

villages in the period to the clan space has brought many negative effects. Cultural penetration has also led to some loss of tradition, relative strength is not sufficient protection of the ancestral hall. Government departments or academic structures should intervene in time to provide guidance and help for the evolution of the clan space in the urban village, so that excellent traditional culture can be preserved. The contribution of this paper is to enrich the research object of villages, and village hall space provide the basis for protection and reconstruction.

## 4.2 ADVICE

To formulate the guideline of ancestral temple in Guangzhou, and to provide the basis for the reconstruction of ancestral temple. In the urban area of the village according to the cultural characteristics of classification, make each kind of villages in the corresponding ancestral shape interpretation guidelines, significance and importance of building components and building decoration peculiar to the ancestral lineage, and gives the retention or transformation of the views. As for the Liede, Jubei is south of the Five Ridges water village is the heritage of the Dragon Ridge retained ancestral temple, the heritage of the village has Hengsha scholarly advice should be reserved and the hall of Taiwan kuixinglou sook. So that the clan has more profound understanding of the ancestral hall, and guide them in the ancestral temple building activities to make more reasonable decisions, so that cultural traditions better pass down.

We should improve the protection and declaration of cultural relics in ancestral halls, and strengthen the protection of ancestral temples of historic value. To strengthen the cultural relics declaration of the ancestral hall of the city and district level cultural relics protection units in Guangzhou, and classify them in a hierarchical manner. Establish the links between the municipal cultural departments, the university scholars and the ancestral halls, so that the government departments and scholars participate in the construction and management activities of the ancestral halls in the villages of the city. On the one hand, it provides consultation and guidance for the clans, and on the other hand, it plays a better supervisory role.

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## ID 1532 | WHAT FACTORS AFFECT PUBLIC PARTICIPATION IN THE URBAN REDEVELOPMENT PLANNING PROCESS IN CHINA

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## 1 INTRODUCTION

Since 1978, China has experienced almost the largest scale of urbanisation process in human history due to the demand of rapid economic development (Campanella, 2000). During the last three decades, urban planning in China led by the government had pursued high economic growth rather than higher living conditions of urban residents (Li, 2012). Now, China has entered the later stage of accelerated urbanisation which is identified as the “decelerating, transformative, and diversified” period. It is important to be human-oriented, adaptable to local conditions and environmental friendly in urban planning (Yang and Chen, 2015). In this “New Normal” era, more factors can be involved in the urban redevelopment planning process.

Public participation, as one of these factors, plays an increasingly essential role in urban regeneration. Smith (1973, pp275-295) describes participatory planning as a democratic process supporting value creation, definition of communities and development of residents’ identity, leading to a harmonious society. In the United Kingdom, the “Town and Country Planning Act” passed in 1947 stipulated public participation as a legal step in urban planning, which protected the public rights in the urbanisation process. This participation lead to better policies and implementation decisions in urban planning (Irvin and Stansbury, 2004).

Public participation in China boosted in the 1990s. At that time, the public’s willingness to participate in the urban regeneration decision-making process have increased because of more attention to life quality and individual properties (Zhang, 2015). Meanwhile, the government began to realise the importance of public participation due to conflicts of interest between involved groups in the planning process, such as real estate developers and residents. In 2006, the “Measures for Formulating City Planning” illustrates the necessary of information acquisition and public notification for draft proposals in detailed planning (Wei and Dai, 2015). In 2008, “Urban and Rural Planning Law of the People’s Republic of China” was implemented. It acknowledges public participation in explicit terms, illustrates the public’s rights of awareness, specifies the approach of public participation and emphasizes the importance of participatory planning (Sun and Yin, 2008), providing a legal base for democratic participation in the urban planning process. However, the lack of specific approaches in relevant provisions provides few instructions for the participatory planning practice in China.

This paper will first illustrate the status quo of public participation in urban renewal projects in the New Normal era, following by practical cases in the urban redevelopment planning process in China. After that, it will illustrate several factors, including government policies, interest groups and public consciousness, which may hinder the public from participating in urban planning based on former cases and experiences in Chinese context. Then it will evaluate the practice of participatory planning in China with that process of the neighbourhood planning in London, analysing reasons for the formulation of these factors in different context. Finally, the paper will provide some suggestions which may improve public participation in the urban redevelopment planning process in both China and the Great London area.

## 2 PUBLIC PARTICIPATION IN URBAN RENEWAL PROJECTS IN CHINA

Metselaar and Priemus (1992) argues the concept “urban renewal” is more than the improvement of the stock of buildings and the restricting of old city districts. It is the systemic intervention relating to economic affairs, public health, culture and social affairs for a higher living condition. From the opening-up policy to the New Normal era, the desire for sustainable communities promotes public participation in practical cases, and social problems led by rapid economic development need to be eased by restructuring and upgrading. However, these renewal processes, including the redevelopment of historical districts, upgrading urban villages, transformation of old residential areas, and so forth, mainly led by local governments who often act as protectors of commercial interests rather than that of public demands (Qian, 2009). To avoid further social conflicts, public participation, as a useful tool, is essential to balance the real needs and these commercialised plans.

Due to a long-term lack of participatory planning tradition, public participation in China is now still in a nascent stage. Most of the research in China remain in the theoretical level because of the lack of successful studies, but progresses have accumulated in the practical level in recent years. The early attempt to introduce participatory planning in urban renewal projects occurs in 2008 in regulatory detailed planning in downtown Beijing. To encourage the confidence and interest of the public, this participatory planning focused on small interventions about social infrastructures which could surely be changed after the participatory process. Further to showing information on noticeboards after the planning process, 259 questionnaires for residents had been gathered before the decision-making process. Participants had rights to comment on the current public services, green gardens, new constructions, public buildings, and parking areas in their communities (Chen and Ye, 2013), but their ideas were deeply influenced and chosen by government-led consultants. With further interviews and seminars, the facilities were changed and partly spaces were repurposed between 2008-2010, which is regarded as a significant case in early participatory planning in China.

A wider and more complex participatory planning in the urban regeneration programme in Haizhu District in Guangzhou started in 2009, showcasing the application of traditional mass media in the participatory renewal process. The renewal programme, relating to complex ownership of households and plenty of demolitions and new constructions, encouraged not only residents, but also citizens, consultants, experts in various fields to participate in, showing the importance of balance among multi-stakeholders. Planners had made 1600 brochures and 1250 leaflets particularly for the public, and got wider feedback for demands of residents. Meanwhile, detailed timelines had been made and published to regular the participatory process, and traditional mass media, including newspaper and TV comments, also pushed this programme further and influencing the process (Shi, 2010).

Although a huge progress had been made in this case, many deficiencies have risen. One of these is the veracity and comprehensiveness of media reports, some public media probably exaggerated the problems, leading to misunderstanding among stakeholders, especially between governments and the public. Additionally, governments still have the right of discretion in final decision-making process. Suggestions offered by the public cannot be judged by clear and explicit items in law, and thus the results of public participation were likely to be ignored, even as evidence for other's interests.

As the increasing practical cases accumulated, the awareness of public participation has been awoken, nevertheless the real role these suggestions gathered from the public play are limited because of the incomplete policy system and top-down planning pattern. In 2015, a new attempt to renewal programme of housing zones implemented in Shanghai, following bottom-up pattern. The programme, "Beautiful Home", aimed to refurbish old housing zones by renewing social infrastructure, refurbishing old buildings, managing traffic roads and parking areas and enhancing the living environment in communities in Pengpu town, introducing the concept of "self-organised communities" and "participatory planning" in the renewal process. The public could participate in all procedures including planning, survey, conceptual development, decision-making, implementation and management (Kuang and Lu, 2015). Clear timelines and procedures and layered implementation led by residents contributed to operational interventions in participatory planning. However, the efficiency of communication was restricted by simple approaches taken in the planning process.

Based on three practical cases above, public participation shows its potential and the essential role in urban renewal projects in China, however, problems and limitations are obvious. First, the top-up planning pattern can hinder the public from participating in decision-making process. Insufficient policies for communication and expression restrict the impact of participatory planning. Moreover, a lack of transparency could lead to corruption and violation operation in planning process among different stakeholders, especially between governments and developers. Second, the degree of involvement of the public does not achieve the expectation in practical cases, and suggestions they offer are too general and hard to be implemented. Third, traditional mass media cannot meet the demand of speed and range of information dissemination, resulting in a lack of veracity and comprehensiveness of communication in the participatory planning process.

### 3 FACTORS INFLUENCING PARTICIPATORY PLANNING IN CHINA

#### 3.1 THREE FACTORS INFLUENCING THE PARTICIPATORY PLANNING IN CHINA

According to the practical cases and problems discussed above, factors influencing the participatory planning process, especially in complex renewal projects are a lack of explicit public policies, inefficient communication among interest groups and a lack of public consciousness. Among them, a lack of explicit and operable items of participatory strategies at the legal level because of the late start in China is the first and foremost reason. Although the “Urban and Rural Planning Law of the People’s Republic of China” implemented in 2008 provides the right of awareness and public participation in public affairs, detailed strategies and policies need to be made based on local conditions. Nevertheless, the city planning in China is usually decided by governments without the further discussion and vote by the People’s Congress at the local level. Without the efficient and comprehensive solicitation of the public’s opinion, the policies of participatory planning cannot be implemented in practice.

The excessive power of local governments leads to the top-down pattern as the dominate one in urban renewal projects, which may not meet the public’s rights. Insufficient detailed policies about the regulatory procedures and criteria result in the lack of legislative participatory planning processes in projects. In that case, governments prefer to achieve ideal redevelopment planning goals for economic purposes in master plans rather than satisfying the residents. They can also take advantages from the top-down planning system by controlling sources of information to avoid compromises and the long-term participatory process. Moreover, due to a lack of transparency, the delimitation of obligation among governments and multi-stakeholders is vague, causing the corruption and inefficiency in the implementation process. Besides, without an effective feedback system, the redevelopment planning process may cause conflicts between the public and government officers, especially in land use and demolition.

Secondly, inefficient methods of information disclosure and communication among interest groups adverse to the participatory process. Ambitious interest groups such as real estate developers are reluctant to show detailed procedures and design plans and invite the public into the decision-making process because their commercial benefits might be limited by the public’s opinions. Moreover, their profits are relatively combined with that of the local government, so sometimes this subtle relationship between stakeholders and the government can form “interest coalition” in the renewal process. In the coalition, the government can gain not only the revenue but implicit benefits by renting the land use rights (Wu, 2007), and stakeholders, would prefer to influence the policy-makers for maximum profits. Thus, the public become vulnerable groups in the urban redevelopment planning process.

Furthermore, scholars and planners, as coordinators, cannot develop a larger impact in the participatory process because of inefficient means of communication. Some argues the monopoly of plans and skills by scholars makes it easier to gain profits for the “interest coalition”, and measures must be taken to restrict the power of planners (Yan, 2011). However, the planning process can be time-consuming and led to uncertain results without the coordinator role and efficient methods of communication. To protect the equal right to know among stakeholders, symmetry of information and feedback systems for the public are essential in the urban regeneration process.

Thirdly, a lack of public consciousness prevents the public from deep participation in urban regeneration projects. With a long-term absent of public participation in the decision-making process in public affairs, the public considers participatory planning as a symbolic process, and treats this legal procedure casually. Meantime, due to the lack of professional approaches and knowledge, their voice has limited operability, offering the reason for the government and interest groups to exclude the public from policy-making process. Furthermore, the lack of professional knowledge leads to a lack of citizen responsibility and public consciousness, forming a vicious circle in participatory planning. In practical cases, residents draw much more attention on their own profits than the whole living environment and social sustainability. Further to that, some are reluctant to compromise and communicate with planners and other interest groups when facing with disputes. Thus, strategies and procedures of public participatory planning can be implemented smoothly in small projects, but it is hard to be done in district-scale or city-scale projects.

In recent years, planners and mass media act an important role in the public education by doing surveys, delivering booklets and teaching technical terms and citizen rights to the public in participatory

programmes. However, the propaganda has territorial limits. Urban renewal projects are still controlled by the government and interest groups in most cities in China.

### 3.2 EVALUATION OF NEIGHBOURHOOD PLANNING IN LONDON

In 2011, neighbourhood planning was encouraged in the Government's scheme through The Localism Act 2011, whereby powers are devolved from central government and transferred to communities. Similar to the participatory planning in urban regeneration programmes, most of the neighbourhood planning concentrate on the renewal and upgrading of current communities for a more sustainable future. For example, Hackbridge was chosen as one of the original 17 communities to be front-runners in the neighbourhood planning (DCLG 2015). Following the Sutton Local Plan, the survey and participation began in 2012, and the final neighbourhood plan was proposed in March 2017. The comparison of the long-term participatory planning at a neighbourhood level in London and the third participatory case above in Shanghai can show different strategies and procedures in the planning process.

Compared to the case in Shanghai, residents in Hackbridge have stronger public consciousness and more professional knowledge due to the democratic tradition in city planning, which benefits for the self-management in the whole process. This self-managing group acted as the link among all the stakeholders and organisations, enhancing trust between the local authority and residents. Further to that, explicit strategies were made at the beginning of the participatory plan, completing with timelines and detailed schedules. These strategies can be various in terms of borough plans, but the overall procedure is decided. Moreover, the information is transparent and shown timely on specific websites and homepages in Twitter and Facebook, reducing the potential of information asymmetry and offering opportunities for a wider range of citizens to participate in. With multiple methods in the participatory process, residents are willing to involve into the decision-making process.

Additionally, cultural events such as photography and painting were held in communities by the consultation group, enhancing the sense of identity for residents.

However, the disadvantages of this participatory neighbourhood planning are shown in the draft proposal. Strategies and approaches are vague and weak to be implemented probably due to the result of compromise of stakeholders' profits, but a long-term decision-making process with limited operable results can sometimes be disappointed. Further to that, most of interventions offered by residents are for small-scale, while strategies proposed by authorities are general ones for the further development. Different concerns may lead to the difficulty of the communication. Also, considering the issue of funding and complex ownerships in this case, to what extent will the participatory result will be implemented remains unknown.

## 4 SUGGESTIONS

Factors above show the complexities that public participation presents in the Chinese context in the urban redevelopment planning field and its differences with the neighbourhood planning in London. As Klimova (2010, pp.32) reports, aiming to improve participatory practices in renewal projects in China, ladder of public participation by Plummer and Taylor (2004 cited in Klimova, 2010, p.32) shown in Figure 1 should be used to interpret the whole procedure of democratic participation. Public participation will not in its first stage of "Notification and attendance" if the government, scholars and the public itself make concerted efforts.

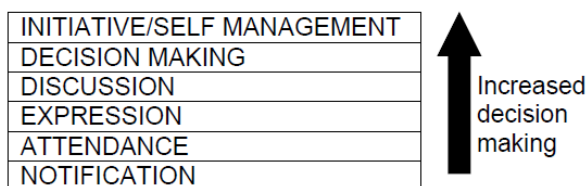


Figure 1 - A ladder of public participation in China  
 ource: Plummer and Taylor, 2004, cited in Klimova, Z.,  
 2010. Public Participation in Urban Renewal Projects.  
 Master Degree. Lunds University.

Firstly, detailed policies should be made to regular participatory procedures in which responsibilities of each stakeholder need to be defined at all level. Since in the new “Urban and Rural Planning Law of the People’s Republic of China”, detailed steps of participatory planning have written as the compulsory terms, terms relating to regulating participatory steps in the local level should also be made soon in the future, such as operational methods of distributing responsibilities and economic profits in urban renewal projects. Additionally, strategies of encouraging general education of planning knowledge and citizen rights need to be taken in the participatory planning process. With the explicit policies at all level, multi-stakeholders will involve into the participatory process with clear authorities and responsibilities, working as a virtuous circle in urban planning.

Secondly, the necessary of community planners and individual consultation groups has shown in the participatory planning process. As coordinators, these experts, not sharing the common interests with other stakeholders, are expected to establish a planning administrative system which is not controlled by the upper-level planning bureau (Li, 2012). This neutral system is responsible for balancing the interests of the local government, all the stakeholders and the public in practical planning projects. In that case, suggestions from this third section system can be advantageous to the public to some degree.

Thirdly, digital media can work as an efficient method of communication and information disclosure, and stakeholders can communicate in real time. Now, new platforms combining social media with big data are popular. For example, it is easier to monitor the traffic condition in a certain district by gathering the commute information based on daily records on phones. Based on that, new attempts have been tried in Beijing. Planners invented mini programmes on Wechat, one of popular social medias in China, to ask for comments on busy roads in rush hour. Citizens can definite these roads in real time by clicking on the phone screen. In this way, the veracity and comprehensiveness of information can be guaranteed and the statistics is easier.

Inspired from that, mini programmes can also be invented in mobile phones and on online websites as efficient platforms and feedback systems, contributing to the symmetry of information in the urban redevelopment planning process. In that case, the public can keep abreast of the projects, join in the survey and interviews, vote for their favourite designs and monitor the process though online platforms. However, such systems are still at the early stage, deeper data analysis need to be done in the future by inter-disciplinary groups. Such methods can also be implemented in the participatory planning at a neighbourhood level in London for more effective procedures and a strong result.

## 5 CONCLUSION

Learned from the practical cases in China and the neighbourhood planning in London, three main factors has been proposed including a lack of explicit public policies, inefficient communication among interest groups and a lack of public consciousness in the urban redevelopment planning process in China. By now, the publish of Urban and Rural Planning Law has been regarded as the promising beginning of the participatory planning in the early stage in Chinese context. Following the general items in law, detailed strategies and consultation groups at a neighbourhood level are necessary, and the essential role new mass media plays can optimise procedures in practical cases. A new order can be expected in the New Normal era in urban redevelopment planning process, of which the structural change will contribute to the social and cultural sustainability.

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## **ID 1537 | URBAN REGENERATION PROJECTS IN BRAZILIAN CITIES: HEGEMONIC DISCOURSES AND POLICY MODELS**

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### **1 INTRODUCTION**

The central purpose of this article is to analyze planning traditions, regulatory frameworks and the social construction of legitimizing discourses on urban regeneration in Brazil. It presents an overview of the main argumentative lines underlying the discursive construction of the notion of public interest in the context of urban regeneration initiatives in Brazilian cities and shows how the convergence of different, and eventually conflicting assumptions and propositions related to urban development have provided ideological support for the widespread assimilation of urban regeneration initiatives as socially desirable interventions. It comprises the following sections: Introduction; The construction of the arguments; The Urban Reform; Sustainability; The strategic planning of cities; The trajectory of urban regulation and regeneration policies in Brazil; The recent process; Conclusions.

The point of departure of an urban regeneration project is the recognition of a certain urban situation as problematic, and the assumption that an intervention aimed at fixing it is socially desirable. These projects are backed by narrative constructions addressing what the urban problems are, and what sort of