

## Contemporary tools of urban development - orientated on equity?

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### 1 ABSTRACT

Equity planners are convinced, “that equity in the social, economic, and political relationships among people is a requisite condition for a just and lasting society” (Krumholz/Forester 1990:51) and that politics do not only serve authority interests, but also potentially compensatory equity (Bauhardt 2003:41). In this paper we explore if there are criteria to identify equity planning in planning processes. We try to find a role model for equity planning by analysing three actual planning processes for urban renewal, with different legal status and different planning instruments, all concentrated on complex social and spatial situations.

In each of our case-studies, a specific planning entity with a set of rules was created. In order to understand if these could be a role model for similar urban locations, we compare the local conditions as well as the planning processes. To investigate if the local inhabitants have benefitted from the development in similar and more or less fair ways we apply criteria developed in gender mainstreaming for spatial planning.

On the one hand we raise the question if we can find elements of equity planning in these processes, and how targeted to the real situation the used tools and institutions have been. On the other hand, we look in how far social objectives have been met. We conclude by signalling the potential for embedding equity planning in urban renewal. We did not, however, find a role-model, as the equity results for local residents have mainly depended on specifically created planning instruments and exceptional social budgets.

### 2 SEARCHING FOR A ROLE MODEL FOR EQUITY PLANNING

We want to concentrate on equity planning as both a participatory way of searching for social goals, as well as a method to bring it to spatial reality. In contrast to democratic planning, which is mainly orientated on the participatory process, the equity planning focus is on the substance of the program (Fainstein/Fainstein 1996:270). Adjusting power asymmetry between the stakeholders is the objective of equity planning (Bauhardt 2003:40). It stands for “the new movement for urban change that calls for greater representation of disadvantaged groups in the governmental process and for the decentralization of governmental policy making” (Fainstein/Fainstein 1996:271).

This movement has gained relevance for German planning practice with the end of the confrontation of eastern and western blocks at the end of the last millennium, symbolized by the fall of the Berliner Mauer. The position of citizens’ initiatives and grass root groups in Germany changed: instead of confrontation & opposition-based, the planning culture shifted to a more negotiative model. Herewith a new development in spatial planning was needed (Bauhardt 2004:149) enlarging possibilities to articulate the divergent interests of different target groups. Authoritarian appearance and the technocratic way of planning, which existed mainly in the 1980’s, lost importance (ibid.).

Historically the traditional planning proceeding was orientated at middle- and upper-class assumptions of urban organization (Fainstein/Fainstein 1996:267ff). Against this background, concepts of more social-democratic and liberal ideas like democratic-, equity- and incremental planning, are up and coming. These approaches, like any planning approach, are following the changing political thoughts and are to be seen also as political processes (Fainstein/Fainstein 1996:266). In this paper we focus on three different urban renewal projects, characterized by the contemporary discourse of social justice and resilient city. In this framework the spatial planning is related to a wider programme of finance and social activities:

- Hannover-Vahrenheide: Soziale Stadt
- Rotterdam-Pendrecht: Integrale Stedelijke Vernieuwing
- Hamburg-Wilhelmsberg: International Building Exhibition IBA

We raise the question in how far equity goals are embedded in the basic planning elements applied.

After introducing some facts and figures about the three examples explaining the general spatial and social situation, we want to look for some elements of equity planning in these projects.

### 3 EXAMPLES OF CONTEMPORARY URBAN DEVELOPMENT PROJECTS

In three case studies we want to identify if there are any elements of equity planning to be found. These projects present current urban development processes. Each of them is using different instruments for promoting similar goals: spatial, social and economic development combined with ideas of sustainability.

The schedule below shows some comparable information about their organisational structure:

	<b>Hannover - Vahrenheide</b>	<b>Rotterdam - Pendrecht</b>	<b>Hamburg - Wilhelmsburg</b>
Program	Soziale Stadt (Federal program)	ISV - Integrale Stads Vernieuwing (National Law)	IBA - Internationale Bauausstellung (Regional activity)
Process term	1998 - 2010	1995 - 2009	2007 - 2013
Budget	1998-2008 15 Mio € Since 2001 3 Mio € (esp. for education, youth, local economy)	ISV PM Social Ca. 3,5 Mio €	100 Mio €
Investment	52 Mio € (Renovation) · 7,5 Mio € National Renovation Budget · 17 Mio € property sales	PM	120 Mio € (Infrastructure)
Unit of organisation	Stadtteilbüro / district agency	Working group, managed by local authorities, steered by housing corporation (main investor)	International Building Exhibition IBA Hamburg GmbH
Cause for planning	· Bad housing condition · Social problems · negative image of the district	· deteriorating housing conditions · aging population and entrance of immigrants · negative image of the district	· Development pressure · Social problems · negative image of the district
Development objectives	· Improve the situation of poverty and failing housing standards · Stabilizing social structure · Improve economical opportunities for residents	· Reduce the percentage of social housing from 95% to 54% · Make public space more safe, recently expanded to also reduce violence in the home · Improve the image of the neighborhood · Improve level of local services especially for senior citizens	· Housing · Innovative building types · Saving and producing renewable energy · Qualify education · Promote of art and culture, working places, leisure activities · Enhance transport
Principal actor	· GBH housing corporation	OWG housing corporation	IBA team
Partners	Stadtteilforum, local authorities	with local authorities and private investors	· International Garden Show igs 2013
Committees and boards	· Refurbishment committee · Stadtteilforum	· Working group · Indepartmental public servants meeting · Project teams · Dwellers organization BOP	· Supervisory board · Curatorship · Participation council · Institutionalized dialogue with citizens

References: KEI Centrum, Integriertes Handlungskonzept 2008 ([www.hannover.de](http://www.hannover.de)), [www.iba-hamburg.de](http://www.iba-hamburg.de)

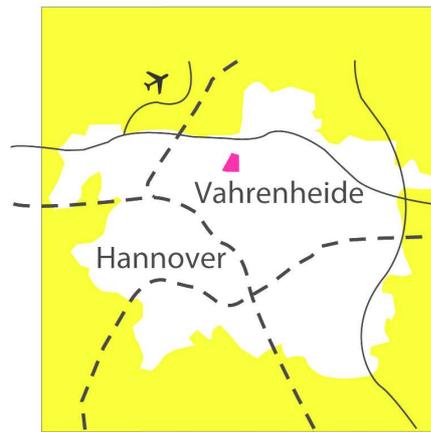
### 3.1 Soziale Stadt Vahrenheide-Ost

Characteristics	
Total space	73 ha
Total population (01/2009)	+/-7.000 pers. (100 %)
with foreign background	3.612 pers. (51,6 %)
under 18 years	1.505 pers. (21,5 %)
over 60 years	1.757 pers. (25,1 %)
unemployment	20,4 % of pot. empl.
Housing stock	3.400 units (100 %)
in public authority	ca. 1220 units (59,4 %)
Public transport	City railway 3 Stops / 1 Line Busses several Lines

Vahrenheide-Ost was built between 1955-1974 as the first major residential area in Niedersachsen. Following the urban design principles of the time, most of the buildings consist of apartment blocks with larger green spaces in-between. It contains a number of schools and Kindergarten, 2 churches, as well as services and 2 small shopping centers.

In the first stage, a highrise block from the 1970s with 560 apartments (of which 50% empty > 1 year) and accumulating huge social problematic was torn down. On the plot so far 30 one-family houses have been build, more are planned but building stagnated in the financial crisis.

Through the Stadtteilforum, local residents participate in the decision-making and articulate their needs and aspirations. It decided on funding local initiatives from a yearly €25.000 Local Development Fund



Location in the City of Hannover



Urban scheme



Building structure



Open space with rainwater retention



Tenant Club Mik-Y

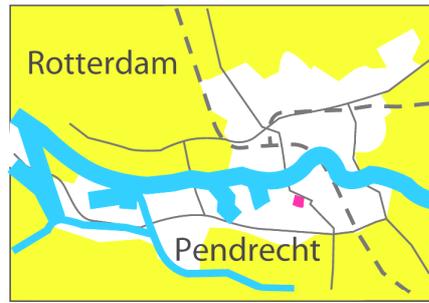
### 3.2 Integrale herstructurering Pendrecht

Characteristics	
Total space	123 ha
Total population (01/2009)	+/-12.000 pers. (100 %)
with foreign background	6.600 pers. (55 %)
under 19 years	3.120 pers. (26 %)
over 65 years	1.740 pers. (14,5 %)
unemployment	20,6 % of pot. empl.
Housing stock	6.400 units (100 %)
social housing	5.120 units (80 %)
Public transport	Metro 1 Stop / 1 Line Busses 2 Lines

Pendrecht was build as exemplary CIAM residential area: apartment blocks and terrace houses around large public green spaces. However, since 1980s the social position of its residents has been declining, and Pendrecht became one of the first areas in the ISV programme. [note: Integrale Stads Vernieuwing was a national programme by which cities could apply for subsidies if they fulfilled requirements such as social investments, citizen participation in design process, integrating design of green space, traffic, networks and so on).

Since 1995 a programme of neighbourhood development has be implemented, subsidized mainly by ISV law.

Nevertheless, in 2009 Pendrecht was listed second in the "problem neighbourhood list " of the Dutch Ministry of Housing.



Location in the City of Rotterdam



Urban scheme (ds&v Rotterdam)



Pendrecht "kindlint"



Building structure 0m 50m 100m

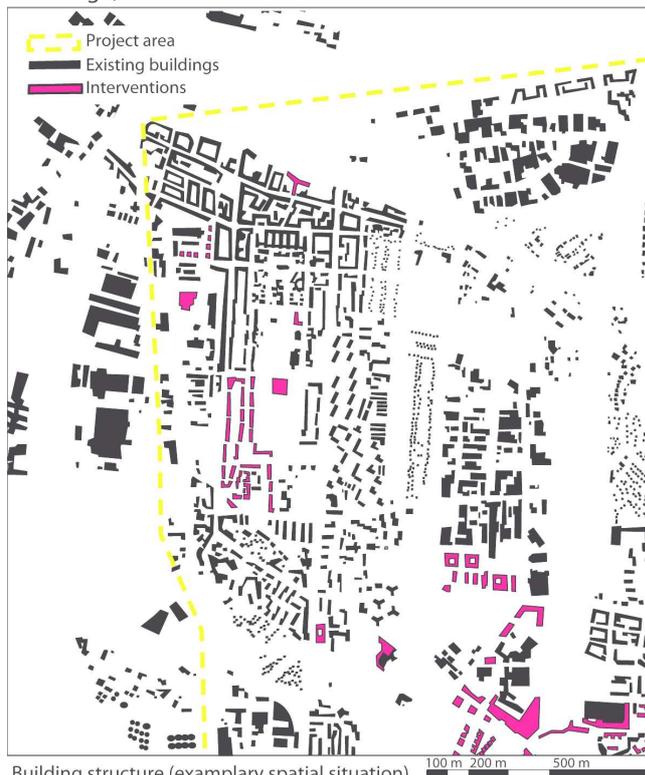
### 3.3 International Building Exhibition IBA Hamburg

Characteristics	
Total space	26,65 km <sup>2</sup>
Total population (01/2009)	55.093 pers. (100 %)
with foreign nationality	19.496 pers. (35,4 %)
under 18 years	12.234 pers. (22,2 %)
over 65 years	7.573 pers. (13,8 %)
unemployment (06/2009)	12,2 % of pot. empl.
Housing stock	22.716 units (100 %)
in public authority	ca. 13.500 units (59,4 %)
Public transport	S-Bahn 2 Stops / 2 Lines
	Express/Metrobusses 2 Lines
	Regional + Citybusses 10 Lines

#### Overleaping the Elbe - Urban development in the south of Hamburg

The landscape of the Elbe Island Wilhelmsburg is affected by a mixture of water and meadows, one family houses and perimeter blocks in wilhelminian style, harbour industry, railroads and highways.

This is the suspenseful background of the International Building Exhibition IBA Hamburg from 2007 until 2013. A team of planners and experts for energetic engineering, education, art and public relation is hired by the City of Hamburg to proof and develop about 40 projects under the three keythemes Cities and Climate Change, Metrozones (development of the inner peripheries) and Cosmopolis (organising cultural exchange).



Location in the City of Hamburg



IBA Project Weltquartier IBA Hamburg/B. Brüggemann 2008

## 4 COMPARING THE MAIN FEATURES

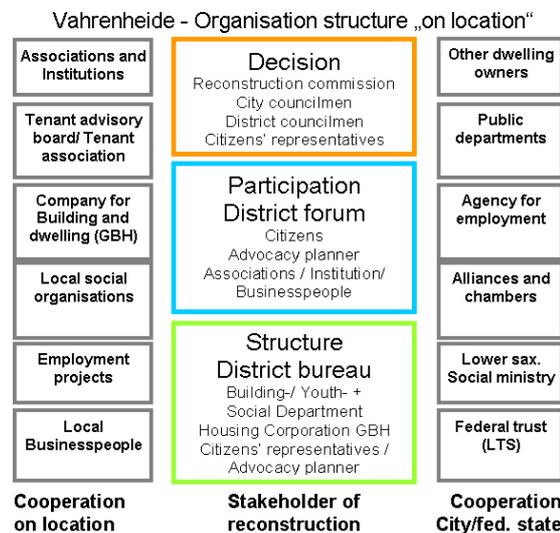
### 4.1 Organization

#### Vahrenheide

The central coordination point for the reconstruction is the district bureau. Representatives of public departments, housing corporation, citizens and advocacy planners are meeting and working here together.

Within the scope of the citizens' district forum the goals of the renewal are to be discussed. The result has to be reported to the reconstruction commission which frames a recommendation for political decision-making in the district council.

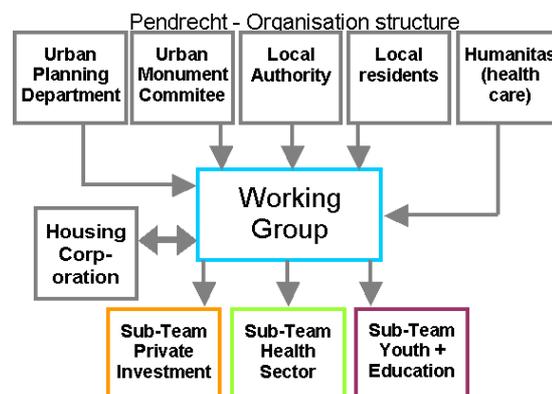
The local public housing corporation participates at local events and meetings and works together with urban and social planners and advocacy planners in the district bureau. (Landeshauptstadt Hannover 2008:13ff)



### Pendrecht

The renewal process was an initiative of the housing corporation who owned 85% of the housing stock. They had to work together with the planning department of the municipality who is the owner of the land and controls building permission. Together they developed a new zoning plan, respecting the principles of the original design.

A working group was created, including representatives of local residents and following demands of ISV-law. For partial projects sub-teams were formed with wider collaboration, for example the health sector, youth and education, green structure and open spaces or private investors.



### IBA Hamburg

The IBA Hamburg is a full-owned subsidiary of the City of Hamburg in form of a German GmbH (Limited Company). With the International Garden Show igs 2013 it has an associated company which is also located in Wilhelmsburg. As shown in the right illustration the company is under observation of different kind of boards and councils, which are consulted in order to assure a high level of quality up to date.

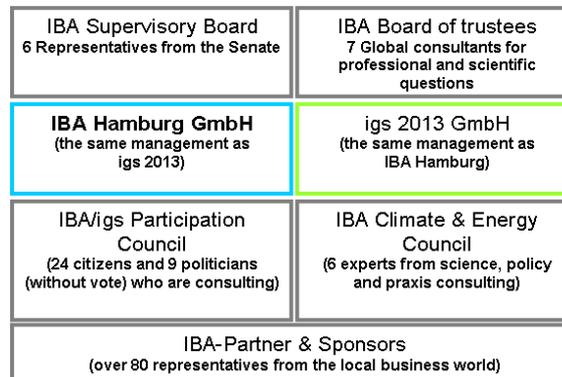
The company staff consists of urban planners, (landscape-) architects and experts for real estate, for renewable energy, for public relations and for educational development.

Comparing the organization structures

All examples have more or less complex structures, including provisions for the participation of local residents. Through cooperation with experts for spatial, social and economic questions they try to achieve a

high quality standard. In the two German projects the decision making is located on the political level. In the Dutch situation the working group prepares overall decisionmaking such as investment programmes and zoning plans for the local council.

IBA Hamburg organisation structure  
(based on IBA 2009:43)



## 4.2 Instruments

### Vahrenheide

As a pilot for the federal program “Soziale Stadt”, the renewal concept for Vahrenheide-Ost identifies enhancement of structural, economic and social conditions as the main fields of action in the spatial development. The planners focused on creating better housing conditions, with additional programmes for social mobilization and ecology (introducing renewable energies). The social investments turned their attention especially on the aid for the youth, for families and elderly in disadvantaged living situation as well as on the promotion of the local economy and tried to create integrated solutions. (Landeshauptstadt Hannover 2008:16) Besides the renewal committee, the District Forum (Stadtteilforum) discusses general orientation of the investments and has a yearly budget of €25.000 to spend on local projects and initiatives.

### Pendrecht

ISV law is a national subsidy for urban renewal for which Municipalities can apply every five years. To obtain funding, plans and proposals need to fulfill specific conditions for ‘integrated planning’, such as participative design processes, and concerted planning of the green structure, housing, transport, infrastructure and so on. In other words all technical departments of the municipality were with more or less intensity participating in the working group. The application for ISV funding had to go through several rounds of decision-making, balancing local priorities, the quality of the proposal and the available national funds.

To participate in the planning process, the local residents were facilitated with a meeting place and consultancy budget to create a board which represented the residents in the working group. These support funds have been going down over the years, following a general trend in the Netherlands.

In the first years of development, guiding principles for planning were the rehousing of the aging population and preserving the qualities of the original urban and landscape structure. In a later stage, economic impulses came more to the foreground and new social funds were applied in a social investment programme called Pendrecht Zet Door (pendrecht perseveres). From that moment also ‘soft’ municipal department got involved in the working group, such as Employment (SoZaWe), Education (DSO) and health care (GGD). The working group is chaired by a so-called ‘City-officer’ (stadsmarinier) a highly qualified and mandated public servant. Since 2008, households have to show a secured minimum income to rent a corporation dwelling.

### IBA Hamburg

The IBA was installed by the City of Hamburg by a special political senate decision in 2005 and proclaimed by the IBA memorandum which was called: Leap Over the Elbe (cf. Freie und Hansestadt Hamburg 2005).

The IBA Hamburg works as a project developer. The first tasks were verifying different kinds of project ideas and searching for investors and project running organisations. An overall project plan is used to promote the projects, but not as an interrelated master plan. The IBA Hamburg has no planning authority; reconciliation with local authorities is needed.

The IBA Hamburg works against the thematically background of three key themes:

**Metrozones** – How to develop inner-city border and crossover zones to multifunctional living spaces?

**Cosmopolis** – How to create the living together and the optimal use of potentials an international multicultural society? As well as **City in Climate Change** – How could metropolises reconcile economic and population growth with environment and climate protection?

Every IBA project has to fit in at least one of these key themes (IBA 2009: 27).

#### Comparing the instruments

The Pendrecht and Vahrenheide projects run within national programmes. They are focused on basic aims of creating better living conditions for disadvantaged social groups. They need to use integrated approaches to obtain funding from the national programmes, based on the assumption this is a better way to ensure durable success. The IBA Hamburg is more orientated on creating new and innovative 'fysical' results which should be role models for similar spatial situations. With postulating the key themes Metrozones, Cosmopolis and City in Climate Change they create the framework for integrated solutions. The IBA structure is a special approach with a lot more money than the other examples were able to obtain.

Vahrenheide is the only location where residents have direct say over a fund for local initiatives.

### **4.3 Results**

#### Vahrenheide

New ways of creating property were promoted, for example self owned family houses or rental cooperatives. This was a contribution in the stabilization of the local social structure and in the enhancement of the citizens' relationship to the district (Landeshauptstadt Hannover 2008:15). The rental cooperative project was not successful so the scheduled accommodations are currently again in rent. 29 family houses have been built. Buildings fields for ca. 40 houses are still offered. The City of Hanover surrendered a part of their occupancy rights for social rentals. Herewith mixture and stabilization of social groups is achieved. (Landeshauptstadt Hannover 2008:19ff) The goals for bettering the local economy were not achieved, because of the oppositional economic framework. The embedding of economy in the housing structure was only sporadically. Old economic buildings could not be reused; they will be replaced by green space. The foundation of the "Interessensgemeinschaft Vahrenheider Gewerbe", an economic association, was the solution for strengthened the existing local economy. (Landeshauptstadt Hannover 2008:23)

#### Pendrecht

Between 1999 and 2009 interventions in the northern half of the neighbourhood have been almost completed as far as housing is concerned. The program for renovation of schools is lagging behind.

Housing conditions for senior citizens have improved considerably, together with the level of services. There is a wider range of typologies such as private ownership and homes containing workspace. Social programmes such as Pendrecht University have had a positive impact on social cohesion, yet on the other hand the urban problematic of increased immigration, violence & poverty intensified, partly as a result of influx from other renewal areas. For this reason it was decided to take a more radical approach. The operational planning infrastructure has modified under the influence of privatization and merging of the housing corporation, growing further away from its local roots and involvement, as well as restructuring in local government. In 2009 a major demolition was started in the southern half. This means a change of strategy compared to earlier planning principles which were mainly geared toward preservation and renovation. Building works are to start in 2010; however the market for private housing is slowing down some of the projects.

#### IBA Hamburg

The planned building projects of IBA Hamburg are mainly public buildings (school center, office building for the Federal Planning Authority of Hamburg, S-Bahn-Station, floating office building for the IBA itself) and housing development. The main project is called "Wilhelmsburg Mitte" (Wilhelmsburg centre).<sup>1</sup> To

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<sup>1</sup> This project contains four building areas for experimental building with smart materials, on a smart price level, on the water and with a flexible space on offer. It is the so called "Building exhibition in the building exhibition". It will be completed by a local energy combination. Located at the same area is the office building for the federal Urban

guarantee quality IBA used mainly the instrument of urban planning, open space planning and architectural competitions. Both established & famous as well as young architects were invited to participate.

There are also projects for improving the cultural life on the Elbe island Wilhelmsburg. IBA-Laboratories for discussion on current questions of spatial and environmental planning and curated art events (Kultursommer) take place on the more or less intellectual level. Open air concerts like the Dockville festival and events like the "Flusslicht" are popular amongst all citizens of Hamburg and its metropolitan region. The year 2010 will be used for interim presentation (Zwischenpräsentationsjahr) with a program of visiting construction sites and reflecting theoretically the key themes. In 2013 the work of the IBA Hamburg Company should be finished, meaning all projects, even not completely built, should be on the run. The social networks on the Elbe Island and the connections to Hamburgs community should be strengthened.

#### Comparing the results

Because of the difficult situation on the housing markets the projects from Hanover and Rotterdam have problems with the marketing of their new dwelling efforts. Also the activities for creating new jobs and infrastructure are hindered, creating small businesses and shops nearby dwellings results difficult.

The housing market in Hamburg is under a higher pressure, but even here it is not easy to find investors. They are also careful with investing in districts with a negative image. The success of the IBA projects could not be finally evaluated because the process is running until 2013.

## 5 LOOKING FOR EQUITY PLANNING

How do we define criteria for equity planning?

Acting on the assumption that feminist thinking is always a try to overcome conservative and paternalistic structures, we apply gendered approaches to planning. The structures to overcome a traditional and maybe technocratic way of acting are comparable to the intentions of equity planning. For this purpose we rely on gender mainstreaming approaches to identify some major principles for spatial planning as follows (Tummers/Wankievicz 2009):

Key-issues shared everywhere are:

- The lack of user centered planning/ user centered transport systems
- usability as general topic
- the invisibility of daily routines, time-space patterns (life style)
- representation and diversity

For example the invisibility of diverse, eg gender-specific time-space patterns produces planning solutions that make urban resources un-accessible for some groups while causing peaks and overburdening of infrastructure that could be avoided (Tummers 2007). Issues of security & fear facilities accessibility tend to re-shuffle priorities in the planning and design of public space/shared space as well as transport & mobility network.

We apply these insights to our cases as follows:

### 5.1 Is the everyday life of the local people relevant for the planning?

Multifunctional districts fulfil the needs of everyday life. Here the ways between home and working place, between educational institutions and daily shopping are short. The requirements of working and family life can be balanced by everyone (Becker 1999:60).

#### Vahrenheide

We can say that the everyday life of the local people is mentioned in the planning process in Vahrenheide because a neighbourhood help with founding the VIZE (Vahrenheider Initiative Centre for family, leisure, education and profession) and clubs for tenants (Project example: "Mik-Y") were promoted. Also a special social program for people in complex living situation was created. Other projects were educational

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Development and Environment Department. This major project is not led by the IBA Hamburg, but by the department itself.

programms for parents, for German language learning and for healthy balanced diet. All these projects were help for self-helping and they should better the integration in the local neighbourhood an in the (german) society. Efforts haven been made to keep the local shopping centres alive.

### Pendrecht

The Pendrecht project has also paid attention to solutions for the everyday life of the residents. The approaches are orientated on the local target groups. For example there are more services offered for senior citizens (a large share of the population). Houses with workspace are built to attract (after some difficulty) new kind of business and household types. And a new concept of school routing for children is established (Kindlint). However the smaller shopping malls are disappearing and a durable replacement has not been found yet.

### IBA Hamburg

With enlarging the dwelling spaces in old standard houses the IBA Hamburg tries to enhance everyday life for immigrant families with many children. In this way the housing situation will be adjusted to the real family sizes (Project example: "Weltquartier"). However, during this enlarging the families who are currently living there have to move to other dwellings (including to other districts). They loose their neighbourhood and their well known environment for at least three years. The planners count with less back coming families because they have planned less dweling units than before.

With creating a better school structure and image the pupils should get better conditions every day and higher chances in the future (Project example: School centre "Tor zur Welt").

The intentions of safeguarding local supply facilities for the resident population in the Quarter Veddel are not successful because of current economic framework and complex planning laws. The inhabitants will have to accept long distances to fullfill their everyday needs ever more.

Every project has positive examples in their single project portfolio, but there are also tendencies of not fulfilling some needs because of law destrictions or because of unsuccessful economic measures.

## **5.2 Is there diversity in staff at all levels?**

Every planner has a subjective influence on the planning because of his/her undiscussed everyday knowledge and moral attitude (Bauhardt 2004:172, Greed 1994). To avoid involuntary advantage for any specific social group, we have to assure that the staff which designs, disposes and arranges spatial decisions, is diverse. (For more criteria for professional planning cf. Gender Kompass Planung (Zibell et al. n.d.))

### Vahrenheide

In the project documentation (cf. Landeshauptstadt Hannover 2008) no special differentiation is made to show how the staff is exactly composed. The authors of the documentation are mainly female so we can conclude that they are generally the professional majority. Their cultural and religious background, their nationality and their age is not mentioned, but all of them wear German-sounding names. One goal explicitly articulated is to use gender mainstreaming concepts in every project (Landeshauptstadt Hannover 2008:17).

### Pendrecht

The director of the housing company decided to invite young female architects for the new housing projects in the northern part (phase 1), because he expected a higher quality. This was a successful strategy; some of the projects have won quality prices. If it serves as an example of enriching the diversity in Pendrecht spatial planning is relative: gender mainstreaming is not structurally embedded. Some established (all male) offices were already involved for renovation- and key building projects.

The housing company is more actively trying to represent the diversity of clients in its own staff; on the other hand the municipality of Rotterdam is not pro-actively implementing this policy.

The fenomenon that immigrant dwellers are more seen as problem than as co-makers (with exceptional projects) is another structural problem, which is illustrated in their under representation in planning teams and working groups.

### IBA Hamburg

The IBA Hamburgs staff is equal mixed from the gender perspective at the middle hierarchy levels, but the management is not. The supervisory board is led by a female senator. Also the age of the staff group is very mixed in all of the few hierarchy levels. However there are no staff members with a foreign background. There is no person who is specifically responsible for equal opportunities or gender mainstreaming.

Representatives of foreign economist take part in the participation council and meetings of local economists with IBA Hamburg management (AG Wirtschaft) so that they can point out their needs.

On the spatial level with the organizing of architectural competitions there is always the will to give young professionals a chance to participate.

To create a staff with a diverse mixture in perspectives of gender, age or cultural background is not easy even if it is subject to explicit policy (Burgess, 2008). This was not the case in the three main organisations of our examples. Although the Social City defines Gender Mainstreaming a policy aspect this is applied only to external activities. As a consequence, firstly population groups with an immigrant background are missing at all levels, and secondly women are under-represented in key- decisionmaking.

### **5.3 Does the planning enhance economic perspectives for all cultural backgrounds and age groups?**

For independent and self-determined living there need to be possibilities to work and earn one's own income. Not only is this a need and right for every individual disregarding gender, ethnicity or abilities; the labour market increasingly needs everyone in the aging European societies. What has been achieved on this field in our case-areas?

#### Vahrenheide

In the Vahrenheide project the enhancement of the residents' economic perspective consisted of help for employment applications and local initiatives for further education. Unfortunately bringing jobs was not very successful, because of the general economic framework (s. 4.3).

Since Vahrenheide is a pilot for the federal program „Soziale Stadt“ and not an official part of the programme area, there is no continuing special employment sponsoring. The local interest in entrepreneurial promotion has not been identified.

#### Pendrecht

There have been attempts to bring or keep jobs within the planning process in Pendrecht but this was overrun partly by financial crisis and intensification of the problematic of poverty and unemployment in general.

A café run by mentally handicapped young people was started as a pilot project. The Pendrecht University collaborates with the renewal project to increase citizens participation and to help improve chances on the labour market. This is done through organizing mutual support as well as courses for the residents.

Another spatial project was building homes with workspaces/studios to improve diversity of use in the quarter. There are attempts to existing revitalize the original shopping centre with local and cultural entrepreneurs. The central shopping centre was revitalized amongst others by rehousing the supermarket to attract other business and services.

#### IBA Hamburg

The IBA Hamburg will provide new spaces for arts and crafts studios, with the aim to attract new groups of citizens to settle in the IBA area. At the same time, it should accomodate young people who experience problems on the labour market (Project example: “Kreatives Zentrum Veringhöfe”). An already existing project supported by local designers and economist aims to increase independent income for women with a foreign background (Project example: “Made auf Veddel”). They also support local entrepreneurs with small companies by creating new, affordable industry accomodations for a better spatial situation (Project example: “Welt-Gewerbefhof”). Several new housingprojects integrate working space in the homes with the goal to reconcile family life and work (Project example: “Neue Hamburger Terrassen”).

In all renewal processes, important pre-conditions are created for access to labour market and local economy. Despite these efforts it becomes clear that the local spatial and social interventions could't turn all problematic trends. In the comparison of economic enhancement, the favourable market situation in

Hamburg as well as the effect of a greater project area stands out. Within the small structures of the other two projects it is much more difficult to react to the general critical economic situation.

#### **5.4 Are there planning criteria for accessibility and safety of public space and transport?**

To ensure that open spaces and parks are attractive for the potential users and that public transport will be used by the inhabitants they have to be (and feel) safe and accessible. Safety is a subjective experience that varies amongst user groups. One of the main responsibilities for open space- and transport planners is to apply a diverse set of planning criteria. After design, the quality needs to be guaranteed by maintainance.

##### Vahrenheide

In Vahrenheide different approaches for enhancing accessibility and safety of open spaces have been applied. They resulted in high quality green areas, and the open space usage is sophisticated. Accessibility and mobility for vulnerable groups has improved, for example: the height of the curbs in the whole quarter was reduced for people with limited mobility. More benches at crossroads for giving the possibility to rest were installed. And a reduction of street width for children crossing is realised. The tramstop was provided with a ramp as part of the general policy of the transport company.

##### Pendrecht

Pendrecht was already very accessible by public transport, and its quality is improving because of a city-wide programme for safety in public space. The same can be said for the 'schoon heel veilig' [clean, intact, safe] programme of monitoring and maintaining open space and streets. Safety is an important criterium for the Rotterdam Planning department, not just taking place in Pendrecht. However some plans are more successful than others. For the specific urban structure in Pendrecht, new solutions for public space have been sought, partly aiming to better articulate the difference between green for private and public use. Recently, Pendrecht has implemented a so-called 'Kindlint' i.e. a safe route for children connecting relevant destinations such as home, school, playground, library etc.

##### IBA Hamburg

Creating a safe and accessible open space for the citizens lays mainly in the hands of international garden show igs 2013. After the Exhibition from April to October 2013 the renewed park will be open for the public. Other types of open spaces are created with the participation of the located citizens in order to fit their needs of safety and accessibility. (Project example: "Weimarer Platz")

IBA Hamburg has no authority in transport planning but tries to play a consultant role. Because of complex plans for the relocation of federal motorways, there are many citizens who demonstrate against this transport projects. The IBA as a stakeholder stands between the two positions. A major obstacle is the access to the northern S-Bahn station, which is not barrier free (Deutsche Bahn AG is owner and responsible). The main busses and the S-Bahn have a short interval (5-7 min) and the southern S-Bahn station will be renewed on the basis of an IBA competition.

In each of the projects we can find planning criteria to improve accessibility and safety of open space and public transport, with in a very different level of scale. Since the responsibilities in this field are mostly in the hands of the public planners, there are more possibilities for participation and decision-making. Pendrecht and Vahrenheide have a similar urban structure with much open space and departed from a same problematic of changing use and lacking maintenance. While Pendrecht has chosen to partly privatise green areas, planners in Vahrenheide have implemented more ecological measures. In Vahrenheide very punctual interventions take place. Pendrecht makes use of existing city planning criteria. In the IBA area an additional organisation for creating innovative public spaces for everyone after 2013 was created.

## **6 CONCLUSION**

We understand planning proceedings as political processes (cf. Fainstein/Fainstein 1996:282ff). Therefore we started from the standpoint that when politics aren't only to serve authority interests, but also potential compensatory equity (s. §2), this has to be rooted in planning processes.

In the paper, three different planning processes were introduced. The common feature consists of a complex spatial- and social planning area. Vahrenheide as well as Pendrecht come along with bad housing conditions and a negative social image. This was also a problem in Wilhelmsburg, but there also a strong pressure on

the rental market exists. Against this background we expected that planning and renewal in these areas are difficult and had to be very cooperative. We expected a high level of participation, as for reaching the goals of spatial and social enhancement, teamwork with the local stakeholders was needed.

In every process we found institutionalised ways of information and participation. Mostly they are more or less consultant, or related to the Arnstein 'ladder of participation' the level is still mostly oriented to "tokenism". The residents have the possibility to hear and to be heard, but there is no power to insure that their views will be heeded (Arnstein 1969: 216ff). The budget for the Stadtteilforum in Vahrenheide is a positive exception.

More principles of equity planning can be found in the choice of the local projects, for example activities for education, employment, better housing conditions and upgrading the urban environment.

In the Vahrenheide case there was no longterm strategic concept of development. This had a negative effect on a major planning decision: in order to finance improvement of public space, apply sustainable energy and invest in social development, several blocks of Social housing units were sold to a private investor. With this the public housing corporation lost the power to create livable housing and living conditions for low income households. In Pendrecht, the corporation had a clear strategy of selling to home-owners, or on condition of renovating or upgrading the housing conditions. Due to the working group model to create the Masterplan (2004) the original urban structure could largely be saved as well as qualities in public space and transport, and for the existing architecture. However, contrary to Vahrenheide the implementation of social funds was started later than the spatial planning process. Stabilisation, participation and social mixture was harder to achieve.

In the example of IBA Hamburg, the prestige object amongst our three cases, mainly the small projects are equity orientated. Typically, the main project of the IBA Hamburg: "Wilhelmsburg Mitte" is not mentioned in §5. IBA Hamburg needs its attracting activities to create a unique selling position, since it is not a part of a federal renewal campaign like "Soziale Stadt".

IBA Hamburg postulates that it is not an exhibition as expected but an urban development process integrated in the movements of Wilhelmsburgs society. At the same time it has to be a role model in themes like innovative building, climate change or creation of new concepts for work- and living spaces. That is the very reason why IBA is chosen as a planning instrument. The image of a disadvantaged district should be improved by flagship projects. The Pendrecht team worked rather in the shadow of public (and experts) attention, in order to have room for decision making for- and with the residents and direct stakeholders. This approach is much closer to the thoughts of adjusting power and for reaching a just and lasting society.

The questions we explored were: "are the political agenda of equity planning expressed in the planning instruments?" And if so: how does this affect the substance of planning? Does it make cities more liveable, bringing health and prosperity to more citizens?

In the cases we have analysed there is evidence that this could work: conditions of collective decision-making and representative staffing shift the priorities in projects and design criteria.

Secondly, the renewal processes are very problem oriented, however these problems are mostly tight to some target group (i.e. vandalism > youth, safety > elderly).

A third conclusion is that the objectives of equity planning are frequently mentioned in the policy documents (i.e. European development perspective –Lisbon- or local documents), but far from being embedded structurally in planning processes. It needs a 'martial law' such as IBA, ISV or Soziale Stadt enforcing criteria of integration, participation etc., to have a real impact on the planning process. To articulate the political will is the first step to create new, prosper living places, but by itself a paper tiger.

Finally: have we found a role model? No plan or planning team is perfect, yet the potential is there. Inasmuch circumstances can be improved at local level, the spatial environment and the residents certainly benefit from equity planning. Sharing and analyzing the experiences with new planning tools will help practitioners to operate more effectively.

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