Win-Win-Solutions in Spatial Planning in Germany

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Solving conflicts in spatial planning with the help of a new cooperative approach is a strategy that is often cited but not frequently practised in Germany. In fact it is not quite clear if the bewitching phrase 'Win-Win-Solution' will be more than just a marketing slogan and actually help planners, politicians and involved citizens to create a better living space.

What are the Characteristics of a Win-Win-Solution?

A win-win-solution is the result of a discussion where all participating parties regard themselves as winners. An example: two cooks have a noisy quarrel over the last lemon in the pantry and all the shops are closed. Since the guests are already arriving, both of them insist on using the lemon – what to do? It would have been fair to share the lemon. However, the waitress finds the real motives and needs of the two cooks. It turned out that one of them needed the juice of the lemon to improve the taste of a sauce, while the other one wanted to prepare a dessert by refining a cake with the lemon peel. Now both of them can have an entire lemon according to their needs.

This waitress knew how to create a consensus: she was impartial and she appeased the conflict by first listening to both cooks. And then, she found out why both cooks needed the lemon. Another important condition is the fact that she did not agree too early to a simple and fair, but still suboptimal compromise. These strategies supporting successful negotiations in various fields of life are described in the book entitled *Getting to Yes* (Fisher, Ury and Patton, 1991). The chances of settling a conflict grow when

opponents are dependent on each other, and also, after the quarrel, have the imagination to search for new, perhaps unorthodox, win-win solutions (Fisher and Brown, 1996).

Would such an approach be helpful in spatial planning as well? Whilst in many political fields, negotiations are an adequate measure to settle conflicts, it is argued that they are of limited use in spatial planning because space is a finite. Therefore, conflicts regarding regional, urban and, especially, landscape planning become easily a public policy problem.

On the other hand, it may be possible to neighbour or even pile up spatial functions if intelligently organized. The possibility to change the 'win-lose game' of spatial planning into a 'winning game for all' increases where there are regulations to optimize land use and ensure fair balances between the positive and negative side effects of different options. In contrast to power-oriented planning strategies, planners try to break the classic win-lose game by means of consensus-oriented negotiation methods and integrative participatory planning.

It is hoped that win-win strategies for spatial planning and decision-making will improve the planning and decision-making processes in particularly difficult situations such as the regeneration of urban areas, or the

re-use of derelict land, and will also promote inter-municipal cooperation on a regional level where different interests collide.

In a research project for the federal state of Baden-Württemberg[1] a methodological framework was developed and applied to analyse the different stages in win-win planning processes and identify the key factors for its success.

This paper will present the main findings from this project and discuss the potential of win-win strategies for spatial planning.

Case Study: Urban Intensification in the Lohfeld Area of Karlsruhe

In order to make the win-win approach useful for planning methodology, it is helpful to analyse examples of real life planning procedures where a consensus-oriented strategy has led to solutions. The following short description shows a typical challenge for urban planning in Germany today. It is characterized as a complex impasse situation and an actual attempt to deal with the interests and contributions of local residents, groups of stakeholders, politicians and planners. The authors chose this example to demonstrate how planners tend to control the process of planning but also begin to open it to stakeholders and citizens.

During preparations for a national public garden show (*Bundesgartenschau*) in 1995, the city of Karlsruhe in the Rhine valley (south of Germany) planned an urban reorganization in the eastern parts of the city. From a planning competition, a basic city development plan was created which provided a strong re-intensification in a part of the inner city, the area of the Lohfeld. Lohfeld is characterized by two-storey row houses and gardens from the 1920s that had been destroyed during World War II and rebuilt thereafter by using cheap building materials. The area is provided with good public facilities, but suffers from defective building construction, for example the walls are moist in many homes. The land belongs to a municipal housing society, headed by the town planning mayor of the city. The society planned to pull down the housing because of its poor condition and low sanitary standards and to build in its place new 5–7 storey houses according to a development plan which had not yet been approved by the city council. Existing leases with inhabitants were not extended and they were offered flats elsewhere in the city to replace their existing houses.

Some residents founded a citizens' action committee demanding the preservation of the settlement because of its unique value, the public open space in the area, and the inhabitants' social solidarity. Instead

Figure 1. The Lohfeld settlement in Karlsruhe.

of settling in the suburbs, young families would have the chance to live close to the city. The committee also referred to the aims of the federal and the state governments' programme 'Social City' started in 2001 in Karlsruhe, which is striving for socially-oriented urban redevelopment. The municipality wishes to keep those young families within the city borders rather then let them move out to the suburban region and so lose them as citizens. The group obtained support from members of the Green Party on the municipal council.

The municipal council agreed to re-examine the city's development planning concept by means of a cooperative planning procedure. The aim was to weigh all arguments in the debate and gain, if possible, new ideas for the settlement. A jury was formed of six experts with two representatives each from the city of Karlsruhe and the housing society and two external town planners. Apart from the Lohfeld settlement itself, two neighbouring estates for private and industrial use were also included in the procedure in order to enlarge the number of possible win-win solutions. The following debate with stakeholder groups focused on a wide range of options, ranging from total demolition to full preservation of the site. However, the proposed solutions must also meet budgetary controls.

The concept included a gathering with all citizens interested in the case and a three-day planning workshop with five private consultant teams invited officially by the city of Karlsruhe. One of the architect-planner groups was nominated by the citizens' committee. The procedure was facilitated by the town planning office in cooperation with an external communication management team.

During the opening meeting all relevant problems and wishes of the inhabitants were taken into account. In the evening of the second day the proposals of the competing teams were examined and discussed for the first time (figure 2). Apart from the jury experts, the citizens' committee and other stakeholder groups were invited. They gave their feedback before the end of the competition.

On the third day, the strengths and weaknesses of the competing proposals were evaluated by the jury and the results were presented to all interested citizens during a public forum. All results, evaluation lists and records obtained during this procedure were

Figure 2. Discussion of the concepts during the intermediate round. (*Photo:* City of Karlsruhe).

handed over to the municipal council for further discussions and the final municipal decision upon the case.

The preservation of large parts of the settlement respecting the low building density in some parts and the creation of a central green axis was recommended and could partly be compensated by an intensification of the neighbouring areas. This intensification at the edge of the site should prevent noise pollution from a busy road. The expert jury and most of the members of the municipal council agreed to this solution.

Analytical Framework with Four Components for Win-Win Examples in Spatial Planning

The use of four different analytical components helps in understanding the conflict and identifying conditions for win-win solutions in spatial planning. These components refer to the analysis of:

I. The opening stages of the decision-making process in order to understand the narrowness or broadness of the options to decide on;

II. The invitation to citizens and stakeholder-groups to participate;

III. The handling of the different strengths and weaknesses of the key actors in the negotiation situation; and

IV. The process of adopting the solution by a legitimated body.

Analytical Component I: Context and Goodwill

The *Win-Win Concept* is opposed to the classic approach of bargaining which is still preferred in politics and administration. Ducsik (1978, in Armour 1991) described the phenomenon in a way that, in the planning stage, decisions are at first taken in a small insulated circle of experts. When these decisions have been made public, they have to be defended against protesting citizens.

This planning approach 'Decide – Announce – Defend Approach (DEAD)' is practically 'condemned to death' in a society of self-confident citizens.

Spatial planning conflicts are multi-party problems with a rather specific and complicated structure that has to involve groups with quite a different degree of inner-organizational standards. Susskind and Altermann (1995) describe the following conditions for mutual gains:

• There must be a pressing need of cooperation between different parties. For example, the interested parties will have to cooperate in the future after the negotiations and are therefore interested in maintaining a good relationship.

• They refrain from claiming their position by means of power and can do this without losing face. The aim of the negotiations is a consensus and no suboptimal solution.

• They openly reveal their real interests instead of hiding behind arguments, which correspond apparently to public welfare, but in reality are only geared towards succeeding with their personal interests ('hidden agenda').

• The consensual agreement between conflicting interests is achieved by creative proposals, but also by 'enlarging the cake to be distributed' (compensations).

• A strong commitment to and support of the negotiated solution is expected from all parties contributing to the project.

What were the General Challenges in the Lohfeld Case to overcome the DEAD approach? The Lohfeld settlement is located in the eastern area of the city of Karlsruhe. The neighbourhood became more and more visible to citizens and politicians because it was chosen as a case study within the 'Social City' programme of the Federal Department for Spatial Planning. If a new approach to urban regeneration could not have been adopted here, this would have been a great
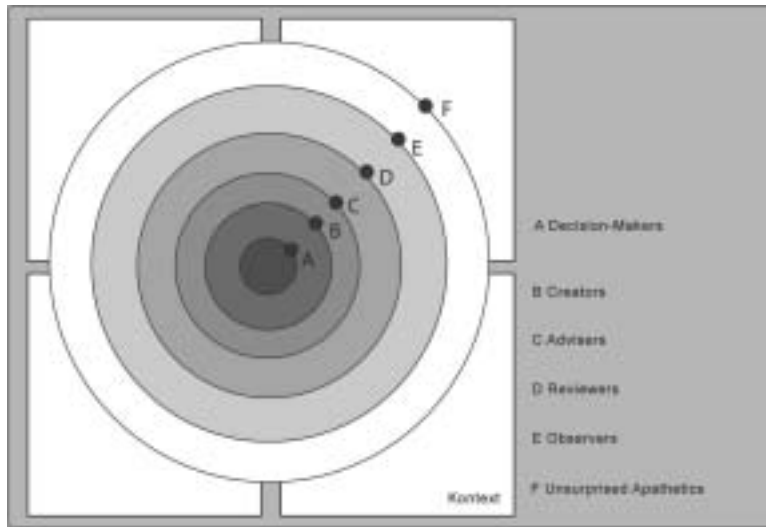
Figure 3. Orbit model. (Source: Aggens 1983, p. 195)

failure in the eyes of the citizens. Some further conditions helped the adoption of the win-win concept in the Lohfeld case:

• In Karlsruhe the conflict was also driven by the political parties. Some of the political key actors pushed the case but they also suggested a new approach to break the impasse.

• The real interests of the key actors were very clear. The question was whose arguments were better to convince the housing society and the municipal council.

• Chances to find new solutions were created by enlarging the planning area to include the adjacent settlements as well as by inviting five planning teams in to produce new ideas in a planning competition.

• The city council, the landowner and the families must all contribute to the new solution in question.

Analysis Component II: Involvement of Politicians, Administration, Landowners and Citizens

In order to find win-win solutions in land-use management and to discuss them in public, the opponents and proponents have to be involved in the conflict. A special characteristic of many planning conflicts is the fact that negotiations and decisions take place behind closed doors. A close cooperation between landowners and administration during the planning process without informing citizens about the procedure is a common situation in conventional planning approaches. The main target of a mutual-gains approach, on the other hand, is also to involve those who feel concerned but are not organized or ready to step into the process (figure 3).

Aggens (1983) proposed a model for characterizing possible key actors (Fig. 3), depending on to which extent they can become involved in a project. Similar to orbits in space, the protagonists are situated at different distances from the 'centre of action'. Closer orbits are characterized by a higher level of energy and responsibility. The observers in an 'outer' orbit are less involved, and are only marginally interested in the decision-making. The closer they are to the core of the conflict, the more they try to influence the decision. The more distant they are, the less they are interested and the more efforts must be made to involve them in discussions (Aggens, 1983).

Even if a planning project is open to

everybody, the 'unsurprised apathetics' still cannot be motivated. One has to accept that not everybody wants to discuss all matters of the community. But the bigger the circle of people involved in the case the more control will be felt by the internal body and they might search for better arguments with regard to the public welfare.

Who was involved in which Orbit in the Lohfeld Case? Looking more closely at the participants in the Lohfeld project reveals that indeed nearly all orbits are 'occupied' (table 1). The landowner and the politicians of the council of the city are situated in the centre of the orbit. Citizens and stakeholder groups find themselves in the same orbit as experts close to the centre. While this increases their chances of being heard it does not guarantee that they will get through with their arguments. Like the experts they still have to accept a legally binding decision against their advice. That is why facilitators try to communicate very clearly that they must give reasons and find resonance.

Analytical Component III: Exchange of Social Resources

Apart from economic resources (i.e. exchange products or money), and natural resources (i.e. clean air or landscape), 'social resources' are described as social values or possibilities of influence for social groups or actors. This wider definition can provide the means to obtain influence, succeed with personal interests and, last but not least, determine social developments. Similar to natural resources, social resources are a direct means to an end and, on the other hand, a potential or 'dormant capital' which has to be recovered and transformed to make it useful. The use of social resources is understood as an exchange process, 'to give and to take'. In order to convince some negotiation partners to gather at a round table, it is necessary that the disputants (landowners as well as citizens) accept their own relative weaknesses and strengths. The following factors of influence are regarded as social resources (Coser, 1965; Lowi, 1967; Renn and Webler, 1994):

• *Power* signifies the possibility to impose one's will upon others, and so force them to accept the measures taken.

• *Money* is, in a capitalistic society, a necessary and helpful means to reach objectives.

• *Social prestige* is also an influential factor in a media-oriented society.

• The commitment *to values* refers to a high level of moral competence. If a person or group is convinced about a matter, pursues this goal with a stringent strategy and if this aim is generally approved by society, this can have a strong influence.

• *Knowledge* or *evidence* is an important factor considerably shaping life in modern society. Greenpeace, during the conflict with the Shell company over the sinking of the Brent Spar (1995), was very successful without having much power or money, but with the public's

Table 1. Identified groups at different orbits in the Lohfeld case.

Orbit	Protagonists
Decision-makers	Municipal council, housing societies
Creators/planners	Responsible Experts of administration
Advisors	Architects teams and Expert jury, Citizens' committees and stakeholder groups, Facilitators
Reviewers	inhabitants, citizens of the neighbourhood and eastern part of the city
Observers	Citizens of Karlsruhe

support and the general claim that waste cannot be deposited in the sea (valued-based argument). Considering that, the force of explanation of this concept is significant.

Who obtained which Social Resources during the Conflict in the Lohfeld Case? During the conflict concerning adequate densities and building patterns for the Lohfeld settlement, social resources were mobilized (table 2). Politicians of the municipal council had political power and the housing society, as owner of the real estate, had the powerful right of veto. All other conflict partners depended on other means.

Although several parties hope to obtain social prestige, only the citizens' committee used the resource of obligation to values with resonance in the media. Attention in the public media seems to be a typical modern social source of influence.

A special type of 'professional knowledge' – creativity – is used in architecture and urban planning. Competitions help to find ways out of the impasse with new ideas. Gaining new ideas with the help of competing teams needs on the one hand a closed shop atmosphere. But, on the other hand, it is possible to open the workshop for some defined feed-back rounds in the design process as it was in

Table 2. Social Resources in the Lohfeld case.

Protagonists	Resources
Political parties of municipal council	Power: Political decision striving for alternative town planning solutions
Administration staff	Money: Availability of means and staff for a cooperative procedure (eventually also in the municipal council)
	Knowledge: Preparation of conclusive tender documents, control of the achieved town planning possibilities
	Knowledge/creativity: New procedure for participation in competitions (feed-back-breaks)
	Social prestige: Gain of image by opening the procedure
Housing society	Power: The housing society strives for a mutual solution with the municipal council
	Money: Availability of means for a cooperative procedure
	Evidence: Knowledge about economical capacity of the different approaches
	Social Prestige: Gain of image by agreeing to this procedure
Expert jury	Knowledge: Judgement of town planning quality of different concepts
Architect offices	Knowledge/creativity: Achieving new solution approaches
Civic action group	Social prestige/Attention: Strong response of press, influence on municipal council by peaceful cooperation and argumentation
	Value binding: Reference to social unity of the inhabitants and to the aims of the joint 'Social City' programme of the German federal state and Baden-Württemberg
	Knowledge/creativity: Achievement of new solutions in an architectural competition
Citizens	Social Prestige: Recognized representative of the citizens' interests towards administration and politics in the neighbourhood
Interested citizens of the city	Social prestige/attention: Showing interest in the development of their neighbourhood by attending meetings and expressing wishes

the case of the Lohfeld workshop. Table 2 summarizes which social resources were mobilized by the different parties involved in the Lohfeld case.

Analysis Component IV: Arena of Discourse and Project Management

The metaphor of the arena is a kind of 'role and seating plan' (figure 4). The protagonists in the centre of the arena have social resources which they exchange between each other. The arena model helps to clarify the protagonists' relations and to estimate the resource mobilization potentials (Renn and Webler, 1994). For instance, the nuclear power debate as well as conflicts in the chemical industry and in waste treatment have been explained using this model (Kitschelt, 1980; Renn and Webler, 1994; Renn and Hampel, 1998).

The 'game' between the protagonists in the arena is 'managed' by a regulating body. Response amplifiers, for example the media, translate what has happened to the excluded public, and are the source of the mobilization of resources. In the end, a decision-making body suggests binding regulation, which all actors have to accept. The conclusion would be an agreement or a contract between the conflict partners representing the basis for a common implementation of the agreements.

This model does not exclude the social environment of a conflict. Negotiation results must be valid and comply with the legislation, otherwise they cannot be accepted. The arena model allows the negotiation model to be connected to the social and political-administrative decision-making procedure and shows that active management is needed.

Many studies show that involvement of professional facilitators is a key factor in successfully opening up and steering a planning process to become a truly participatory planning approach. The growing complexity in participatory planning can only be managed by requiring new professional services (project management, facilitation or mediation capacities). This will cost some money but it increases the chance to gain a true win-win solution.
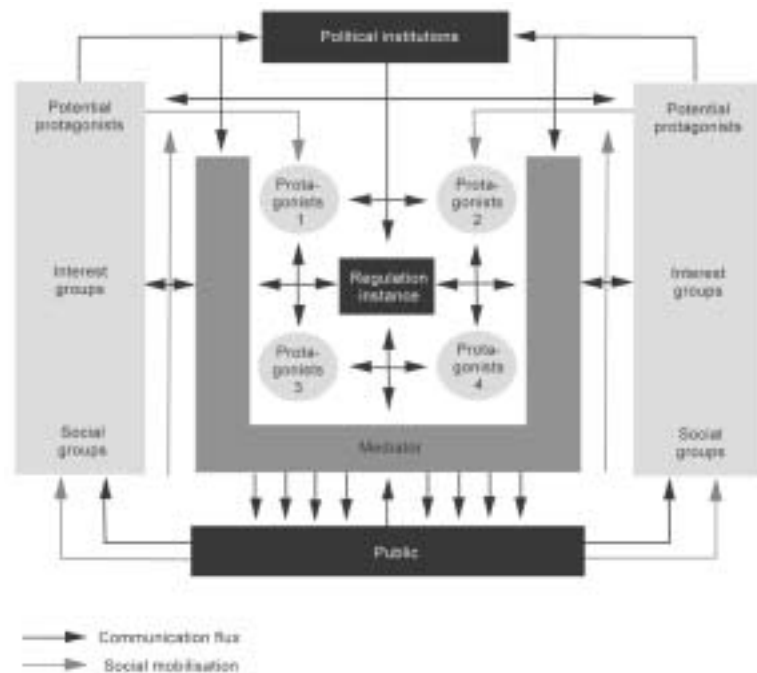

Figure 4. Arena model to overcome planning problems. (*Source:* Renn & Webler, 1994, p. 28).

The following stages have to be managed as efficiently as possible in order to avoid new conflicts resulting from inadequate procedures (Oppermann, 2001) (figure 5):

I. The initial stage of a project;

II. The stage of the negotiations offering a discourse or a dialogue;

III. The stage of the discourse and the conflict resolution itself; and

IV. The stage of political decision, practical transfer and realization of measures.

I. *The initial stage of a project.* The initial stage helps to establish the negotiation as a supplementary element of the formal decision-making process. During the 'negotiation with the aim of negotiation' the circle of participants is small and not identical with the addressees of discourse. Furthermore, the project cycle shows that, before beginning with the negotiation stage, the partners must first be prepared for the negotiations.

II. *The stage of the negotiations offering a discourse or a dialogue.* These activities include dialogue for the de-escalation of a conflict, consideration of who will join the round-table discussions as well as the statement and reasoning for the exclusion of parties. The main rules of conversation are established here, though there can be changes at a later stage. The entire project can fail in the first stages without having even started.

III. *The stage of the discourse and the conflict resolution itself.* In the conflict stage itself, factual issues must be clarified, creative solutions must be found and the binding force of a possible result must be agreed in advance. This means that, besides finding consent between the negotiation partners, it is also important to increase the chances of agreement by the supporting groups outside. It is surprising that, in spite of these far-reaching conditions for success, real life planning cases show that pragmatic solutions can be worked out in round-table discussions.

IV. *The stage of political decision, practical transfer and realization of measures.* In principle, the stage of transfer is nothing else but the re-introduction of the informal results of the project into the formal binding decision-
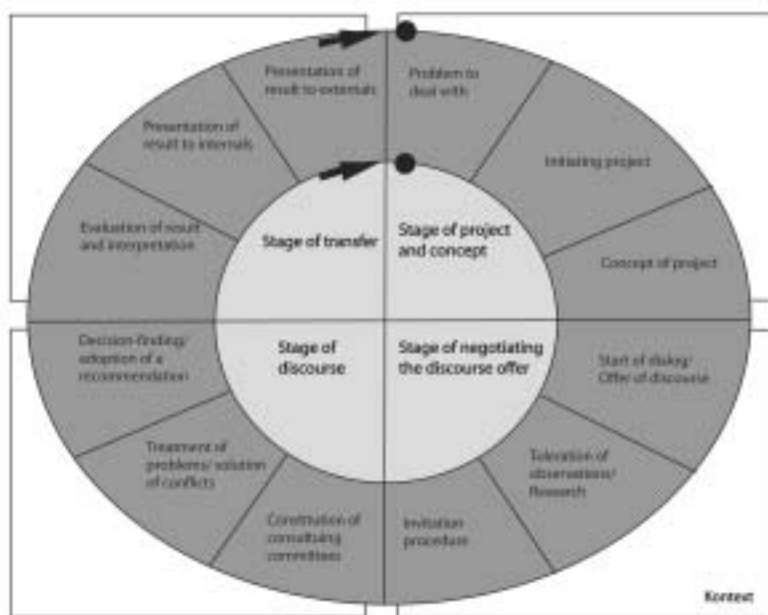

Figure 5. Cycle of project stages of aparticipatory project. (*Source:* Oppermann, 2001).

making process. For this reason, during this stage, the results obtained can again be put into question and discourse projects are liable to possible failure.

What happened in the Different Negotiation Stages in the Lohfeld Case and which Arenas have been constructed for Negotiations?

According to the different project stages not one but several arenas of negotiation can be observed in the Lohfeld case:

Stage I: Initiating the project – Arena in the public debate. Since the Lohfeld belongs to the 'Social City' programme the citizens' committee used the first project meeting to state clearly its request in public. The head of the city's planning department attended the meeting and promised to take care of the requests arising from these activities. In the following weeks the citizens' initiative tried to increase the political and moral pressure which was already imposed by the print media. Thereupon, the municipal council decided to examine the town planning concept in a cooperative procedure. Financial resources of the programme were used to fund the necessary facilitating services.

Stage II: Negotiation about discourse offer – Arena within an internal committee. Internal discussions took place between the administration and the housing society to find an appropriate procedure, considering all interests. The subject of these discussions was the question of how the settlement can be maintained (zero option yes or no) and the tender text for the planners' workshop. The citizens' committee was included in this step. Their request concerning the maintenance of the settlement edited in their own brochure was attached to the tender text. Thus, the participating architects were aware of all stated interests concerning this procedure.

Stage III: Discourse – Arena of a competition which was partially open to the public. The real stage of discourse took place in a creative workshop where the public was not admitted,

though everybody was informed by public meetings. The negotiation arena was mainly shaped by the exchange of information and by the discussion of ideas generated by the participating teams of architects. First solutions were accessible to a part of the public (representatives of the citizen groups and initiatives) during an intermediate presentation.

Stage IV: Transfer – Arena within a committee of internal and external experts. The results were presented and discussed in a non-public meeting of the municipal council leading to a discussion regarding further action based on the different solutions and on the concept preferred by the experts and the administration. Finally, the administration was instructed to follow up the preferred solution. The committee and the inhabitants of the eastern part of the city were informed about the results. The examination of profitability carried out by the housing society is based on this solution.

Discussion: Focus on the Outcomes and Quality of Results

Has a Solution been found in the Lohfeld Case and can this be regarded as a Win-Win Solution?

A planning solution for the development of the Lohfeld was found by the cooperative work of architects including the interests of different key-actors. From the town-planning, economic and social points of view this solution can be called a win-win solution (figure 6) as it takes the interests of all participants into consideration.

Nevertheless, the implementation might cause problems. The definition of 'preservation of building structure' still allows demolition as well as preservation of single buildings. The owner of the real estate has the right to decide what will happen to the buildings. The possibilities of utilization of the area are restricted by the municipal sovereignty. Only when the area is offered for sale can the citizens' committee buy and build upon the

Figure 6. The preferred solution for the Lohfeld settlement and neighbouring sites, designed by Gilbert and Holzapfel, 2002.

real estate as a co-operative and so preserve and redevelop the buildings. Until now, a final decision about the preservation of the buildings has not been taken.

Furthermore, a restriction must be made because so much attention was paid to a vociferous citizens' committee. There are also socially weaker inhabitants of the settlement who were not satisfied at all with their living conditions. Also foreign citizens did not express their interests.

Basically the scope of design of the city development plan and the municipal property were important factors in the project's success:

• Extension of the area to find solutions (inclusion of neighbouring areas) and inclusion of all options for solution (enlarging the cake);

• Concept of tender: openness with regard to a zero option paired with clear basic conditions;

• The citizens' committee had attended the discussions concerning the contents of the workshop, but had no voice with regard to the question of procedure;

• External moderation brought a clear concept and the documentation of all stated pros and cons of the matter;

• Transparency and credibility of the procedure: tender, selection of the planning offices, possibility of participation of the citizens' committee, semi-open intermediate presentations;

• Consent to the procedure between the participants in the conflict, acceptance of the procedure conditions by the citizens' committee;

• Preferred solution offered by a suitable concept and road map for transfer, openness to changing basic conditions (additional gain by creativity).

Conclusion

The example of the Lohfeld case shows that the analytical components serve to frame a conflict situation in urban planning and help to sort out chances for win-win solutions especially with the help of the social resource concept. In spatial planning the source of creativity and social attention are

worth focusing. The role of press and media, with their capacity to give social sources to citizen groups but also with the risk of underestimating the needs of publicity for less visible groups, cannot be underestimated in the field.

The quality of the result has to be evaluated not only by the parties concerned but also in the light of a broader social perspective. The deliberative overcoming of an impasse situation cannot be an end in itself and planning standards should not be put into question. The German planning law was developed on the basis of the police law with a strong legal order. Often, it is not clear where exactly the limit of legal compensation is reached, for example in case of an intervention into nature and landscape. Noise pollution caused by the traffic cannot be compensated by establishing recreational areas. Therefore, a win-win solution must be a professionally appropriate and future-oriented long-term solution.

If a small group of interested people agrees to a so-called win-win solution during round table negotiations, the critical question as to whether this solution was possibly found at the cost of third parties not involved in this matter must be addressed. These arguments lead to a critical evaluation of the chances of integrating the win-win principle to a higher extent and into regional and urban planning where the situation is even more complex because of the greater number of stakeholders and conflicting interests.

A possible way out of the dilemma is to divide the negotiation process into stages and create special arenas as, for example, proposed by Renn (Schneider, Oppermann, Renn, 1998*a,b*). In this way, negotiations should be conceived as participatory projects with a close relation to public political debates and in no case without expert knowledge. Therefore, a well-prepared invitation to target groups or individuals (organized groups, experts and non-affiliated individuals) and the gathering of these different votes in 'cooperative discourses' is recommended.

The administration and the politicians are in charge of representing the interests of those who may be very weak in the process. That is why many arenas are opened subsequently and for each arena a special grade of openness and transparency to the public seems to be adequate. Facilitators will also take the role of consultants for the setting-up of subsequent different platforms to gain ideas, to name criteria for competing solutions, to describe the positive and negative side effects, and to work as a secretary to promote consensus in a final document.

Apart from the doubt concerning the implicitly assumed qualities of a result (win-win), the character of the process of the win-win concept has to be taken seriously as the main objective is to meet the interests of different persons who could contribute to the realization of the outcome of a public debate. In this regard, win-win strategies are cooperative planning tools which do not always guarantee success. The marketing button 'Win-Win Solution' alone neither guarantees a result nor a success. But also if the result cannot always be a win-win solution, the negotiation model often offers good pragmatic solutions for individual cases. Although these solutions cannot replace a stringent guideline for town-planning politics, they can avoid a lot of trouble and stagnation in difficult situations.

The strategy of a consensus-oriented support of negotiations can enrich our planning system, at least in the field of informal instruments. Different arenas are open to citizens to varying degrees and the conflict partners who, therefore, have different opportunities at different stages of negotiation to mobilize social resources. If citizen groups can extend the level of involvement for laymen, find social resources, get access to important arenas, and give reasons and arguments for their position in the decision-making process, they can strengthen their position. If the represen-tatives of the city council accept the special knowledge of lay people, create open arenas for decision-making, and afford

the money to engage professional facilitators, they can turn the DEAD approach into a new cooperative planning approach at least with the potential to find win-win solutions.

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NOTE

1. The subject 'Win Win Solutions in Town Planning' is treated in the authors' research project. The state of Baden-Württemberg promotes the project 'Cooperative Management of Spaces between Economy, Administration and Citizenry: Problem Typologies, Reconciliation Potentials and Constellations of Protagonists' from the programme 'Programm Lebensgrundlage Umwelt und ihre Sicherung (BWPLUS)' – Programme: (Basis of living environment and its protection) which ran until March 2003 (Promotion number BWC 20023).