

Can super citizens save the city? On the use of civic energies in planning.

*Original*

Can super citizens save the city? On the use of civic energies in planning / Bragaglia, F., Parker, G.. - (2025), pp. 548-549. (PLANNING AS A TRANSFORMATIVE ACTION IN AN AGE OF PLANETARY CRISIS Istanbul 7-11 July 2025).

*Availability:*

This version is available at: 11583/3006898 since: 2026-01-23T16:12:31Z

*Publisher:*

AESOP

*Published*

DOI:

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# PLANNING AS A TRANSFORMATIVE ACTION IN AN AGE OF PLANETARY CRISIS



**AESOP 2025**  
CONGRESS

Istanbul, 7-11 July



## **Book of Abstracts - AESOP Annual Congress 2025**

Monday 7 July 2025 - Friday 11 July 2025

Yildiz Technical University, Istanbul

# Colophon

**Title**

TRANSFORMATIVE ACTION IN AN AGE OF PLANETARY CRISIS

**Subtitle**

Book of Abstracts - AESOP Annual Congress 2025

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**ISBN**

XXX-XX-XXXX-XXX-X

**Published by**

AESOP

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## Can super citizens save the city? On the use of civic energies in planning.

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Several European countries are progressively redefining the terms of the social pact with their citizens and reconfiguring governance arrangements according to the idea of a smaller welfare state and more self-responsible citizens, some of whom themselves claim a more active role. These two-way pushes can be mutually reinforcing and have led to new opportunities and spaces for collaborative governance as well as possible exploitation. Although the idea of the active citizen is not new, we are facing a further elaboration, where citizens are ostensibly in charge of implementing spatial transformation plans, taking care of spaces, social infrastructure and services in the city through devolutionary policy, common goods regulations and as last resort. In other words, they are actively co-producing and co-managing the city. This paper, therefore, discusses the emergence of what we define as ‘super-citizens’ in governance and spatial planning as an effect of institutional frameworks that increasingly emphasise active participation and responsibility in communities to shape and take care of their locality. In this context, the idea of a hierarchical relationship between citizens and governments is being supplanted by several parallel spaces in which power is discussed and negotiated (Newman, 2005; Williams et al., 2014).

The rise of the ‘super-citizen’ as an expert citizen endowed with local knowledge and the ability to bridge political authority and civil society. The paper discusses the implications of restructuring the welfare state on public-private responsibilities (Bragaglia, 2021) and - drawing on theories of collaborative urban governance in the field of urban studies and empirical cases in the English, French and Italian contexts - highlights the dual nature of these transformations. On the one hand, they enable citizens to co-create policies and solutions in collaboration with state actors. On the other, they often impose new demands for self-management and adaptability, aligning with overarching pressures for efficiency and responsiveness. The ‘super-citizen’ embodies this duality, acting both as an agent of community development and as a potential negotiator of institutional frameworks. While the rise of the super-citizen represents an important opportunity to continue experimenting with shared solutions of collaborative governance, it also raises several questions and implications. This concerns, for example, the ethics of voluntarism in planning (Parker et al., 2020), the representativeness of these subjects of the visions of the city of which they are bearers, as well as the fact that their acquired professionalism and their collaborative approach with institutions. These factors distinguish them from the antagonism that characterised the political identity of social movements (Castells, 1997) and, thus, the risk that potential dissent is made less and less visible through this new figure of the super-citizen. If the super-citizen is increasingly seen as a necessary or effective partner for institutions in the day-to-day management of and in the development of cities, it is necessary to critically interrogate these new forms of collaboration.

### **Keywords:**

super-citizens; collaborative governance, urban policies, social innovation

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## T\_04 GOVERNANCE (B) / 539

### **People's Plans: Partnering with communities to take action and influence planning**

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London has been going through a population growth since the 1980s. This population growth has been paired with a neoliberal planning approach, in which city-making relies heavily on private-sector developers, and in which public authorities follow a private development logic. Since the beginning of the 21st century, local authorities have viewed social housing estates as places for redevelopment and densification. They have seen in estate regeneration an opportunity to address London's housing crisis and deliver housing numbers that meet their targets. This concentration on number of homes results in disregarding the relevance of social infrastructure (spaces where people can gather), which is typically reduced or not extended in such densification schemes, resulting in less social infrastructure per resident. In addition to this, most of these schemes do not result in an increase of social rent units, but in a decrease of social housing units at expense of private market homes.

Social housing regeneration in London has been heavily contested by residents, housing campaigners, as well as scholars. Since the 2010s, there was an increase in community groups campaigning against the demolition of their homes and demanding other approaches to regeneration, which have managed to have some influence on regeneration schemes and on London-wide policies on estate regeneration. Between 2016 and 2019, Daniel Fitzpatrick and I conducted a research project that explored how community groups were engaging with different planning tools and using a diversity of campaigning strategies for opposing the demolition of their homes and proposing community-led regeneration schemes. This piece of research led to the publication of the book *Community-Led Regeneration: A Toolkit of Residents and Planners* (Sendra and Fitzpatrick, 2020). One of the strategies that many groups used was collaborating with architects to draft a "People's Plan" or "Community Plan". A People's Plan is not a statutory planning document, but a community vision that residents put together with the aim of influencing or leading decisions on the future of their neighbourhood.

Since 2019, I have worked in collaboration with various community groups facing top-down regeneration schemes on co-producing a People's Plan for their neighbourhood. Through funded research and knowledge exchange projects, I have used a participatory action research approach and co-design methods to co-produce community-led schemes with residents living in social housing, as well as supporting evidence for these plans in relation to their social and environmental impact, and their financial viability. Residents have used the outputs of this projects to present it to local authorities and stakeholders to influence planning decisions.

This paper presents four London-based case studies of participatory action research projects carried out in partnership with community groups living on social housing that were facing the demolition of their homes, other type of top-down developments, and/or