„Citizen participation in urban renewal and transformation processes in Germany“

Tülin Kabis-Staubach
Prof. Dr. Reiner Staubach
(Planerladen e.V., Dortmund)

Presentation at TAK (İstanbul, Kadıköy)
November 7th, 2014
What is citizen participation about?

- inform citizens about planning aims, content and alternatives
- provide information about the possibilities of citizens to get involved
- get to know about the interests of different stakeholders and discuss alternative solutions
- optimize planning and better weigh public and private interests
- gain acceptance
- built consensus and identify win-win-options
- obtain additional democratical legitimation
- ensure accountability
- promote consciousness for civic responsibility
Slum clearance

Jane Jacobs (1961)

"The city planners are ravaging our cities!"

They've put up gleaming stone and glass file cabinet housing which breeds delinquency and crime.

They've built spacious green park areas that are avoided by everyone but bums and hoodlums.

They've condemned and destroyed entire city blocks that are not slums, but attractive places to live.

They've zoned our cities into intolerable patterns of dullness.

Jane Jacobs says this and much more in her explosive new book, The Death and Life of Great American Cities. Mrs. Jacobs shows that the city planners have failed because they have overlooked the realities of urban life, and stripped our cities of the vitality and diversity which make them exciting places to live. She offers concrete, practical alternatives that can save our cities from the blunders of orthodox planners.

Harrison Salisbury of the New York Times lauds this book as "the most refreshing, stimulating and exciting study of this greatest of our problems of living which I've seen. It fairly crackles with bright honesty and good sense."

William H. Whyte, author of The Organization Man, calls it "magnificent. One of the most remarkable books ever written about the city."

The Death and Life of Great American Cities

By JANE JACOBS

$5.95, now at your bookstore

RANDOM HOUSE
Concept of advocacy planning

Prof. Paul Davidoff (1965)

„The advocate represents an individual group, or organization. He affirms their position in language understandable to his client and to the decision makers he seeks to convince.

If the planning process is to encourage democratic urban government then it must operate so as to include rather than exclude citizens from participating in the process. ‘Inclusion‘ means not only permitting the citizen to be heard. It also means that he be able to become well informed about the underlying reasons for planning proposals, and be able to respond to them in the technical language of professional planners“.

Sherry R. Arnstein (1969): "The idea of citizen participation is a little like eating spinach. No one is against it because it is good for you (…) There is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process" (AIP Journal July 1969, p. 216)

<table>
<thead>
<tr>
<th>Citizen Participation Types</th>
<th>Citizen Participation Models</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proactive Participation 'Involvement'</td>
<td>Citizen Control</td>
<td>Community Controlled Organization</td>
</tr>
<tr>
<td>Delegated Control</td>
<td>By Law -- Dominant Decision Making</td>
<td></td>
</tr>
<tr>
<td>Partnership</td>
<td>Negotiated Decision Making. Participants may receive compensation</td>
<td></td>
</tr>
<tr>
<td>Reactive Participation 'Input'</td>
<td>Placation</td>
<td>Citizen Advisory Boards -- Often without staff or power</td>
</tr>
<tr>
<td>Consultation</td>
<td>Public Meetings Inviting Ideas -- No Assurance of Action</td>
<td></td>
</tr>
<tr>
<td>Informing</td>
<td>Informing of Rights -- First Step to Participation, but often superficial</td>
<td></td>
</tr>
<tr>
<td>Non-participation</td>
<td>Therapy</td>
<td>Powerlessness - Inability to cope or adapt. Group therapy masked as participation</td>
</tr>
<tr>
<td>Manipulation</td>
<td>Rubber-stamp Boards, Public Relations, for System -- Contrived to substitute for participation</td>
<td></td>
</tr>
</tbody>
</table>

Illustr.: http://cru.cahe.wsu.edu/CEPublications/wrep0129/129.1.gif | 31.08.08
Technocratic role model

- god-father attitude
- command, correct, control

Is anything wrong? We are exercising enthusiastic approval!

The very beginnings in Germany

„We want to venture on more democracy. We want to open our ways of working and to pay regard to the critical need for information. We want to enable each citizen, to participate in the reform of state and society.“

government declaration, october 28th (1969)
“The urban renewal ought to be discussed with the landlords, tenants, leaseholders and any further parties affected as soon as possible.

The stakeholders should be within the bounds of possibility provided with advice in getting involved in the renewal process and in implementing necessary constructional measures“

[ § 137 Federal Building Law, current version]

obligatory preliminary study & social plan
Formal participation in zoning

„The general public has to be as soon as possible publicly instructed about the general goals and purposes of the planning, about alternative solutions, that are taken into consideration for the transformation or development of an area, and about the foreseeable impact of the planning; [the general public; transl.] has to be given the opportunity for remarks and discussion. (…)“

[§ 3 (1) Federal Building Law, current version]

General public – directly affected citizens?
Stop the demolition
Urban renewal for whom?

Urban Homesteading (squatting)
Principles of careful urban renewal

Model for the participation of citizens affected by urban renewal

Prof. Hardt-Waltherr Hämer, University of Fine Arts, Berlin
The renewal process must be guided by the needs of the present inhabitants and has to be planned and realized with them.

The basis of urban renewal must be the most widely compliance about aims and measures between citizens, traders & retailers and those who implement the programme; technical and social planning have to work hand in hand.

The urban renewal (...) requires the passing of principles for a social planning through the political bodies. These principles have to regulate the rights for participation as well as the material rights of the affected stakeholders.

For the steering of the renewal process an open format of decision making and discussion along with the strengthening of stakeholder representation and local councils is indispensable.
communicative role model

- moderation of an open and interactive process with different stakeholders
- communicate, coordinate, cooperate
The beginnings of the Planerladen

1978 - 1981
Planerladen e.V.

Association for the Promotion of Democratic Planning and Neighbourhood-based Social Work

- based in the district Nordstadt of Dortmund
- founded in 1982 by students of the Faculty of Spatial Planning (Technical University of Dortmund)
- member of the German non-confessional welfare federation “Paritätischer Wohlfahrtsverband”
- certified as a youth welfare service, provider of youth clubs/centers
- certified provider of integration courses
- contractor of housing associations for social neighbourhood services and neighbourhood-management
- founder of the Foundation „Social City” Dortmund
- anti-discrimination work focusing on housing
- conflict-management project in Dortmund Nordstadt
- integration projects for Roma/newcomers (IRON)

… and a lot more.
What happened before…?

…in the 60s and 70s urban renewal was a slum clearance-strategy with a focus on redevelopment and the expansion of the road system.
Extension of a urban ring-road

1983

Oh weh III a - Noch mehr Hindernisse für Fussgänger...

More barriers for pedestrians …
Ecological garden for the former fire-station
Initiatives for affordable housing

Bülowstraße
Schüchtermannblock
Erwinstraße
Uhlandstraße
Holsteiner Straße
Borsigstraße
Mallinckrodtstraße...
Abolishment of a quota in housing
participatory regulations in Germany

- Baugesetzbuch (BauGB)
- Raumordnungsgesetz (ROG)
- Verwaltungsverfahrensgesetz (VwVfG)
- Umweltinformationsgesetz (UIG)
- Informationsfreiheitsgesetz (IFG) des Bundes und der Länder
- Verbraucherinformationsgesetz (VIG)
- Allgemeines Gleichbehandlungsgesetze (AGG) des Bundes und der Länder
- GG / Länderverfassungen / Gemeindeordnungen

Illustr.: Grunow 2003, p. 240
pathways and target groups of participation

administration
politicians

elections
votings

initiates

cooperation

consultation

information

addressee

popular petition, referendum

activism, campaigns

lobbying

transparency through third parties

initiates

citizen

Illustr.: chart mod. on the basis of: http://www.beteiligungskompass.org/pages/index/about | 13.09.13
Jäger fordert „echte Bündnisse“

Theo Schumacher


Bürger sollen besser beteiligt werden

Mareike Fangmann


Mit einer Krokodilkugel von der Stadt Bonn auf dem Bürgercafé von der Stadt Bonn aufgefordert, sich an der Diskussion beteiligen zu lassen.

26

We still have to work on it!

North-Rhine Westphalian minister of the Interior Jäger calls for “real participation” – draft law of federal government considered as “nonsense”

The ending of Bastal-decisions

Citizens should much better be involved
Stuttgart: Lessons to be learned (I)

„Let‘s start with the basics: This is a C – I – T – I – Z – E – N“.
Referendum on Tempelhofer Feld: „Let the people decide“.
The participation paradox

The chart illustrates the relationship between concern & involvement and room for manoeuvre over time. It shows that as concern increases, there is less room for manoeuvre, and as concern decreases, there is more room for manoeuvre. Likewise, as concern increases, the influence on the process & results decreases, and as concern decreases, the influence on the process & results increases. The chart is based on a modified Ley/Weitz 2003 model and can be accessed through the provided link. The date of the chart is 23.05.09.
There is still a long way to go!

- formal obligation for participation in public planning as indispensable minimum standards
- formal participation procedures often bear selectivities (e.g. organized, well educated citizens)
- informal participation opportunities more flexible, expanding the formal procedures (open-space, future-forum, planning-for-real etc.)
- citizen participation in a broader sense is more than offering entries for complaints and ideas
- It is about enabling and empowering the people through assistance and independent expertise
- substantial participation needs a welcome culture for citizen involvement to flourish