Abstract to be submitted to the session: The people vs gentrification: Citizen participation in urban development, Storbykonferansen ved OsloMet, October 28th – 29th 2020.

Title: Participation in urban development: Channels, actors and democratic values. The case of Grønland-Tøyen in Oslo.

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The area-based initiative Grønland and Tøyen in Oslo is an example of participatory governance that facilitates both formal and informal channels of citizen participation. Based on qualitative interviews with 16 informants, we explore which participation channels public administration and politicians use to get information about the requirement and wishes from the population, and which channels the citizen activists use to influence public decision-makers. We combine a participatory governance framework with a framework developed to study interest group strategies to influence policy making. We, furthermore, discuss whether the different channels of citizen participation are suited to serve the democratic values of legitimacy, justice or effectiveness.

We find that different actor groups use different channels. The public administration is the facilitator of the formal participation channels associated with the area-based initiative, such as café-dialogues, workshops and participatory budgeting. The politicians and the citizen activists use the council meetings citizens' half hour ("åpen halvtime") and informal channels as traditional media, social media, telephone, private messages, and informal meetings. The politicians aim to gain insight in the citizens opinions and discuss matters with citizens in order to learn about their experiences, opinions and preferences. The activists aim to mobilize fellow citizens and to influence public decisions. Hence, it is the administrators' channels that are suited to promote democratic values associated with citizen participation. Whether the informal channels used by politicians and activists have the same potential depends on the representativeness of politicians' contacts and activists' mobilization. If not, the decisions they inform rely on the ability of the representative democracy to make legitimate, just and effective decisions. Participatory governance is added to the representative government. To combine theories of participation with theories of interest group strategies is helping us understanding the full variety of citizen-city communication in such cases.

**STORBYKONFERANSEN 2020**

Session: The people vs. gentrification: Citizen participation in urban development

*The citizens committee of the area-based initiative Grønland and Tøyen: a study of various forms of legitimacy*

Authors: Nor August Larsen and Terje Engdahl

Abstract

This paper examines citizen participation through the Citizens Committee (Lokalstyret), a local board in the area of Grønland and Tøyen. The Citizens Committee was established in the spring of 2018, and Bydel Gamle Oslo is the only district that has chosen such a form of organization as part of the participation in the area-based initiative. We examine the justifications made by the borough's key players for creating the Citizens Committee and analyze what forms of legitimacy such an organization permits. In the literature, there is often a three-part operation: input-legitimacy, output-legitimacy and throughput-legitimacy. We have chosen to use this three-part operation as a framework for our paper, which is as follows: "Does the local government safeguard various forms of legitimacy in Grønland and Tøyen, and in what ways?". The study was designed as a qualitative study with a case-design that combines interviews, observations, and document studies.

The Citizens Committee safeguards input-based legitimacy through its localized network. Although its representatives are not formally elected, the Citizens Committee safeguards input-based legitimacy through its localized network. Clearly linking the citizens committee to the District Council (Bydelsutvalget) will further strengthen input-legitimacy. It can also safeguard output-legitimacy in the form of contributing to solutions that meet the needs of the inhabitants within the framework of the area-based initiative. After clarifying the responsibilities and role of the Citizens Committee through an update of the mandate in March 2020, it is now easier to assign responsibilities and, in doing, so preserve throughput-based legitimacy.

Further we discuss the various democratic values of legitimacy, justice and effectiveness can be strengthened at the same time, for example by how increased representation in the local government can strengthen both input and output-legitimacy. The different forms of legitimacy nevertheless take into account different aspects and can thus also be at the expense

of each other. Therefore, we will argue that it is important to find a balance between these forms of legitimacy and be aware of both of these effects.

# Sesjonsforslag Hauskvartalet

**Tema:** Hva skal til for å skape vinn - vinn - vinn situasjoner mellom motstridende interesser i byutviklingen. I byutvikling møter man ofte på interessekonflikter som kommer til uttrykk gjennom det man, satt på spissen, kan kalle en kamp om byen. Ofte vil hovedinteressenter være beboere, utviklere og myndighetene. Og disse vil gjerne ha egne og motstridende agendaer. I slike situasjoner kan det oppstå en dynamikk som kommer til uttrykk gjennom interessekonflikter, en kamp om definisjonsmakten. Og satt på spissen, en kamp om byen, og hvem som skal ha makt til å påvirke utviklingen av denne. Resultatet er ofte at noens interesser vinner gjennom, mens andres interesser taper.

Dette sesjonsforslaget ønsker å diskutere hva som skal til for å snu en interessekonflikt til en samskapende prosess som skaper vinn - vinn - vinn løsninger for alle interessenter gjennom å bruke Hauskvartalet som case

I 2019 er det 20 år siden de første boligokkupantene tok Hausmannsgate 40 i bruk. Året etter, i 2000, gikk en gruppe kunstnere sammen og leide det som etterhvert ble til Kulturhuset Hausmania fra Statsbygg. I 2004 kjøpte Oslo kommune hele Hauskvartalet fra Statsbygg.

I forbindelse med dette tok kulturhuset Hausmania og Bo- og arbeidssamvirket Vestbredden Vel Vel initiativ til en omregulering av kvartalet. Formålsparagrafen til reguleringsplanen som ble utarbeidet igjennom en medvirkningsprosess ledet av arkitekt Frederica Miller på oppdrag fra daværende Kulturbygg sier:

"Det avgrensede planområdet skal behandles som en helhet hvor målet er å legge til rette for bevaring og utvikling av Hauskvartalet som et levende lokalsamfunn og kulturhus med følgende hovedmål:

- Å legge til rette for utviklingen av et byøkologisk kulturkvartal, der utviklingen er basert på LA 21 prinsipper med stor grad av brukermedvirkning. Det skal utarbeides et miljøprogram i samarbeid med "Hauskvartalet" og eierne.

- Å legge til rette for enkel standard og dermed gunstige rammevilkår for nyetablering av kunstrelaterte virksomheter og bolig."

I 2016 ble Hausvartalet, med unntak av Kulturhuset Hausmania, solgt til den private utvikleren Urbanium. Den delen som ble solgt inneholdt en byggetomt for kultur, en byggetomt for boliger, en gjenmurt bygård regulert til bevaring, og en bygård bebodd av medlemmer av Bo og arbeidssamvirket Vestbredden Vel Vel som har organisert og bebodd bygården siden den ble okkupert i 1999, uten at det har blitt formalisert noen leieavtale.

I 2018 ble Vega Scene realisert på byggetomten, og i april 2019 ble beboerne i Vestbredden Vel Vel enige med Urbanium AS om en leiekontrakt med en løpetid på ti år.

Det er fortsatt usikkert hva som skal skje med resten av kvartalet. Urbanium ønsker å utvikle boliger med ambisiøse miljøkvaliteter og en stor grad av fellesskapsløsninger. De har presentert et prosjektforslag som bryter reguleringsplanen angående byggehøyder og

bevaring. De vil bygge høyere enn regulert for på byggetomten for bolig, og har uttrykt ønske om å rive bygården som er regulert til bevaring.

I dette prosjektforslaget ligger det flere potensielle konfliktlinjer. Mellom Urbanium, og byantikvar og planmyndigheter, angående bevaring. Og mellom Urbanium og aktører i kvartalet med eierskap til prosessen rundt reguleringsplanen. En gjenkjennbar dynamikk i denne type situasjoner vil være at ulike interessenter jobber opp mot politiske og besluttende myndigheter for å få gjennomslag for sitt syn på saken. Og at sakskomplekset forsøkes diskutert i media, med det formål å påvirke opinionen, og dermed også politikerne.

# Is *Environmental Gentrification* a destiny? Participation, social justice and environmental quality in Vienna

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The relation between urban environmental quality and residential choices and opportunities is a longstanding issue and has always affected the distribution of different social groups in the urban context. More recently, green infrastructures, ecosystem services, and nature-based solutions have become prominent planning discourses  for cities around the world. They are often framed as win-win approaches able to combine environmental protection, economic growth and wellbeing. However, political ecologists have provided extensive critiques demonstrating the possible negative implications of urban greening for many vulnerable populations; in these investigations, particular attention has been paid to emerging processes of *ecological gentrification.*

Based on the analysis of the case study of Vienna, this paper argues that a different governance of the housing sector is crucial to foster urban renewal in favor of social and environmental justice . The case study of Vienna shows that *ecological gentrification* is not a destiny, but a process that can be governed through urban planning and housing policies oriented towards participation, affordability and environmental quality. In particular, the paper focus on the relevance of scaling up bottom-up initiatives for green urban renewal and sustainable housing to achieve a more just sustainable development.

**The politics of gentrification versus mobility in an ethno-religious city: Examining the 'right to city' in *Ashant* Ahmedabad (Gujarat)**

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Ethnic segregation in cities is seen in many parts of the world and at different times. It is particularly contentious in democratic environments and poses critical questions for ideas of liberty, equality and especially perhaps fraternity. Tangentially, globalizing urban spaces in South Asia mark symbolic shift in how the coming of mega development projects and beautification drives is understood as a measure of development but is mediated through the social divisions of caste, class and ethno-religious identity.

The Indian state of Gujarat sustains two competing projections of its cities — vibrant (investment friendly) and *Ashant* (disturbed, implying the possibility of a riot in mixed or neighboring areas inhabited by different ethno-religious communities and thereby prohibiting property transfers between persons of different communities). The spree of privatized housing projects across the Sabarmati Riverfront Project along the prime areas of Western Ahmedabad sustain the vibrant image of the city but also reveal a draconian politics of gentrification induced displacement followed by rehearsing ethnic cleavages in real estate market.

Taking the [ethno-religiously] mixed area of Paldi as the site of study, this paper attempts to understand cluster-based residential living, politics of redeveloping multistorey [ethnic] housing and the impact of gentrification drives in mixed disturbed areas of Ahmedabad city from a Marxist perspective of displacement.

Broadly, I argue the following:
1. The extension of the Act is to target mixed areas, fix mobility of "Hindu and Muslim areas" legally and create further modes of class and ethnic identity based separate real estate markets 'fencing neighborhoods'.

2.  The 'right to city' proceeds through acknowledging the right to residence in the informal settlements, recognition of joint titles and state's transformative response in responding to challenges posed by ethno-religious segregation.

Title: Explaining variations in e-participation schemes: A comparison of Oslo, Melbourne and Madrid

Author: Sveinung Legard

Abstract: The technological determinism that permeated the early scholarly literature on e-participation, has since been refuted by a range of empirical studies. Contrary to the overtly optimistic predictions that e-participation would become omnipresent as local governments' digitalization efforts progressed, citizen participation is not a central component to most authorities' e-efforts. This does not mean that e-participation schemes do not occur, but rather that its adoption varies greatly from place to place. The e-participation literature has tried to explain this variation through quantitative studies either based on surveys with government officials or a mapping of features on government websites. But the success of these mapping exercises is also the literature's weakness. Due to the quantitative and cross-sectional nature of these inquires, their findings remain on a very high level of abstraction. Another shortcoming is that the literature do not distinguish very well between variations in e-participation technologies. The modest ambition of this paper is to supply the e-participation literature with a study of the actors, processes and strategies — a focus that hardly exist in the literature — that lead to the establishment of three specific e-participation platforms in the following cities: Melbourne, Madrid and Oslo. The not-so-modest ambition is suggest more theoretically refined hypotheses of the drivers of different forms of e-participation. The questions are: What then drives some cities to adopt e-participation tools when most others do not? And what drives some to adopt consultation tools, whereas other choose to include Internet users in decision-making processes?

# Government- or citizen initiated arenas for participation – what works best in Oslo and Madrid?

Authors: José Manuel Ruano, Kristin Reichborn-Kjennerud, Bhavna Middha and Ian Mcshane

In our project we examine citizen participation in local politics and urban development. We compare three cities that are ranked amongst the worlds' most liveable; Oslo and Madrid. Research on citizen participation often distinguishes between *invited* and *invented* spaces for participation. Another version of the same distinction is between *government-initiated* and *citizen-initiated* arenas for participation. We address both in this paper. In comparing the three cities we ask whether government- or citizen initiated participation initatives produce the best results for citizens.

In the paper we collect information about the use of both analogue and digital communication channels. Whereas the city of Oslo's conceptualization of participation is tied to health and social inclusion, Madrid has a more radical version of participation that aims to include citizens in the decision-making processes and has its own digital participatory platform. We will investigate whether the differences between the cities matter for the effectiveness of the government-initiated participation initiatives and whether digital or non-digital participatory measures are more effective (or a combination of them).

**The role of trust in shaping urban planning in local communities. Evidence from three cities; Oslo, Madrid and Melbourne**

Authors: Kristin Reichborn-Kjennerud, José Manuel Ruano, Bhavna Middha and Ian Mcshane

With some exceptions, few government participation initiatives allow real influence on decisionmaking. Participation mostly remains a method for collecting information to improve public services. Some research focusing on factors conditioning the outcomes of participatory initiatives in urban development highlights stories of success. Most, though, are accounts of failure. One significant finding in the research is that unresolved conflicts in urban regeneration programs compromise the cooperation between grassroots and governance networks. In particular, poor urban regeneration processes erode citizen trust in city governments, and contribute to disengagement, cynicism and protest.

In this paper we measure citizens' and businesses' trust in politicians and civil servants and link it to participation processes in urban development. We investigate how citizens and businesses, in the local city districts of Oslo, Melbourne and Madrid, have tried to influence urban governance, what type of social capital characterizes their neighborhood, to what extent they think that urban regeneration processes have represented an improvement for them and how fair they think the processes have been. In all three cities we have also collected information, from politicians and civil servants, on who they listen to and collaborate with, how they process citizen input and what they perceive to be dilemmas with participation. We believe this will give an increased understanding of what conditions citizens' trust in participatory processes for urban development