



Earning Legitimacy Through Stakeholder Dialogue: The Political Mediation at Airport Frankfurt

AOM Annual Meeting 2013, Orlando, FL
Social Issues in Management Division

15.08.2013, Dr. Christopher Gohl



Agenda

I. Presentation of Argument

II. 1980-1987: The Startbahn West Conflict

III. Political Mediation: A New Chapter of Multi-Stakeholder-Dialogues since 1998

IV. Conclusion: Exemplary Stakeholder-Dialogues



I. Presentation of Argument

1. Fraport has a troubled history of obtaining a „license to operate“ a new runway – the Startbahn West Conflict
 - Fraport AG Frankfurt Airport Services Worldwide, formerly Flughafen Frankfurt/Main AG (FAG), operates Frankfurt Airport
 - 1980-1987 “Startbahn West Conflict”
2. Since 1998, Fraport has relied successfully on consecutive multi-stakeholder-dialogues to obtain a „license to operate“.
 - 1998-2000: “Airport Mediation Frankfurt”
 - 2000-2008: “Regional Dialogue Forum”
 - Since 2008: “Forum Airport and Region”
3. Conclusion: The Multi-Stakeholder-Dialogues at Frankfurt Airport are exemplary successful stakeholder dialogues concerning infrastructure projects.



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II. Frankfurt Airport – Where Globalization Comes Home

- Airport Frankfurt is one of three major European Airport Hubs
- Biggest European Cargo Traffic
- 57,5 million passengers / year = population of Italy = 3,4 times more pax than visitors in WDW Orlando = 157.534 passengers / day
- 482.000 flights / year = 1320 flights / day
- With 70.000 employees, Frankfurt Airport is Germany's largest employment complex at a single location
- Frankfurt Airport Region: 3,4 million people exposed to airport noise





II. Frankfurt Airport and Its Region – 3rd Runway “Startbahn West”



II. History: Conflict Extension “Startbahn West” 1962-1987

- Extension of Frankfurt Airport: “Startbahn West”: One of the most intense conflicts in Germany
- 1962: First plans – legal dispute for decades
- 1980-1984: mass demonstrations from 1980 to 1984
- 1984: new runway opened
- 1987: 2 policemen killed at yearly demonstration
- Result: massive loss of trust among population
- Difficulty to discuss any further extension plans in public



II. History: Conflict Extension “Startbahn West” 1962-1987

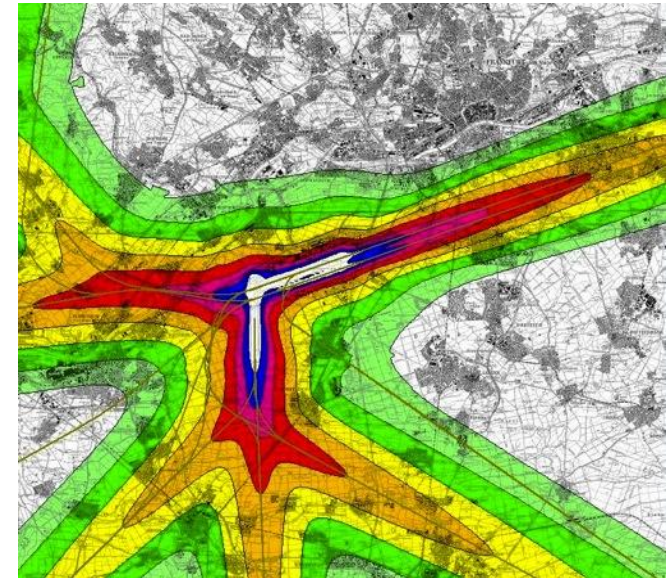




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III. Problem 1998: Lufthansa Declares Need for New Runway – Fear of “Meeting with an Angry Public”



III. Airport Mediation Frankfurt 1998-2000: Multi-Stakeholder Dialogue as Political Mediation

- Hessian state government launches round table, then political “Airport Mediation Frankfurt” before formal planning



- 2000: final report of the mediation is adopted by state legislature and state government
- “Mediation-Package” includes five complementary measures:
 - New capacity through new runway / extension
 - Capacity Optimization of the existing system
 - ban on night time flights between 11 p.m. and 5 a.m.
 - Anti-Noise-Pact
 - 'Regional Forum for Dialogue' (RDF)

III. Regional Dialogue Forum 2000-2008 – Basis, Purpose and Goals

- State Government Decision of June 20th, 2000
 - 15 pages on Context, Purpose and Goals, Structure, Finances



regionales
dialogforum

Flughafen Frankfurt

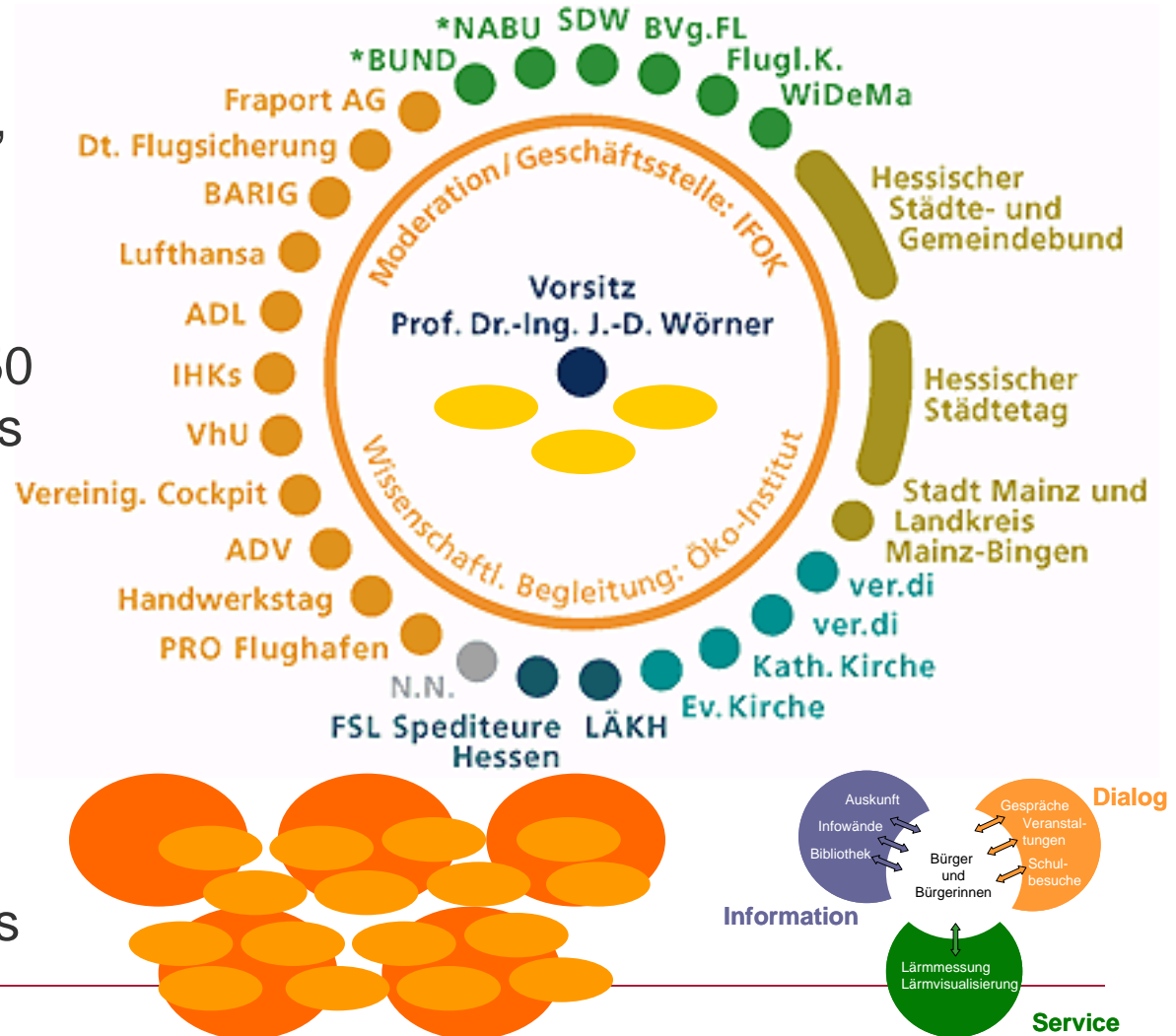
- Purpose
 - Continue, intensify, detail dialogue in a “mediative process” to create patterns of cooperation in a climate of conflict
- Goals
 1. Understanding through Dialogue
 - Creating setup: structure and process of dialogue
 2. Rationalization through Information and Scientific Research
 - Committee Work, Joint Fact Finding, Public Dialogue
 3. Advice for administration in formal planning procedures, and for politicians
 - Written Advice, public representation of mediation
 4. Transformation: Guardian and Motor of continuous Mediation
 - Detailing implementation – negotiating Anti-Noise-Pact

Argumentative
power of the
claim

Transformative
power of
collaboration

III. Regional Dialogue Forum: Process and Structure

- RDF: 34 Member Institutions Forum, 57 meetings
- 5 Project Teams on Issues, over 150 regular participants in 149 meetings
- Dozens of Small Working Groups
- Citizen Office
- Several excursions





III. RDF Forum



III. The Issue: Effects of Air Traffic Growth

Aircraft Noise

Measuring Aircraft Noise?

Monitoring Aircraft Noise?

Gauging Noise Annoyance?

Health Effects?

Effect of Airport Noise on Life Quality?

Effects on real estate prices?

Regional Noise Reduction Planning?

Controlling Airport Noise?

Passive Reduction of Aircraft Noise?

Active Reduction of Aircraft Noise?

Night Flight Noise

Night Flight Ban?

Legal Requirements of NFB?

Practical Requirements of NFB?

Ecological Effects

Monitoring Eco-System?

Planning Requirements of Monitoring?

Social Effects

Monitoring development of communities?

Requirements of Social Monitoring?

Economic Effects

Economic benefits?

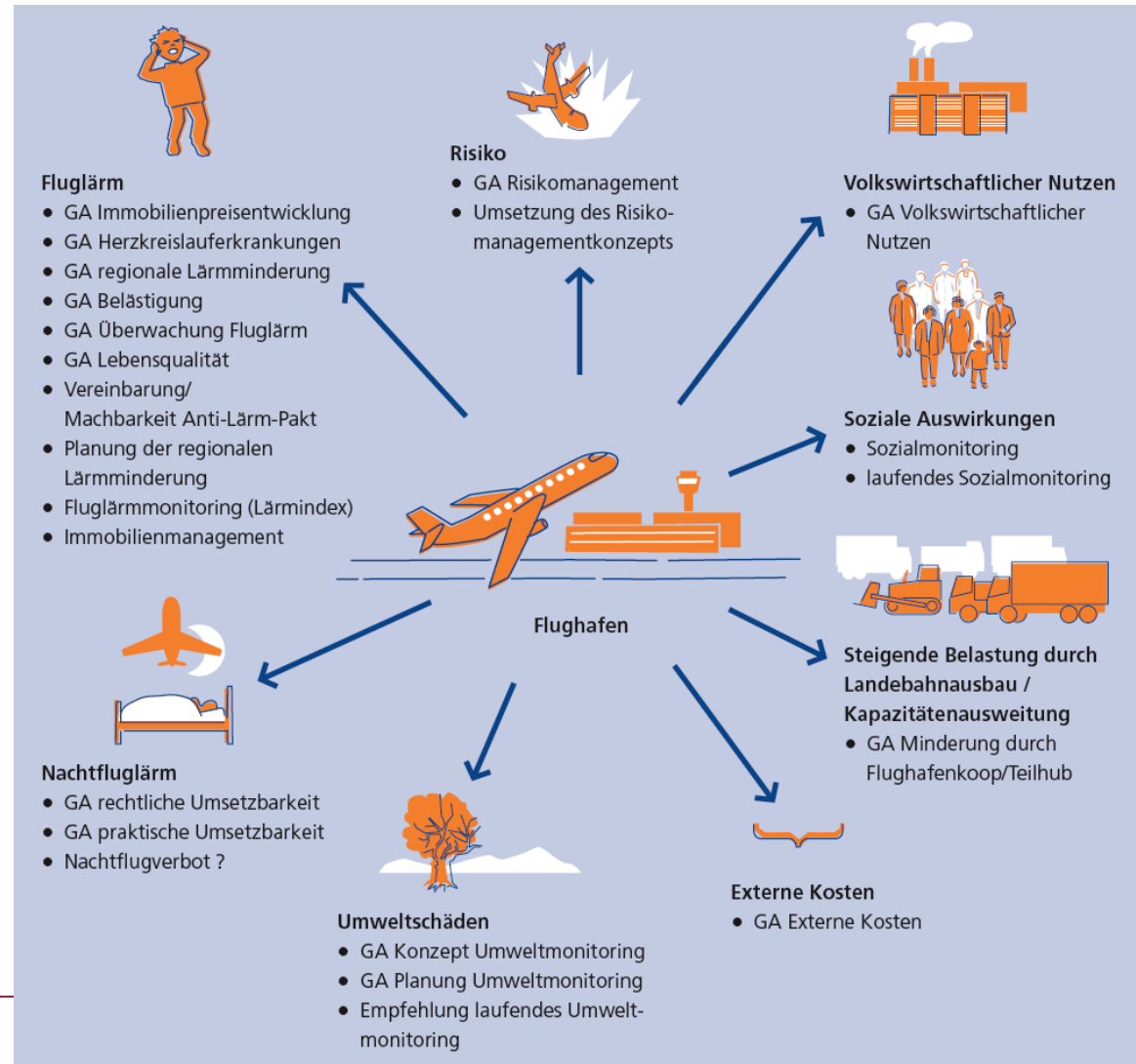
External costs?

Risk Management

Capacity Building Requirements

Cooperation with other Airports?

Optimization of Airport Operations?



III. RDF Joint Fact Finding

20 Expert Hearings from 2000-2007
15 Scientific Reports from 2000-2007



III. RDF Public Dialogue



30 Public Events
2000-2007





III. Regional Dialogue Forum: Special Challenges for Process Leadership

- RDF as mediative process parallel to formal planning procedure
 - Competing logic of legal and administrative procedures
 - Challenge to bridge formal planning procedure and informal mediative dialogue
- Highly complex issues with competing regulatory competencies and changing legal framework
 - Competing institutions
 - Competing regulation from local to European levels
- Some members working towards failure of RDF, others wary about its perspectives
 - Failure of RDF = Failure of Mediation Package = Failure of Extension Plans
- Hot topics for mobilized media and public
- Long term mediation: changes in personal membership

III. RDF Success: Negotiating Anti-Noise-Pact 2000 – 2007 – 2010 as Example of Collaborative Change

- Concretion of Anti-Noise-Pact of Airport Mediation (2000) through negotiations 2006-2007
- Resolution of State Parliament to adopt Anti-Noise-Pact RDF and Declaration of Commitment of State Government & Air Traffic Community, December 12th, 2007
- Report on the Implementation of first 7 Measures of Active Noise Control, June 29th, 2010
- FAZ: “revolutionary... a cultural transformation”
- FR: “such a thing has not happened before in Germany”



III. Process Stage 3: Forum Airport and Region since 2008

- State Government Decision of June 13th, 2008
- Purpose
 - Continue, intensify, and deepen collaborative dialogue
- Goals
 - Continue regional dialogue about issues of growing airport: “Konvent” with more than 60 members
 - Deepen specialist work: Expert Committee “Active Noise Reduction”
 - Information to the general public: “House of the Environment”
 - Focus collaborative leadership: “Board of Forum”
 - representatives from gov’t, communities, Lufthansa, and Airport
 - led by three chairmen: former RDF chairman, Fraport Chairman, Mayor





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IV. Fraport learned from past mistakes – earning its license to operate through dialogue.



- Phase 1-4: 1962-1987
- Phase 5: Dialogue since 1998
- Even though Planning for 4th runway was a lot more complex...
- ... planning, building, and operating 4th runway was
 - faster (13 years vs 22 years)
 - more accepted
- Argumentative power of discursive claim (Habermas)?
- Transformational power of collaborative problem resolution / value creation (Dewey)!



IV. It pays off to seek partnership in dialogue.

- Stakeholder Dialogues can have three different purposes:
 - Deliberation to build an understanding among stakeholders
 - Consultation to prepare better decisions of decision takers
 - Transformation to implement a common stakeholder agenda: solve problems / create value
- Partnership in dialogue is prudent, because it...
 - ... saves delays, reputation and juridicial costs
 - builds trust and good will, generating new opportunities
 - .. fosters new insights into needs, efficient solution options, and opportunities for new value creation / business
 - ... opens space of self-determined negotiations, instead of relying on governmental decisions
 - ... increases planning reliability
 - ... can hardly be refused in public
 - ... facilitates pride among employees
 - ... is consistent with a self-image of responsible leadership (Ethic)

IV. Even in a climate of conflict, we can build a culture of cooperation.





Thank You.

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