeholders' representatives of the area and regional and local authorities can take part in the process and make remarks. These participants are the people working in the area and companies, authorities and associations in the area. (Ympäristöministeriö 2007.)

At the beginning of the planning process there will be a participation and evaluation plan. This plan is openly available and all partakers can comment on it. There is an organized presentation in the preparation phase of the plan. The partakers can comment on the plan in the presentation session or make a written reminder and they can demand feedback to reminders if desired. The plan is confirmed by the local municipal authority, the municipal council, the municipal government and different boards take part in this. After the confirmation, the municipal residents and the partakers can make an appeal to the plan. The phases are presented in the Table 2. (Ympäristöministeriö 2007.)

TABLE 2 The phases of participation in the planning process in Finland (Ympäristöministeriö 2007).

| Planning | Participation | Decision making |
|---|---|--|
| Starting phase | | |
| Decision of planning | An initiative for formulating the plan Discussion about the need for planning | Decision of planning |
| Projecting the planning Phase goals Need for preliminary studies, area boundary Impact assessment | | |
| Participation and evaluation plan will be completed | Notice of initiation Communication of participation and evaluation plan Goal and value discussion The governmental negotiation (is held if necessary) before the draft plan is available for viewing | Processing the participation and evaluation plan |
| Preparing phase | | |
| Refining the goals Making and completing of the basic studies Principles of the plan solution and possible varieties Impact assessment Comparison of alternatives | Participation sessions and cooperation with the authorities in accordance with the significance of the plan ⇒ feedback on the alternatives | Choosing the alternative to be carried out |
| The draft plan is getting ready | The draft plan and other plan materials are available for viewing ⇒ opinions (and statements) | The draft plan is imported for viewing |
| Feedback handling Planning of plan proposal | Participation sessions and cooperation with the authorities if needed | |

| | | |
|---|--|--|
| Proposal phase | | |
| Plan proposal is getting ready | Plan proposal is available for viewing ⇒ reminders ⇒ statements | Plan proposal is imported for viewing |
| Summary of reminders and statements Amendments | Official negotiations, if needed Feedback of reminders, if asked for | |
| Checking of the proposal plan | | Plan proposal is imported for viewing again, if needed |
| Accepting phase | | |
| | Announcement of acceptance of the plan (Appeals) (Correction reminder of the regional environment centre) Official announcement of the plan entry | Acceptance of the plan (Court settlement) |

4.2 Implementation of the participation

The land use plan participation can be implemented at various levels and with the suitable methods. The significance of the land use plan is a key factor when assessing the implementation of the participation process. The planning area characteristics, issues to be dealt with and impacts of the plan implementation constitute the significance of the plan. (Ympäristöministeriö 2007.)

The participation contains three elements: communication, dialogue and information gathering. The goal of the participation is to prevent conflicts, because there are always different interests involved in land using. (Ympäristöministeriö 2007.)

Aija Staffans says that in practice there is at least as much impact on the Finnish urban planning from the unofficial networks and the media. Staffans presents that there are two ways of public influencing: a quantitative involvement and a substantive means of acting. The quantitative way operates with the amount; there is a large amount of proponents

needed. Commonly all voting is a quantitative way of acting, also petitions and demonstrations are quantitative ways of acting. Substantive acting can exist even as a single statement of opinion. The participatory planning process is a substantive way of acting for participants. (Staffans 2004.)

Table 3 below represents different ways how the residents can take part in and have an influence in urban planning (Staffans 2004).

TABLE 3. The opportunities of participation (Staffans 2004).

| Quantative acting | Substantive acting |
|---|--|
| <ul style="list-style-type: none"> • Voting in election • Referendum • Petition signing • Boycott, strike • Participation in demonstration | <ul style="list-style-type: none"> • Formal acting: giving statements, reminders, appealing • Making public debate, using media: articles, publications, letters to editor, web sites, television and radio • Participatory planning means: workshop, alternative planning etc. • Contacting personally planners, decision makers and activists (lobbying, networks) |
| <ul style="list-style-type: none"> • Answering questionnaires • Taking part in public hearing | |

Staffans (2004) states that for the residents the most important way of taking part in the land use planning process is to involve themselves in the knowledge building phase of the process, and be so involved in municipal decision making. Knowledge building is a part of political decision making and creating the new information. (Staffans 2004.)

The Ministry of Environment made an inquiry in 2001 and in 2005, aimed at the non-governmental organizations, to get information about the success of the land use planning involvement process. There were about 2900 organizations involved. The inquiry included a question as to what the most important way of having an influence in the land use planning is. There were 543 informal answers that showed the most important way is direct contact with the planner. The association's status was also considered important. Being in personal contact with the planning persons, making proposals and taking part in the participatory process had been identified as effective means of action. (Wallin and Ristisuo 2005.)

Leena Soudunsaari (2016) has researched the participation and interaction procedures and effectiveness in Northern Finland. There are several mining projects in this area and this influences the land use planning. Soudunsaari (2016) interviewed different actors in the land use process. As a conclusion of the research it was considered beneficial for the municipalities to have the freedom of implementing the participating in their own way. The involvement and the accessibility of the participants are the biggest problems. The media and the information sharing play an important role in the process as interaction enablers. The participation and the interaction were felt to enhance the influence of the different partakers for planning the use of the land. The research showed that especially through personal interaction conflicts can be avoided and complaints reduced. (Soudunsaari, 2016.)

Soudunsaari (2016) found out that participating in the early phases was mainly information sharing and it was implemented mostly through newspaper announcements, web sites and the land use planning review. The same methods were used in the starting phase and in the draft phase of the land use planning. Some municipalities use also direct letters to the partakers. There were also workshops, steering groups and seminar working in some planning projects, but these were not all open to the public. (Soudunsaari, 2016.)

5 PARTICIPATION APPROACHES IN AREA AND URBAN PLANNING IN FINLAND

5.1 Ways of participation

Participation can be implemented in various ways and used in different circumstances. There are three examples of way of participation in Finland in the following section. The participation implementation in a new district in Tampere, a strategic approach in Oulu and a village project in Teijo.

5.2 Participation in planning of a new urban area, Hiedanranta

Hiedanranta is a new district that is now under construction in Tampere. There has been a forest industry in the area for nearly one hundred years. The factories have been closing over the last few decades. The area has an interesting location near the town and by Lake Näsijärvi. The goal is for the area to take shape as an intelligent and sustainable district of Tampere with 25 000 residents and 10 000 workplaces (Karppi 2017.)

The Hiedanranta project has included resident involvement for some years. The first interactive events in Hiedanranta started on 2015, with walking tours with the locals. After this there have been some informal happenings and workshops with various Tampere city experts and the local entrepreneurs. There has been a regular planning party event for the residents. (Korpinen and Pulkkinen, 2016.)

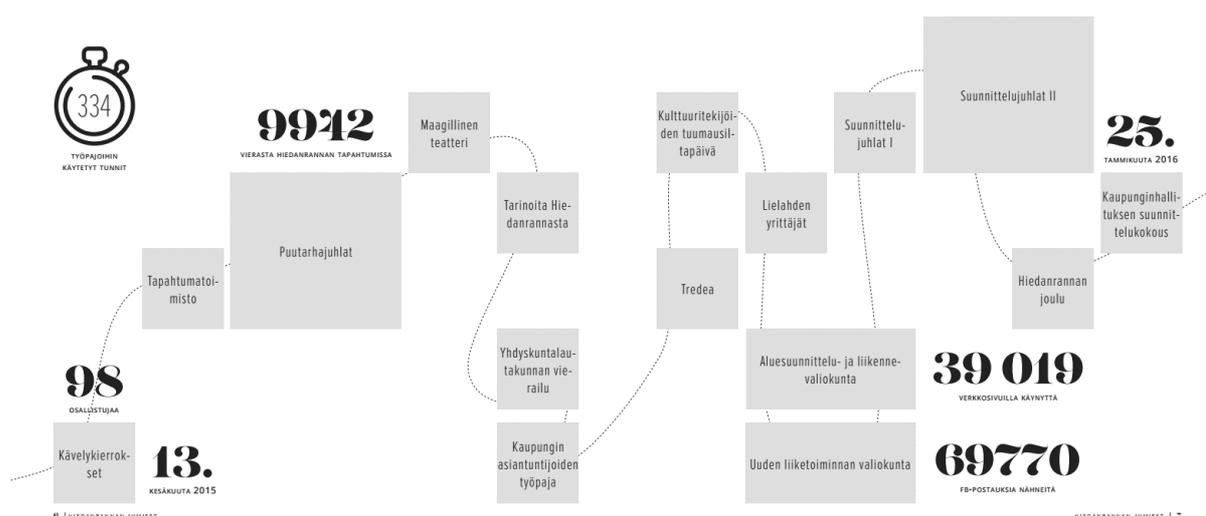


FIGURE 6. A diagram of the co-design steps and the number of visitors to social media in Hiedanranta 2015-2016 (Korpinen and Pulkkinen 2016).

In 2016 the city of Tampere launched an idea competition for the Hiedanranta area. The results were presented in the beginning of 2017. The competition ideas were not meant to

groups contain the residents, the local organisations, the associations and the public service providers. There is also a mobile application called “Meijän kaupunki” (our town) that is meant to be a regular information channel for the residents and there are also questions for user of the current topics in the town. (Oulu 2018.)

Currently, at the beginning of the year 2018, there are two participating projects in urban planning. There is a background questionnaire considering a park in Tuira area. Another project is an open ideation board for the residents to find out suggestions of complementary building for the centre of the area. The park background questionnaire was implemented as a desktop web inquiry. The questionnaire contains 13 pages, with about twenty questions on each page, and a map feedback solution. The answers and the ideas from the residents will be used in the planning phase of the park. (Oulu 2018.)

The centre area development participation is implemented as a project that was started in spring 2017. There have been two workshops for the residents, one in September 2017 to collect the source data, and another in January 2018 to evaluate the concepts for the area. There was also an online questionnaire open for some weeks from January to February. The open ideation is implemented on a web based ideation board, where anyone can leave an idea and vote for the ideas made by the other people. (Oulu 2018.)

The participation in the zoning process is implemented according to the principles described in the legislation. The City of Oulu has published a short and informative guide (Figure 8) to the zoning process for the residents. (Oulu 2018.)

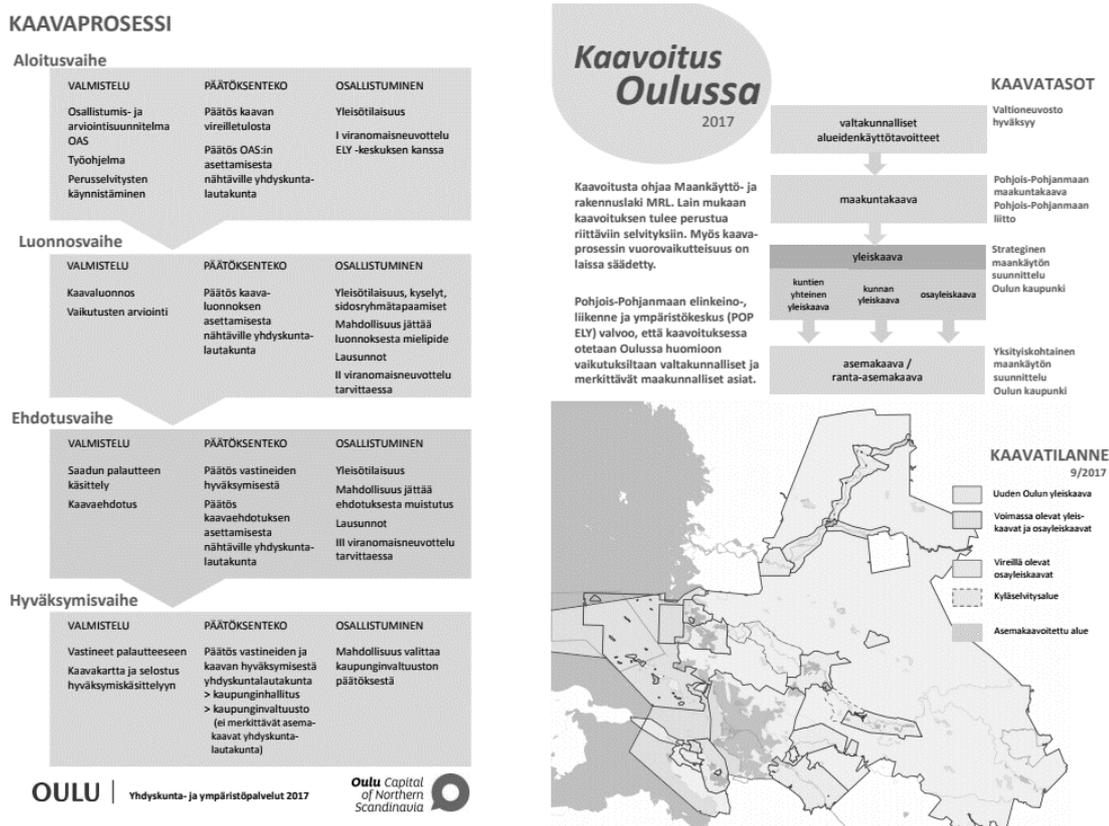


FIGURE 8. Page 1/2 of guide Zoning in Oulu (Oulu 2018).

5.4 Participation in rural areas

A method of participation, the village walking (kyläkävely), has become a popular means of participation in the rural areas in Finland. The idea of this participation is to familiarize oneself with the environment by walking in a guided group in the area. The guide in the walk is a landscape expert.

The original idea of the group walking as a participation method, gåtur, was created by Ivor Ambrose in Denmark. The method is used for the data gathering stage of the evaluating residential environments. The "gåtur" gives such input as:

- possibilities for better knowledge of the area
- the post evaluation of the planned area
- creating new impressions through the experience (de Laval 1998.)

The implementation of the gåtur method in Finland in rural areas called a village walk. The target of this method is to help the residents themselves create the ideas of the area development. Working in the guided group helps all the opinions to be heard during the

walking period. The village walking is also a way of spreading information of the opportunities for financing and support. The target is to create a specific and a concrete proposal for rehabilitation activities and follow-up measures. (Proagria, 2018.)

An example of a village planning project was carried out in Teijo. Teijo is an old iron works village in Southwestern Finland with about 700 inhabitants. In 2016 a project was started there with the goal to create good conditions for future village tourism that needed an attractive landscape and nature areas. The goal in the project was also to increase the living cosiness in the village and to promote the biodiversity in the natural areas. The village walking method was used in spring 2016. The walk gathered together 23 residents, who reviewed five specific spots in the area while walking. The result of the walking was information sharing between the landscape designer and the residents. Based on this information the landscape designer made recommendations for the landscape maintenance work for the future years. A voluntary work day was also arranged to clear the important landscape spots. (Proagria 2018.)

6 PARTICIPATING IN AREA PLANNING HOLLOLA

6.1 Project background

Hollola municipality is in Southern Finland. The municipal centre of Hollola is situated eight kilometres from the nearest the town of Lahti, with 120 000 residents and about a hundred kilometres from the capital city of Helsinki. Hollola area has a long history and it has been populated for over 8000 years. Today there are about 23 000 residents (Hollolla 2018). The current Hollolla municipal centre is a relatively new phenomenon, the Salpakangas municipal centre was zoned in the 1960s. About half of the Hollola population now lives in this Salpakangas municipal centre. The centre area face and the building stock has been rather stable over the decades.

The Hollola municipality started in spring 2017 a development project called “Elinvoimaa Hollolan kuntakeskukseen” (Vitality into Hollola Municipal Centre) to develop the Salpakangas municipal centre to be more attractive and active for the residents and visitors.

Figure 9 presents the development projects during the year 2017 in Hollola.

1. The new Prisma shopping centre opens on autumn
2. The Heinsuo school is brought into use in autumn
3. A new activity park next to market place
4. A new skatepark near Salpakangas school
5. A frisbee golf area near Salpakangas school



FIGURE 9. The development projects in Hollola area (Hollolan kunta 2017).

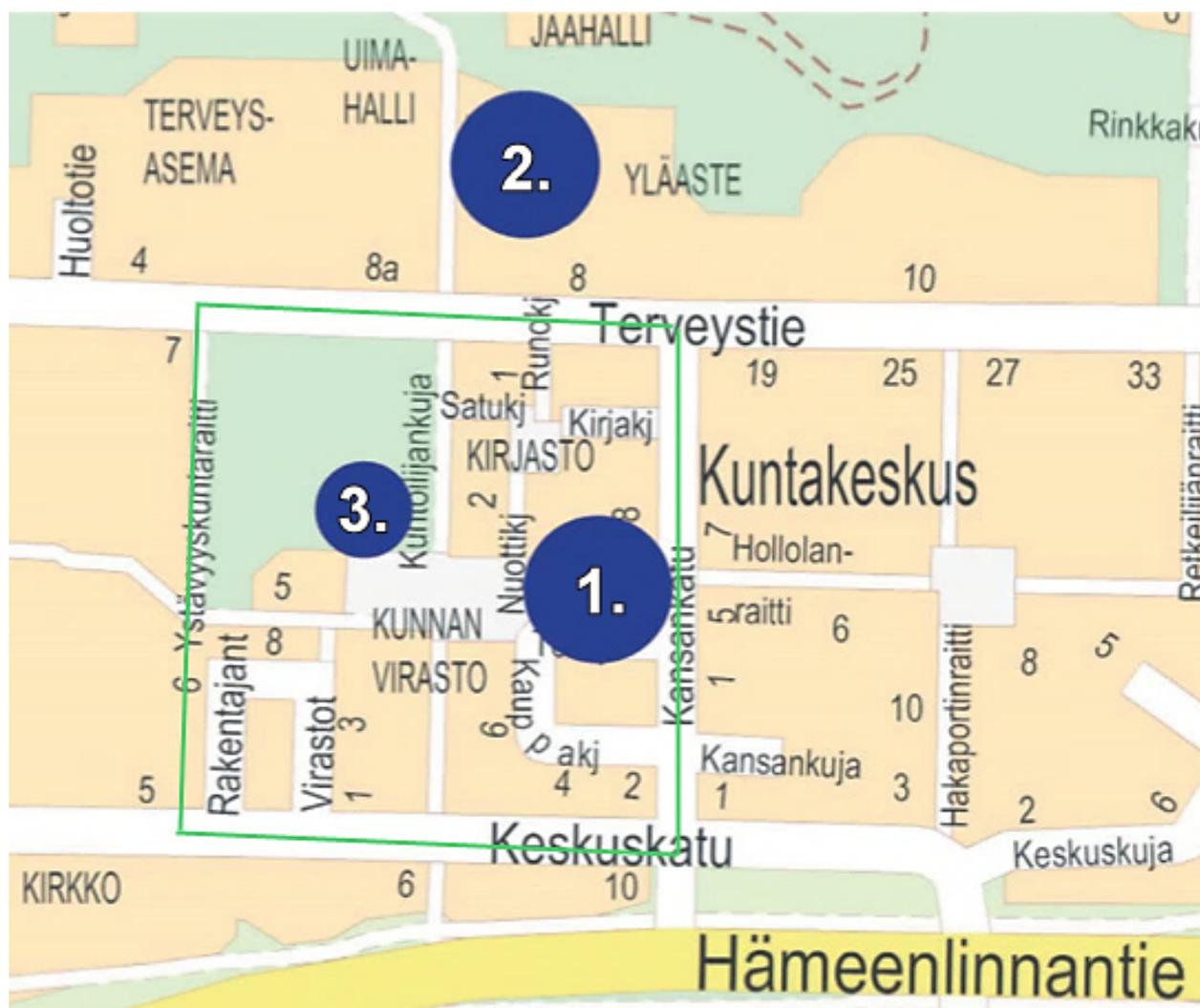


FIGURE 10. The planning area of the project.

One of the development project targets was to create new solutions and innovations for the renewal of the central area Salpakangas and make a master plan for the renewal the central area. Most of the public and the commercial services in Hollola are in this central area. The planning area designation is marked with a green line on the map in Figure 10.

There are the church (kirkko), the health centre (terveysasema), the swimming pool (uimahalli), the ice rink (jäähalli) and the secondary school (yläaste) just next to the planning area. The rest of buildings in the nearby area are mostly 2-5 storey apartment buildings.

The development project started with a research phase. The target of this phase was to get an understanding of the current phase of the area from the residents' opinions of Hollola municipality. This was the point when the thesis author joined the project. The target of the task in the project was to plan and implement participatory of the Hollola residents and companies in the centre area planning.

This project was an interesting case study from the point of view of citizen participation in an urban planning project. The area is important for all the inhabitants of the municipality, because they visit it regularly. The case covered a limited area and the population in the area is not large. The biggest concern in advance was a rather compact time schedule of the participation and the planning phases of the project. The project started in the middle of March 2017 and the project results, the planning ideas, were scheduled to be presented in May 2017.

6.2 The planning of participation in Salpakangas

The planning of the participatory process was started in co-operation with the authorities of Hollola municipality. The goals of the information gathering were set together with the authorities in the kickoff meeting of the project. One of the goals was to collect enough background information so that the area planning phase could be carried out. Another goal was to get the residents to participate in the area development in first place.

The methods of collecting the data were restricted to a web survey and two participatory workshops. The web survey was possible to be implemented as a regular form-based online survey and in a locally used mobile application called HollolaNyt. The user interface of this mobile application is shown in Figure 11. The first participatory workshop was planned to be before the first phase of planning and another workshop to gather feedback from the area planning ideas.

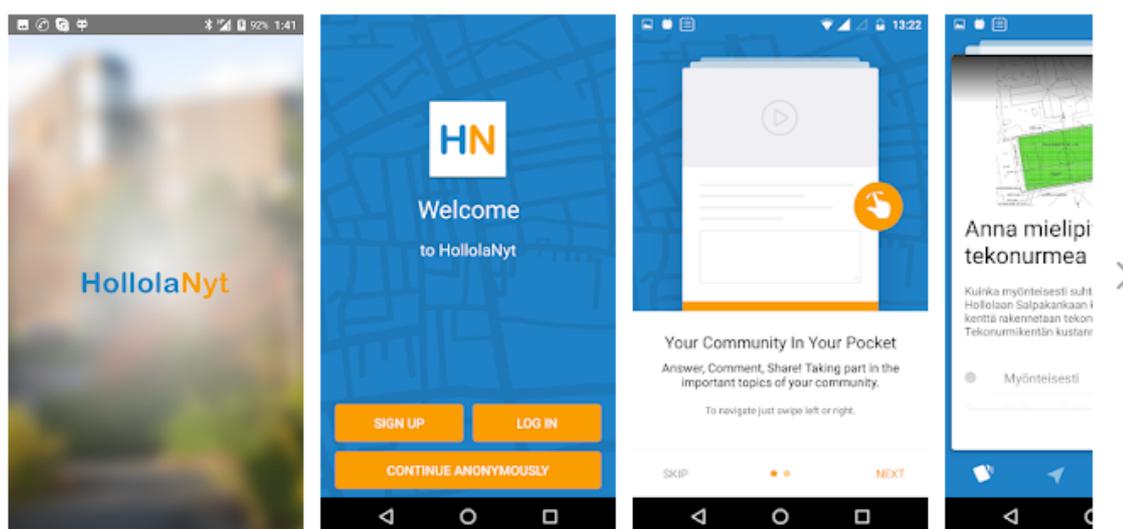


FIGURE 11. HollolaNyt application user interface (Google Play).

The first phase of the area planning was implemented by students of Lahti University of Applied Sciences, who were studying urban and interactive development in their master studies. These students took part in the workshops and they got the survey results from the online surveys as an input of their work.

6.3 Surveys for the residents and the local companies

Two surveys were carried out for the residents and the companies before the first participatory workshop. The purpose of these surveys was to reach as many Hollola residents from various age groups as possible, and get their opinion of the current phase of development of Salpakangas municipal centre. The local companies were another target group of the surveys.

Another one of the survey implementations was the mobile application HollolaNyt. HollolaNyt is an application for gathering the opinions for the municipal development. The questionnaire was open for the period 27th March – 10th April 2017. The application has been actively used among the Hollola residents. 75 persons answered in the questionnaire with the HollolaNyt application. Another part of the survey was implemented with the Webropol web survey application and it could be answered in web page form. This version of the survey produced 64 answers. The web survey was promoted in the Hollola municipality web pages. HollolaNyt promotes itself through the ongoing surveys for the users that have installed the application in their smartphones.

Both digital survey implementations contained same questions (Appendix 1). The target was to get information on the key issues in the area planning. At the same time, the questionnaire was designed to be short enough so that the respondent would complete it. A summary of the questionnaire results was reported to the municipality authorities before the first workshop.

6.4 Participatory workshop for residents

The first participating workshop was held on April 4th in the Hollola municipal building. The workshop was advertised in the local newspaper and in the Hollola municipality web pages. The workshop attracted about ten residents to attend. The group was a rather small but very active. There were also authorities from the municipal administration and other people who were involved in the planning phase of the project.

Participants of the workshop were first briefly introduced to the project and the targets of the workshop. Also, the web survey results were presented. In the workshop room, there were three working points with different themes. The themes were transportation, environment and services. Each of the theme points had support questions, like: “Which is the most popular route you are using? Why this one?”, “How often do you use various services in the area?” and “What is your favourite spot in the area?” The facilitator of the workshop asked also these questions if needed.

The workshop participants were encouraged to move freely between the working points and give their input in them. The way of the working was to write opinions on post it -notes and put these notes in the large maps and in the aerial pictures of the planning area. In the Picture 1 participants are working with map of the area.



PICTURE 1. Participants specifying ideas in the first workshop (The author).

The participants worked actively and there were also lot of good conversations between participants about issues that mattered to them. The roads and the paths for the walking and the cycling seemed to be the top issues of the conversations. For example, there are lot of pupils from local schools passing the central area in school days walking or cycling. Also, the natural area (a huge kettle hole formed during the Ice Age) in the middle of the planning area was a matter close to the heart of the many of the participating residents.

6.5 Results from the research phase

6.5.1 Reaching the residents

The results from the web survey and the smartphone application HollolaNyt were combined and compared. There were 75 responses in the HollolaNyt questionnaire and 64 responses from the web form questionnaire.

There was a little variation in which of the age groups used the web survey and which of them used the mobile application, Figure 12. The age group 30-44 was the most active in answering and they mostly used the mobile application. The elderly population seemed mostly to use the survey on the web site.

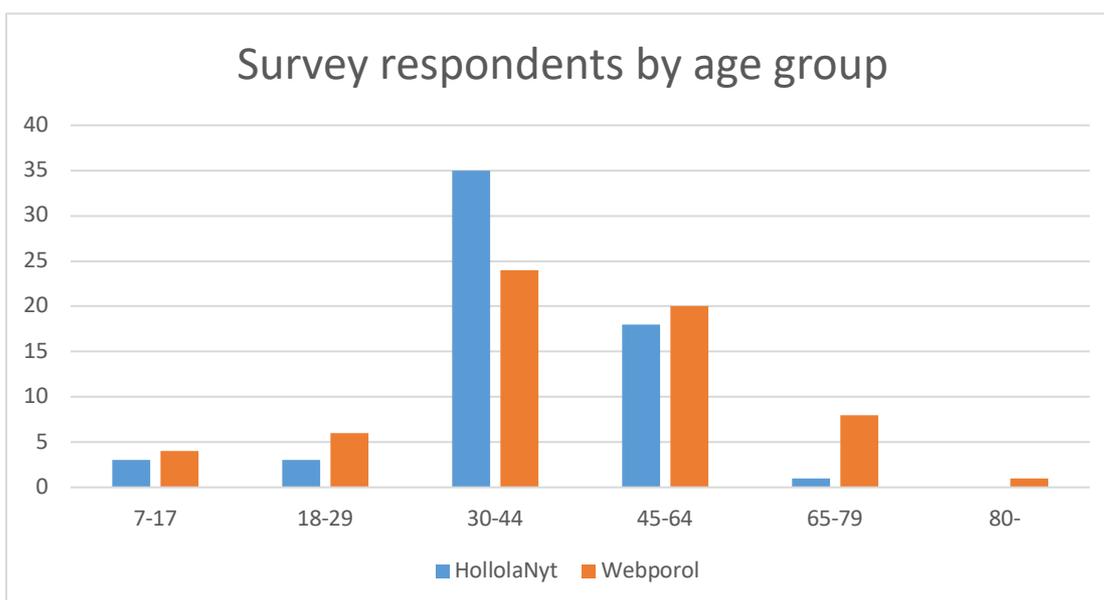


FIGURE 12. The age distribution of the survey respondents.

The first participatory workshop reached a small group of residents. These were all active people in the workshop, but they represented mostly the same age groups that answered the questionnaire too. Most of the participants in the workshop were between 40-60 years of age.

6.5.2 The key findings of the digital surveys and the workshop

The participatory workshop and the survey results gave very similar results. The same issues emerged in both. Key findings of the themes were

Mobility

- The main walking road has been recently disjoint and there are temporary transport arrangements because of the construction site of the shopping centre. These arrangements complicate getting around.
- The pedestrian and bicycle paths are mostly wide enough and comfortable to use.
- 74% come to the centre with their own car, 38% by walking, 27% by bicycle and 8% by bus.

Services

- The most popular service that is used in the centre area was the grocery. Also, the pharmacy, the post office, hairdressers and the library were popular.
- The main reason to drive into the larger town of Lahti is for clothes shopping.

Environment

- There are no proper signs in the centre of the buildings and the services. The traveller does not know how to arrive and find the Hollola centre because there are no signs on the main road.
- The library was considered as the most comfortable place.
- It was hoped that the market would have more activities and events and less disturbances.

6.6 The planning phase

During the planning phase students of Lahti University of Applied Sciences, who were studying urban planning in their master studies, made plan proposals in groups. There were six groups that had three to five members in each of them. Students used as background material the data that was gathered in the user research and in the workshops. The target of this planning phase was to get material for the final planning of the area. The plan contained, for example, concrete suggestions on development of parts of the area.

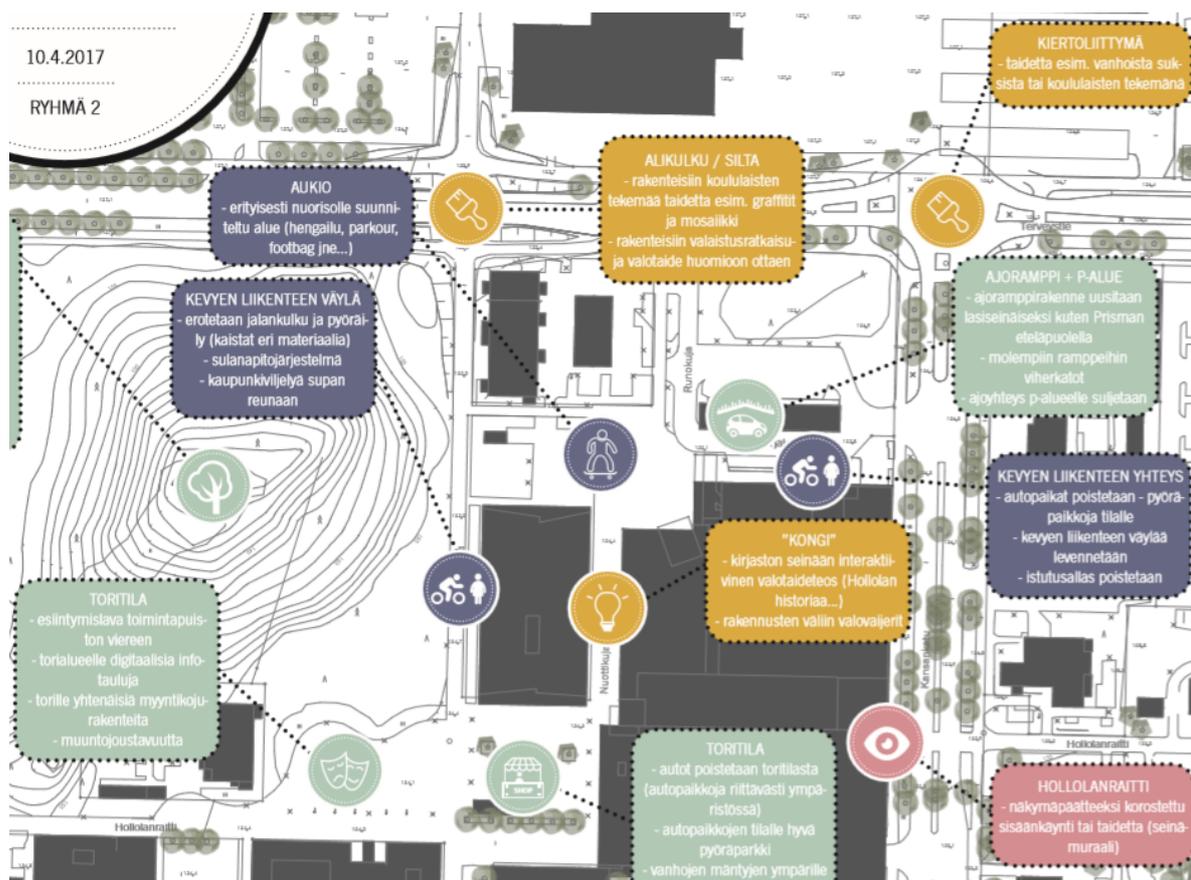


FIGURE 13. A part of plan suggestion of student group 2.

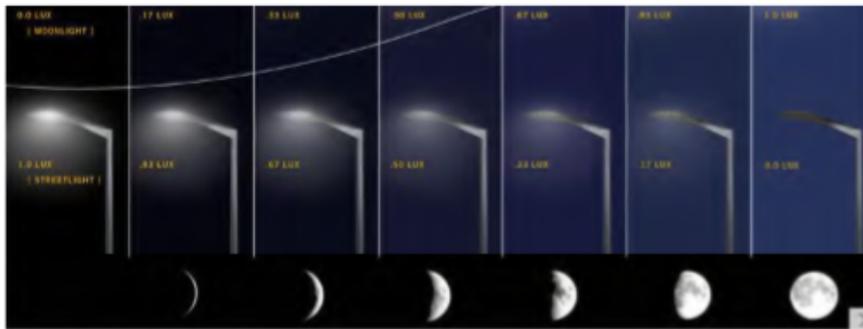
Figure 13 presents the plan suggestion from student group 2. This group suggestion contains some special solutions for pedestrians and cyclists. There is a defrosting solution for the main walking and cycling path. This path is also separated into two parts for the different types of user. The market place area is cleared of the cars and the area is transformed into a flexible space for happenings and sales events.

Some of the groups made also visualisations of the implementation of the ideas. In Figure 14 is part of the plan from student group 3. This group made fine visualisations of the lightning solutions for the area. The lighting is made energy saving with an adaptation to the daily rhythm. The lighting helps also pedestrians to move more around safely in the area.

4. Lighting Solutions

Smart lighting for pedestrian crossings

SmartWalk (crosswalk lighting) is an intelligent lighting solution that significantly improves the visibility of pedestrians at street crossings. A pedestrian who is about to cross a street pushes a push-button, placed next to the pedestrian crossing, triggering the lighting to brighten to full illumination level for 20 seconds. The solution can also be implemented using motion sensors. The bright lighting at the crossing notifies the vehicles of the upcoming pedestrian crossing and enables the driver to see the pedestrians earlier. SmartWalk (crosswalk lighting) is an excellent solution for pedestrian crossings near schools, day cares, nursing homes etc. for places that could use the extra attention to ensure the safety of pedestrians.





Solution for playgrounds, parks and sport fields.

SmartMotion lighting □ ensures desired amount of light at desired times. The dimmed lighting in a park or a sport field brightens up when the motion sensor detects movement.

Adaptive wireless lighting without additional cabling

- Light is dimmed or switched off, when there are no users in the area.
- Lighting is triggered by a wireless motion sensor.
- Dimming the luminaires increases their lifespan.
- Reduction of energy consumption of unnecessary lighting.

SmartMoon lighting □ The lighting is dimmed or switched on according to the brightness of the moon's light.

FIGURE 14. Plan suggestions of the student group 3.

6.7 Participatory feedback workshop

The second participatory workshop was a feedback workshop to validate the plan proposals of the students. This workshop was announced in the same way as the first workshop in the local newspaper and on the municipal website.

The feedback workshop was organized in the same place as the first place, Hollola municipal building May 15th. This time more participants arrived on the scene, there were about twenty participating residents.

The workshop agenda contained first an introduction to the status of the whole renewal project (Elinvoimaa Hollolaan) and then an introduction to the all six plan proposals. One of the groups is representing their solution in Picture 3.



PICTURE 3. A student group presenting their proposal plan (The author).

The six plans were placed in different spots in the meeting room. The workshop participants were then asked to walk around and visit all the various teams' demonstration points and comment on the plans

Picture 4 shows the interaction between the plan designers and the participants. The discussion of the plan suggestions was very lively and the proposals received enthusiastic receptions. The student groups gathered comments on their plans. There were even

some children participating in the workshop with their parents. The children were especially excited about the green roof solution and a proposal for a pathway that was located in the air over the buildings.



PICTURE 4. Students gathering feedback from the workshop participants (The author).

The comments received for the plans were collected to be used as input for the final design phase when the master plan for area is made.

6.8 Conclusion of the participation in the project

The participation was carried out in the project in two ways: questionnaires on the web and with the participation in the workshops. The questionnaire gave quantitative data from 139 respondents. The survey results were collected over a 2 week period. The survey

contained both multiple choices and freeform fields, so it gave both quantitative and qualitative results.

The results gave the answer to the choice of the modes of planning of the mobility, the needs and desires to use the marketplace, the green area usage ideas and the needs of both commercial and the public services. The respondents gave a lot of informal feedback, that made the study results more usable. The number of respondents is still too small to say that the results could be statistically reliable in the multiple-choice questions.

The shortcomings of the study were that there could have been more respondents from the young age groups and entrepreneurs from the area. This shortage could have been redressed by some interviews with the local entrepreneurs and a separate questionnaire for the local schools.

Another way of participation in the project was the workshops for the residents. These workshops worked well as participation tools, the workshop participants were active and there was a good development of the ideas in both the workshops. The weak point of this way of involvement was the number of participants in workshops. Especially in the first workshop there were only a few participants, and the participants mostly represented the group of middle-aged residents. Involvement of the young generations was missing in this type of participation activity. The workshop location might have been a key problem for the lack of participation. The municipal building is not a very lively place, the library nearby seemed to be a far more popular recreational spot.

The participation gave answers to the research questions that had been stated in the beginning of the project. These questions were the traffic and movement, the market place renewal planning, the green area usage ideas and the needs for services. The results seemed to be reliable, because these answers were very similar results in the survey and in the workshop. The similarity of the results shows that results of the research phase were sufficient to start the area planning.

7 CONCLUSIONS

Participation is a way to reach the residents and stakeholders needs in urban and land-use design and in the planning processes. In Western Europe, in democratic countries, there should be no obstacles to inclusiveness. It is, nevertheless, not easy to find out the adequate level of participation. There may be various levels of willingness to use and exploit the participation in the public-sector units.

Participating is a topical issue as it helps people through new ways to have impact on society as an active citizen. New tools have emerged in the past decades for the participating process: the digital tools and the methods of user-centred design and service design. With the help of new tools, participation enables the urban and area planning processes to become more streamlined. The beginning of the transition from the handling of complaints into the consultation of stakeholders and residents in the urban planning can be seen.

The participation case presented in this thesis, the participation in Hollola, achieved the results that are clear development objectives. The workshop participation was rather low, but the questionnaires supported the workshop results very well.

It is not simple or clear how to use the results of the participation in the design and planning process. There should be clear principles in public organizations for how the results are used and how the input and the ideas are restored for future use. This does not mean that the participation could not be carried out each time with the best suitable methods.

The obtaining of the residents and the stakeholders into the participation process is crucial to the quality of the design results. If all the resident groups are not represented the outcome may be distorted and too much weight is put on single groups' opinions. Taking advantage of multiple means of participation at the same time will improve the outcome. For example, combining personal interviews with a digital work tool.

In the Hollola case all the stakeholders and age groups of the residents were not reached. Most of the web questionnaire respondents and the workshop participants represented the age groups of middle-aged people and senior citizens and the future adults were not reached. With a longer time spent on the participating there could have been more involvement in the local schools and even in playschools. Another group that was missing in the involvement events were the local entrepreneurs. The reason why the entrepreneurs did not participate is not clear, but interviews might have been held to find out the opinions of this stakeholder group.

Quality and measurability of participation are important issues to find out the sufficiency and comprehensiveness of the participating process. The inclusive organization should set objectives at the beginning of the participating process for how to measure the attaining of the goals of the participating process. This helps the organization to develop the participation means and make the participation into a continuous approach.

The modern participation methods and new technical solutions may enrich the results and the impacts of the participation processes. There has been identified many positive social impacts and strengthening public confidence in the public sector with the help of participation. This means that, if the future progress of the increasing amount of the participation is going to happen, there will be more and more satisfied residents and public operators.

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APPENDIX

Hollola, The resident questionnaire

Transportation

How do you arrive to the municipal centre most often?
(multiple choices possible)

- Car
- Bus
- Hoppa service transport
- Moped or moped car
- Bicycle
- Walk
- Something else

What kind of improvements do you want to make to the transportation facilities?

Services

What are the most important services in the municipal centre to you?

What services could there more in the centre?

Environment

Is the municipal centre of Hollola now (one choice)?

- Comfortable
- Reasonably comfortable
- Not at all comfortable
- I cannot say

What do you find as the most comfortable place?

Are you satisfied with the green planting?

The market place

What kind of things (events or services) would make you go to the market place?

What do you want to be implemented in the improved market place?

Profile

Age

- 7-17

- 18-29
- 30-44
- 45-64
- 65-80
- 81 -

Gender

- Female
- Male