

2 - Urban Design for Multilevel Planning

Participation and Communication: Changsha Children Friendly City Planning, Design and Actions on Multiple Levels

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Abstract: The main social contradictions in China have been transformed into the contradiction between the people's growing need for a better life and the unbalanced and inadequate development. Citizen engagement on planning and design need to be boarder and deeper. Introverted, "top-down" ways are transforming into more open, communicative and participative approaches. In the making of CFC process, Changsha has gradually explored a set of method and tools in multi-level planning and design, which embeds communication and participation into three-levels: macro, meso and micro. Planning and design now pay more attention to each individual citizen in the city than to the abstract population indicators in the past. It is becoming a more open and democratic process, so that citizens have more ways of communication and participation. This paper hopes Changsha experience will be helpful to more communicative and participatory planning and design in the future.

Keywords: Participatory planning, Children friendly city, Changsha

1. Introduction

President Xi Jinping pointed out in the report of the 19th National Congress of the Communist Party of China (CPC): "As socialism with Chinese characteristics enters a new era, the main contradictions in our society have been transformed into the contradictions between the people's growing need for a better life and the unbalanced and inadequate development." The unit of Chinese society is family, in which children plays a central role. Many families' needs for a better life revolve around children. With the increasing level of urbanization, more and more Chinese families live in urban environment. Whether the city is "child-friendly" directly affects the life of every family, and is closely related to the "sense of happiness" and "sense of acquisition" of people.

In 1989, the Convention on the Rights of the Child was promulgated, which proposed that "children's rights" should be the core element of urban development. In 1996, UNICEF and UN-Habitat jointly proposed the International Child-Friendly Cities Initiative (CFCI), which integrates children's needs into urban planning and becomes an important guiding document for the creation of child-friendly cities. Since the launch of CFCI, more than 870 cities around the world, including London, Seattle, Copenhagen and Buenos Aires, have been certified by the International Secretariat of Child Friendly Cities by 2015.

At present, China is at the initial stage of the child-friendly city making. Increasing numbers of cities in China have begun to explore creation of child-friendly city, such as Beijing, Nanjing, Shenzhen,

Hangzhou and etc., as seen in Figure 1. In 2016, Changsha launched the creation of child-friendly city in an all-round way. Taking this as an opportunity, Changsha city improves the overall quality of urban living environment and attempts to construct integrated mechanism of reaching consensus, co-construction and Co-governance of government, community and the market. Changsha's child-friendly city creation aims to make the urban built environment more "temperate", urban governance more "people-oriented", and people's "sense of happiness" and "sense of acquisition" be comprehensively enhanced.

Public participation in urban planning has become an important part of urban planning development in western society since the mid-1960s. Public participation in urban planning is regarded as a basic right of citizens. In the process of urban planning, it is necessary to involve the broad masses of urban citizens, especially those affected by the planning content, in the preparation, discussion and decision-making process. Planning departments must listen to various opinions, and reflect them as much as possible in planning process and planning action. A truly comprehensive and complete public participation requires that the public be truly involved in the decision-making process of planning (Arnstein, 1969).

In the context of the overall transformation of the domestic society in China, urban planning communication and participation are also becoming an important part of urban planning development. Taking Changsha Children Friendly City as an example, this paper reflects the current situation of participatory planning in China, provides references for more urban communication-participatory planning, design and action, discusses and exchanges with international urban planning experience.

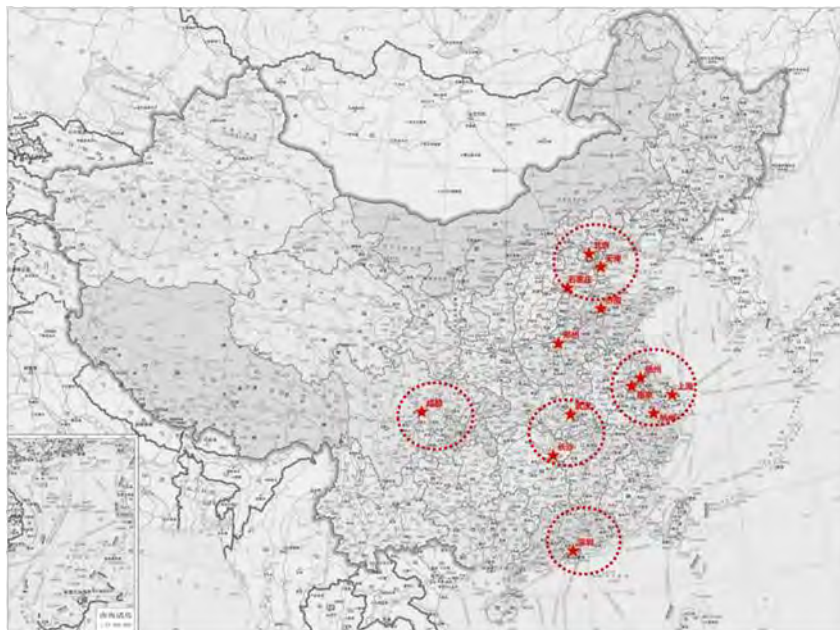


Figure 1 Chinese Cities in making of "Children-Friendly-City"

2. Children-Friendly-City making: Changsha's pattern

In the context of China, government, as the leading force of society, play an important role in guiding urban development. In the process of Children-Friendly-City making in Changsha, government also plays a leading role in initiation and organization.

Children-Friendly-City (CFC) making in Changsha is with characteristics of multi-dimension, multi-subject and multi-level.

(1) Multi-dimension: policy friendliness, space friendliness and service friendliness. Each dimension corresponds to a number of thematic actions, and each action contains a series of specific tasks.

(2) Multi-subject: creating a children-centered, integrated government, social institutions, communities, schools and families joint force, and establish a child-friendly "children plus" governance and service system.

(3) Multi-level: led by planning department, to create a multi-level planning system incorporating Children-Friendly goals, with introduce citizens (especially children) into planning and design actions at macro, medium and micro levels to communicate and participate into the overall process.

2.1 Multidimensional Children-Friendly Action

Children-Friendly-City (CFC) making in Changsha covers three dimensions: policy friendliness, space friendliness and service friendliness. The three dimensions correspond to a number of thematic actions, each of which contains a number of specific tasks. As seen in Table 1, Figure 2.

Policy friendliness is implemented in three aspects: urban strategy, policy evaluation and formulation, and child participation. Urban strategy refers to Changsha's declaration of Children-Friendly-City to the United Nations, which is an initiation to lead all aspects of CFC making activities.

Space friendliness is implemented in four aspects: demonstrate space system, education space system, living space system and traveling space system. The experiment and demonstration of children-friendly space system are carried out on the scale of urban and block space system, which contains "one demonstrate city area" and "two demonstrate blocks".

Service friendliness is implemented in three aspects: children's social welfare guarantee, public education service guarantee and children's friendly propaganda and promotion. The three actions correspond to health, education and culture respectively. Children-friendly cities not only attach importance to the shaping of physical space, but also pay more attention to all aspects of children's urban life, which are aimed to fully guaranteed and promoted.

Table 1 Action Plan for Changsha CFC making (2018-2020)

3 Dimensions	10 Themed Actions	40 Tasks
Policy friendly	CFC Creation Action	1. CFC Action Plan Framework; 2. CFC Declaration
	CFC Policy-making Action	1. Research on supervisory evaluation system; 2. Analysis of children's rights and interests 3. Guidelines for the design of CFC Space
	CFC Participation Action	1. Children's Conference Training; 2. Children's Friendly Logo Design; 3. Developing Children's Tour Map; 4. Children's Participation Framework
Space friendly	CFC Demonstration System Action	1. To Build a Demonstration District; 2. To Build Two Demonstration Blocks
	CFC Education Space Action	1. To Make 12 CFC Schools and Promote; 2. Kindergartens' Special Planning; 3. Compile Changsha Research Practice Map and Children's Contact Book; 4. CFC Reading Space Demonstration and Promotion
	CFC Living Space Action	1. CFC Parks Pilot and Promotion; 2. To Create CFC 15-minute Living Circle; 3. To establish 200 Maternity Room; 4. CFC Public Space Demonstration and Promotion
	CFC Traveling Space Action	1. To make 50 love & care zebra crossing line; 2. improve children's safety alarm system; 3. purify surrounding environment of the campuses; 4. establish CFC community protection mechanism; 5. CFC school path demonstration and promotion
Service friendly	CFC Welfare Action	1. Improve children's vaccines supervision and service systems; 2. Optimize children's health care resources; 3. Improve children's medical security level; 4. Improve protection mechanism for vulnerable children; 5. Strengthen child health care services and management; 6. Improve children's nutritional status ; 7. Establish community centers for women and children; 8. Promote child-friendly Enterprises
	CFC Education Action	1. Guarantee Children's Equal Right to Education; 2. Optimize the Internal and External Environment for Children Learning and Growth
	CFC Propaganda Action	1. CFC Promotion Action Framework; 2. Children Safety Guardianship Plan; 3. Initiative of Creating Child Friendship Cities; 4. Multi-dimensional Promotion of Children Friendship Cities; 5. Child Rights Protection Knowledge Training and Legal Promotion

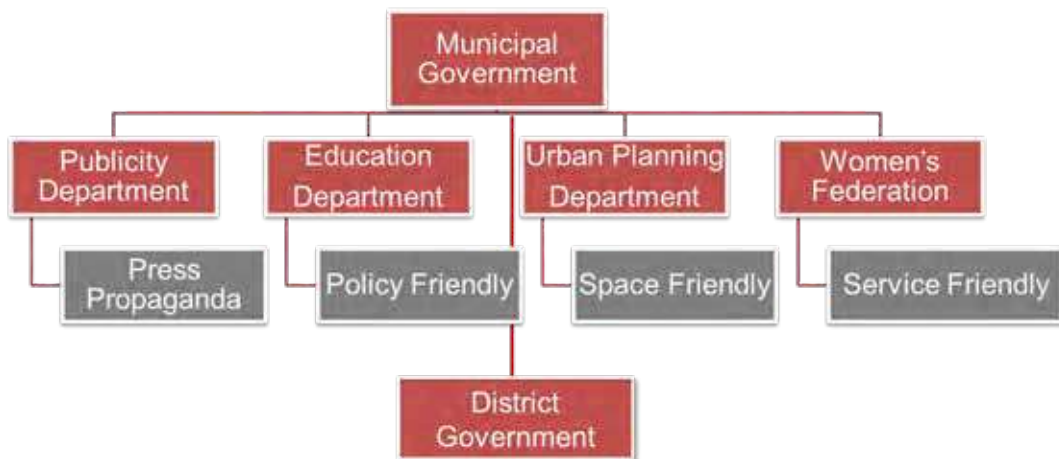


Figure 2 Framework of Vertical and Horizontal Coordination Model

2.2 "Children +" Governance and Service System

The construction of child-friendly city needs not only the government's advocacy and organization, but also the formation of a multi-governance service system of multiple social subjects. In the process of building a child-friendly city, Changsha formed a "children plus" governance service system, which takes children as the center and integrates five main parts as government, community, family, school and institution. As seen in Figure 3.

The refinement and implementation of tasks in themed actions require the coordination and cooperation of government departments in horizontal and vertical way.

Horizontal cooperation reflects in the actions led by specific department and collaborated with the relevant. For example, the Municipal Education Bureau is in charge of policy-friendly action; the Municipal Planning Bureau is in charge of space-friendly action; the Municipal Women's Federation is in charge of service-friendly action; and the Ministry of Propaganda is in charge of news and press.

Vertical coordination reflects in the transfer of responsibility from municipal government level to district and county government level. The implementation of district and county, street and neighborhood committees is deepened and refined layer by layer.

The vertical and horizontal division of responsibilities of government departments was clearly and publicly stated in the Declaration Plan and Three-year Action Plan for Children-Friendly Cities of Changsha (2018-2020).

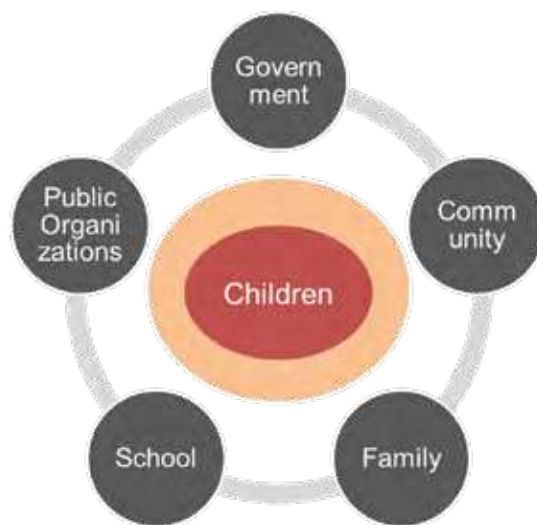


Figure 3 "Children +" Governance and Service System Framework

2.3 Planning System Incorporating Children-Friendly Goals

In the Children-Friendly-City (CFC) making in Changsha, the planning department took the lead role in implementing the concept of children-friendly at all levels, in order to achieve "space-friendly" at spatial level. The multi-level planning with goals of "child friendliness" and "space friendliness" firstly dismantle the overall goal from the macro, medium and micro levels, and then implement the specific objectives at the corresponding levels. As seen in Table 2.

At the macro level, the first step is to reach a consensus on the "children-friendly" value, which is the basis of public policy formulation, so as to facilitate integration of children-friendly-related public policies into planning system. The related planning documents involves Changsha 2050 Strategic Plan and Changsha City Master Plan (2017-2035).

The two plans are with their own emphasis. In the process of compiling the Strategic Plan, a variety of public participation activities have been carried out, especially in children-friendly city and senior-friendly city special reports. "Happy Community Action" has become one of the eight key actions in short term. In Changsha City Master Plan (2017-2035), a strategic transmission system of "Goal-Strategy-Indicator-Action" is constructed. The strategy of "creating a friendly city for children and the elderly" is one of the "better home" strategic objectives.

At the medium level, contents in the macro-level planning are linked up and deepened. Specific goals are to implement the planning facilities allocation, with care for children, elderly, disabled and other vulnerable groups, and enhance the "sense of gain" of people, Such as the "15-minute life circle planning", "kindergarten and schools special planning" and etc. Plans set conceptual indicators, such as the "15-minute life circle planning" proposed that "400 15-minute life circles should be delineated in city central zones", "primary schools/kindergartens should be included in the necessary matching projects, within 2 years basically meet the requirements for each living circle, and it is included in the performance appraisal task of district and county governments and departments.

At the micro level, it undertakes the upper level plans and implements strategies into the built environment. The micro level goal is to improve spatial environment, as well as to construct effective participatory methods and a fair benefit distribution mechanism on spatial level. Involved Specific plans and design actions include "pilot micro-renewal of children-friendly school districts", "design competition for child-friendly micro-space renovation", "love & care zebra crossing belt" (children's safe travel facilities upgrade) and etc.

In Changsha Children-Friendly City Declaration Plan and Three-Year Plan of Action (2018-2020), the dimension of spatial friendliness has launched four thematic actions, respectively aiming at children-friendly demonstrative space, children's education space, children's living space and children's traveling space:

(1) The children-friendly demonstrative space action includes six specific tasks, including the construction of the child-friendly demonstrative district, the construction of the demonstrative blocks, the promotion of the children-friendly communities citywide, the construction of the 20 demonstrative schools, the construction of the demonstrative parks and the construction of the children-friendly reading spaces.

(2) The children-friendly education space action includes the special kindergarten plan, the children's urban research practice map and children themed address book.

(3) The children-friendly living space action includes building children's 15-minute life circle, achieving 100 maternity care rooms, child-friendly SNS platforms and community (village) women and children's centers.

(4) The children-friendly traveling space actions include: completing 50 schools' "love & care zebra crossing belt", improving children's safety alarm system, purifying school surrounding environment, and building children-friendly school paths.

Table 2 Planning System Incorporating Children-Friendly Goals

Multilayers	Goals	Realated Plans
Macro-level	To reach a consensus on the value of "child friendliness". To become the basis of public policy making, and integrate into the planning system.	Changsha 2050 strategic Plan
		Changsha Master Plan (2017-2035)
Medium-Level	Implementing the allocation of facilities. Caring for children, the elderly, the disabled and other vulnerable groups. Enhancing the "sense of acquisition" of citizen life.	Planning and Construction of 15 Minutes Life Circle
		Special Planning for Kindergartens and Schools
Micro-level	Create humanized built environment. Forming participatory planning methods. Improving the mechanism of spatial benefit distribution.	Pilot Micro-Renewal of CFC Campuses
		CFC Micro-space Renovation Design Competition
		Love & Care Zebra Crossing Lines

3. Children's Communication and Participation in Multi-level Urban Planning, Design and Action: Changsha's Experience

In Changsha experience in children-friendly city making, every link is inseparable between the multi-subjects of society and government departments. Communities, families, schools and institutions are not only the "acceptors" and "responders" of government policies, but also the "actors", "organizers" and "direct beneficiaries" of specific events. Communication and participation are not only goals at all levels, but also the key way to achieve them.

3.1 Macro-level

At macro level, in the stage of reaching value consensus and laying down basic goals for public policy, the government departments led to carry out the "up-down linkage" action strategy to combine the upper design with the bottom action. As seen in Figure 4, Figure 5.

In the part of upper design, government directly increases opportunities of opening and communicating with the citizens in the policy formulation process; in the part of lower action, the city's media industry expertise has brought into play, and the planning authorities, cooperated with

relevant departments, organize a series of urban activities in which the citizens could be enrolled in, and take the activities as the carrier to enhance the public participation, awareness and sense of identity. The concept of children-friendly has been paid attention to in the early stage of making plans, and the communication and participation mechanism has been implemented into the policy making process.

In the upper design, planning authorities took the lead in compiling Changsha 2050 Strategic Plan and Changsha City Master Plan (2017-2035), which provided the overall framework of children's friendly value consensus from a policy perspective. Planners go deep into urban public venues, and disperse online and offline questionnaires, make interviews, host symposiums and other forms of public opinion surveys. Those contents provide plans solid and credible basis.

For example, in Citizen-oriented "2035. My Dream in Changsha", "Golden Idea" Collection for Changsha Master Plan, 170 proposals from citizens were received, covering strategies for urban development, community and public services, and etc. The first prize of the individual group came from a clerk of Changsha Local Chronicle Office. According to the nature of his work, he puts forward a plan with rich cultural characteristics of the city.

The periodical results of the planning are publicized through Internet, and the city planning exhibition hall is taken as a carrier, to integrate the expert discussion part into the "urban open course" for the public. The activities expand the two-way communication between managers and experts into the dimension of social openness. Open class introduce Q&A session, so that the citizens could participate in dialogues with experts and the government.

Through participation and dialogues, citizens could better understand the process and connotation of planning. It also promotes the government to get more feedback from the public in the early stage of the planning framework formation.

At bottom level, the planning department jointly organizes social activities horizontally with government departments and agencies, relying on various forms of organizational committees.

For example, activities such as "Discovery of Star City", "Children Friendly City LOGO Design Competition" (Children's Independent Design, Designer Collaboration), "World Children's Day", "Children's Tour Map Workshop" and a TV program "Playful City" with children as the main participant.

Contents of activities is centered on the city theme. On the one hand, collecting public opinions through the activities constitutes an important part in the compilation of the master plan. On the other, through the activities to enhance public awareness, understanding and participation, the platform mechanism of communication and participation is constructed.

The "Discovery of Star City" campaign for teenagers in the whole city was co-sponsored by Hunan Daily Newspaper Group and Hunan Provincial Committee of the Communist Youth League, Changsha Urban and Rural Planning Bureau, Hunan Daily News Training Center and Changsha Municipal Committee of the Communist Youth League, and sponsored by the Organizing Committee of Little Journalists of Hunan Daily. Activities are not only an important part of public participation in

the preparation of Changsha General Plan, but also one of the actions of Changsha to create a child-friendly city.

In 2018, "Discovery of Star City" provides a platform for primary and secondary school students to know about Changsha city, to understand Changsha and participate in the future urban planning of Changsha.

Under guidance, about 700 "young urban planners" went to enterprises and institutions, such as the National Supercomputer Changsha Center, Yuanda Group and Changsha Public Security Traffic Police Detachment, and then formed the urban development report of Changsha City in the eyes of young people, and submitted it to the Changsha General Planning Compilation Unit and the Municipal Planning Bureau.

Through the "Discovery of Star City", children's views and opinions are collected as widely as possible and integrated into the framework of master planning.

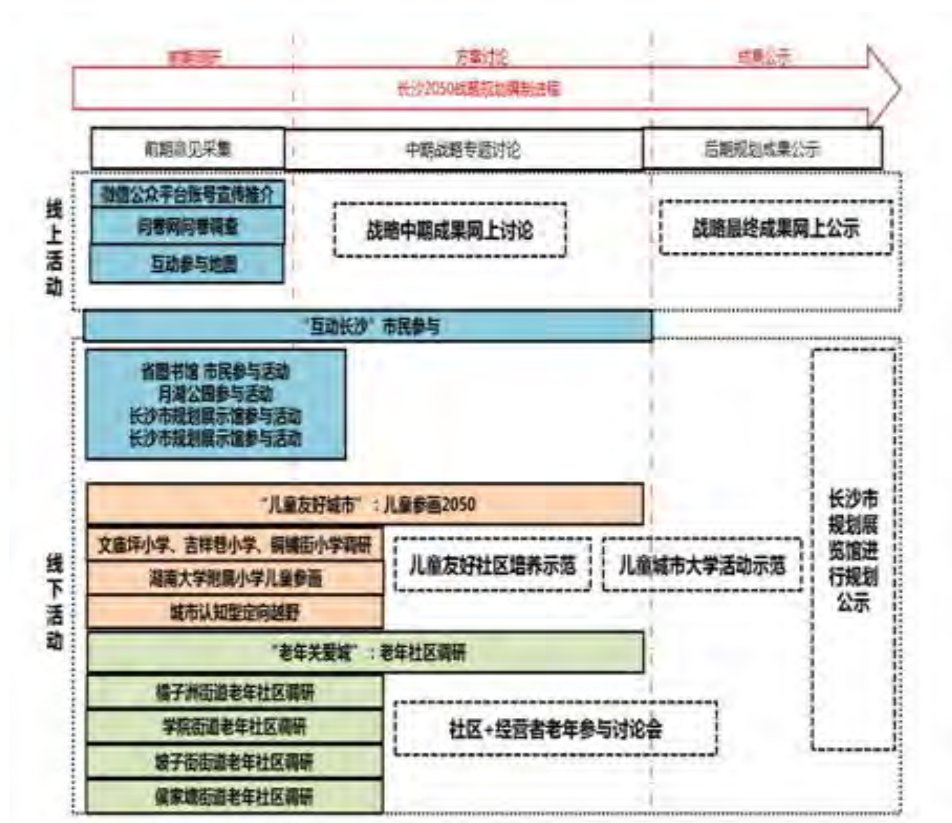


Figure 4 Framework for Public Participation in Strategic Plan



Figure 5 Children's Communication and Participation Activities at Macro-Level

3.2 Medium-Level

Medium-level content is the concretization of macro-level content, and the goal has spatial significance.

The overall path is to form a value consensus at the spatial level, pay attention to specific vulnerable groups in the process, advocate fairness and justice in resource allocation, and then implement spatial resource allocation based on the spatial value consensus, including facilities indicators, built environment and other levels.

Medium-level framework incorporates the communication and participation of children groups, which can effectively and accurately capture user needs, effectively reflect the problems to be solved in the

current situation of space, and jointly seek effective solutions that can be implemented. As seen in Figure 6.

Children's communication and participation can effectively improve the quality of planning content. For example, in 15-minute life circle planning, through communication and participation, can more accurately collect the status of life circle facilities configuration and use. If the indicators of educational facilities such as primary schools and kindergartens are reasonable, are there any problems in the actual use process?

For example, special planning for kindergartens and primary and secondary schools, through communication and participation, planners could further truly understand the real needs of kindergarten primary and secondary school settings from the perspective of children and family. How important is the school front space? What kind of space do parents and children need for parking, waiting, and etc.

Medium-level activities are carried out within the framework of master plan, generally in the form of "workshops", which follows the technical process of "organizing workshops - online and offline research - children and parent consultation - forming planning results".

For example, in the process of making special plans for kindergartens and primary and secondary schools, the research subjects of "Guidelines for Children Friendly Campus Planning" and "Symposium of Safe, Fair and Fun Children's Microspace" have been carried out jointly with professional institutions and universities.

At the same time, planning authorities continue to seek opportunities to communicate and cooperate with multi-sectoral institutions of education, health, transportation, primary and secondary schools, families and other subjects. Activities have been carried out such as "SNS Research of School Path", "Mind Mapping Workshop", "Little Planner Workshop" and "Children Friendly Microspace Symposium".

Relying on the Planning Information Center, the "SNS Survey of School path" builds the platform of "Changsha Mass Planning Map" and conducts research for school teachers, parents and students.

The respondents logged on to the "Mass Map" through Wechat, placed virtual map pins on the maps of home and school, and drew the location of high frequency stopover points in the routine routes and routes to and from school.

The information center collects the research data of Wechat in the background, forms an analysis report, submits it to designers, functional departments and social organizations, and forms the basis of bus route planning, slow-transportation system design, safety management regulations and other aspects.

"Mental Mapping Workshop" relies on cooperation with pilot primary schools. Let the teacher organize the planner to enter the campus classroom. Planners prepare the base map on paper and lead the children to draw the hand-drawn map of the school and the surrounding areas together.

First, planners introduced the content of the background map to the children, and let them establish a preliminary relationship between the drawings and the living space. Then ask the children to circle the most interesting places, the least liked places and the most feared places on the map. Legends are uniformed, black triangle represents safe and willing to stay area, red triangle represents dangerous zone.

The limited samples collected show that black is mostly distributed in the areas where crowds gather frequently in communities and parks, and red is mostly distributed in the intersection space of pedestrians and vehicles such as roadways and intersections.

"Little planner workshop" is in the design of "themed painting" and "wish note" session to encourage children to participate.

Cooperative Primary School integrates "theme painting" into the content of art lessons and encourages children to draw the ideal urban landscape. "Wish note" encourages children to write notes to express their views on the space of life, such as the most frightening things on the path to school, the best place to go, etc.

The school collects the results of painting and notes to planners, and planners analyze and sort out the results, and find that there is a strong correlation between aspirations, ideals and opinions. After that, the planner corresponds these related opinions to the specific space and gradually puts forward "problem list", "proposed solution" and "proposed project".

The "Children Friendly Microspace Symposium" includes a broader range of people, including children, relevant government authorities, industry representatives and Designer representatives. In children's group, the Hunan Organizing Committee of Xinhua Little Journalists organized more than 30 small journalists to attend the meeting.

During the symposium, videos of places commonly used by children are played. Children's delegations, industry delegations and Designers' delegations are invited to discuss the "friendliness" and "unfriendliness" of the space in videos. Consensus and suggestions on children's friendly space design are formed through presentations, debates and summaries. The activities result are compiled into the "Children Friendly Space Consensus" and "Symposium Pamphlet".

The results show that children's growth stage and physiological conditions are special, so that children's demands for space are also special, which cannot be fully covered by adult observation and logical judgment.

For example, some children respond that "the friendly part is that the community service center are painted in nice colors, but the natural light is insufficient, we should open more windows." It shows that some children's needs and perceptions of natural light are stronger than those of wall decoration. Some adult-led children's space renovation often overlooks this point.

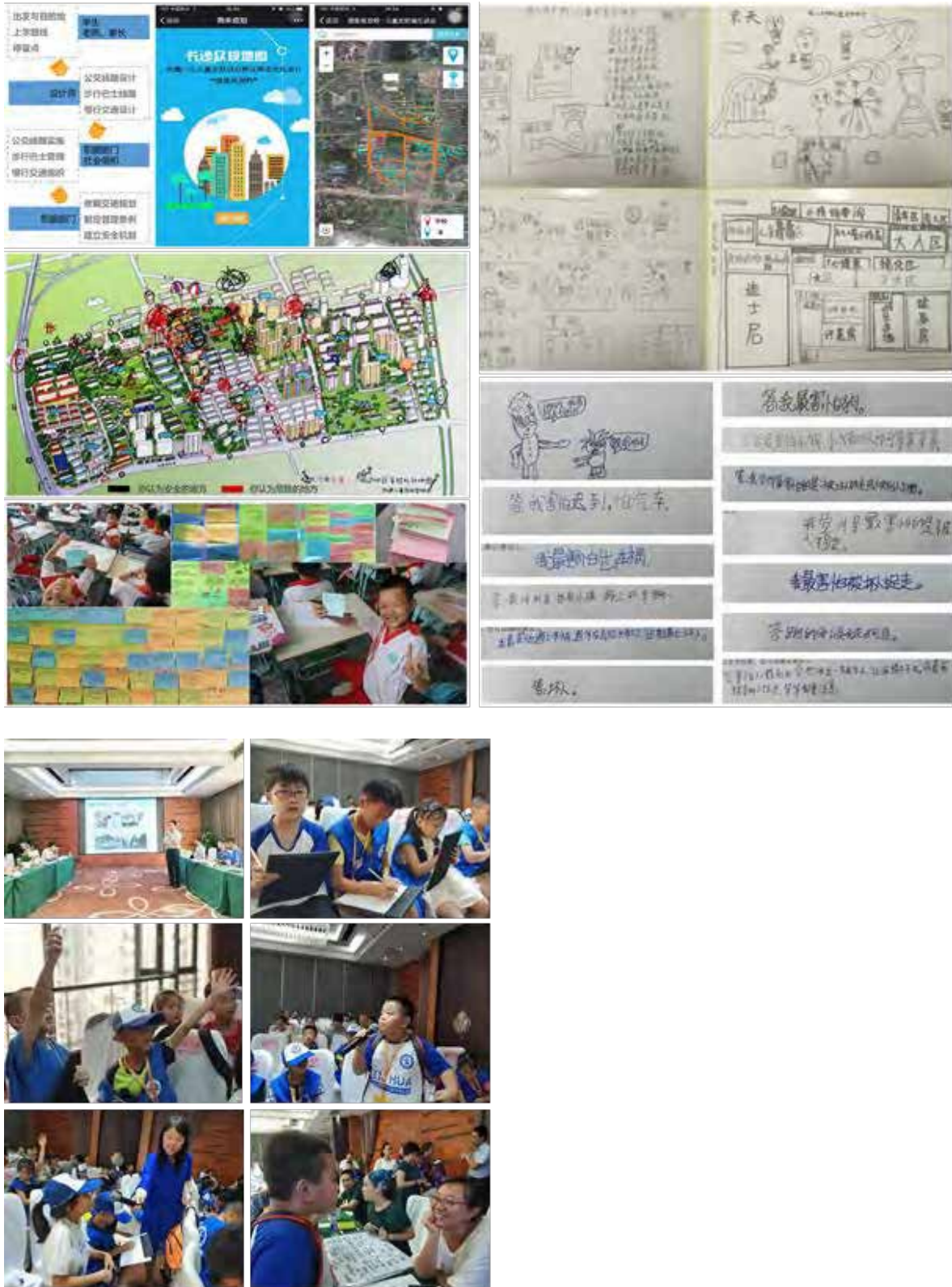


Figure 6 Children's Communication and Participation Activities at Medium-Level

3.3 Micro-level

Based on the macro and meso-level, a multi-level value consensus and framework construction have been formed. The micro-level is more focused on the design and transformation of the micro-level

material space, as well as making corresponding decisions and implementing actions in the process of deliberation.

Activities carried out at this level include "10+2 pilot transformation of child-friendly campus", "child-friendly micro-space transformation contest" and "love & care zebra crossing". The micro-level communication and participation is more targeted. As a user group, children are directly involved in the whole process of reform design, project decision-making and post-implementation evaluation. As seen in Figure 7.

For example, "Children Friendly Microspace Rebuilding Competition". Organized by the competent planning department of the government, it is aimed at collecting safe, interesting and convenient public space schemes for children-friendly cities for planning and design groups and design colleges with independent legal persons in the city.

It advocates that urban planning and construction should be examined from a height of one meter, and that cities with temperature should be built, and that children's friendship should be realized for all. The team will choose the public space that children may use within one hectare of urban area to rebuild. After nearly a month's solicitation, 65 contest schemes were received. Many teams independently adopted the design method of children's communication and children's participation.

For example, the first prize team project "The design and transformation of children-friendly public space in Osmanthus Park", the team leader is also the initiator of "Mother and Female Planner Society". In the early stage of the formation of the design scheme, we carried out a preliminary base investigation on the combination of parent-child play links relying on the mother and female associations.

Through careful observation of parent-child activities and children's activities in the process of investigation, this paper puts forward a set of detailed problems and coping strategies in children's friendliness in parks. In the process of the formation of the program, we constantly communicate with the children group and get feedback from the children. Finally, a competition design scheme approved by both parents and children has been formed.

After the deadline for submission of the scheme, the Planning Bureau summarized all the contest schemes, determined 50 entries through the internal evaluation preliminary selection, and selected 20 entries into the expert evaluation process.

Through the expert review meeting, 4 out of 20 excellent works were selected to enter the public selection process. On the day of the mass election, four design teams of the selected works came on stage to present the contents of the works, and the "small voters" were on the spot to vote for each other. After that, nearly 300 primary and secondary school students went to the stage to vote in turn and evaluated the winning order of four works.

"Expert reviews mainly select works from technical and design perspectives, while mass reviews select works from aesthetic, experiential and child interest perspectives." Introduction by the person in charge of the competent department.

After the selection, the Planning Bureau reported the final results to the Changsha Municipal Committee and municipal government, and communicated with the district committees and the district governments. It tried to transform these good creative designs into practical results through micro-transformation, so that children's participation and decision-making could be changed visibly.

Actions at the micro level often do not involve the "big demolition and construction" of urban space, but through subtle transformation and fine management to achieve child-friendly at the spatial level.

The micro-specific changes in material space and management methods are the most direct part that can be touched and felt by families and children as users. This puts forward higher requirements for the fine governance and meticulous design.

Communication and participation at the micro level need the cooperation of two aspects. On the one hand, design professionals play an active role in the process of design, bringing children's communication and participation into the whole process of design; on the other hand, planning management departments need to establish a framework and platform to facilitate the common deliberation and decision-making of all subjects.



Figure 7 Children's Communication and Participation Activities at Micro-Level

4. Conclusion

In the context of China, government agencies, as the leading force of social development, play an important role in guiding urban development. In the process of building a child-friendly city, urban development is not only for the general public, but also for the growing children. Planning and design processes need to be highly communicative and participatory, so that citizens, as more dynamic subjects, can fully integrate into the urban development process.

On March 12 this year, director of Child Protection Department of UNICEF Office in China, and his delegation visited Changsha to explore the establishment of a child-friendly city in Changsha. The construction of Changsha children-friendly city is in progress.

The declaration of child-friendly cities is not an end, but a part of the development of people-oriented cities. The purpose is to make the society form more value consensus through communication,

participation and a series of urban events, so that the development of the city takes into account efficiency and fairness, and pays more attention to everyone real people.

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