

# The city without public funds & Opportunities from the crisis

ECTP-CEU Young Planners Workshop

Final report-conclusions  
April-September 2013

*Xth Biennial of European Towns and Town Planners*

*Creating our futures*

**ECTP-CEU**

European Council of Spatial Planners  
Conseil européen des urbanistes

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The city without public funds

ECTP-CEU young planners workshop

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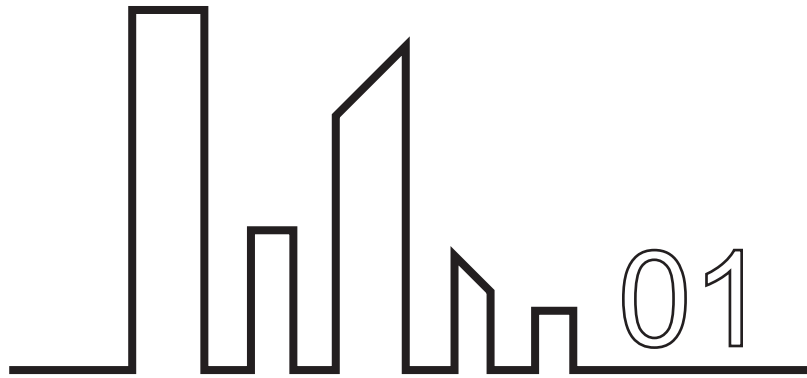




# Index

01	<b>Presentation.</b> Hendrik van der Kamp President of ECTP-CEU.	<b>Pag. 7</b>
02	<b>Introduction.</b> Ignacio Pemán Workshop Chair.	<b>Pag. 13</b>
03	<b>Bridging the Funding Gap: Urban Regeneration in the Age of Austerity.</b> Jonathan Douglas-Green, Rachel Ferguson, Zoe Green, Thaddaeus Jackson-Browne, Andrea Kitzberger, Harry Manley, Jonathan Manns*, Donald Messenger. *Corresponding Author	<b>Pag. 21</b>
04	<b>Young people develop empty spaces.</b> Friederike Günther, Stephanie Haury, Martina Klaus, Ines Knöfel, Sarah Langer, Steffen Präger.	<b>Pag. 33</b>
05	<b>Planning for a post ‘Celtic Tiger’ Urban Landscape’.</b> Colin Broderick, Stephen D. Walsh, Aoife Doyle, Rachel Ivers, Philip Kavanagh.	<b>Pag. 51</b>
06	<b>Elements of opportunity for change in our cities.</b> Authors: Rafael Córdoba Hernández, Nerea Morán Alonso, Raquel Rodríguez Alonso, Carolina García Madruga, Ángela Matesanz, Cristina Fernández Ramírez	<b>Pag. 69</b>
07	<b>Public money is long gone: are non profit organizations the only hope for the public city?</b> Francesco Bonsinetti, Enzo Falco.	<b>Pag. 89</b>
08	<b>Placemaking And Spatial Cognition: The Way To Go On Diffuse Urban Areas?</b> Francisco Barrocas Lourido.	<b>Pag. 113</b>
09	<b>Opportunities for the city transformation: the right to the neighborhoods”</b> Authors: Carolina García Madruga, Ángela Matesanz, Raquel Rodríguez Alonso, Rafael Córdoba Hernández, Nerea Morán Alonso, Cristina Fernández Ramírez.	<b>Pag. 139</b>
10	<b>Urban voids, spaces of great expectations</b> Francisco Berruete.	<b>Pag. 157</b>
11	<b>Planning as interface, The Strategic Concept of Bucharest</b> Mihai Alexandru.	<b>Pag. 171</b>
12	<b>Conclusions</b>	<b>Pag. 191</b>





## ***Presentation.***

Hendrik van der Kamp President of ECTP-CEU



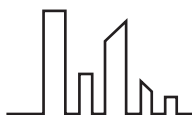


The idea of an initiative for young planners is not unique to ECTP-CEU, the umbrella organisation for professional associations of spatial planners in Europe. Such networks exist within AESOP, IFHP while several member associations of ECTP-CEU also organise similar activities themselves. The focus on young planners has been driven by the reduced job opportunities and the resultant potential waste of talent to the profession. For ECTP-CEU the activity of a Young Planners Workshop is particularly relevant in order to achieve exchange of knowledge across Europe, one of the central objectives and 'raison d'être' for the organisation itself. By meeting and discussing a common theme, the participants are likely to better understand the circumstances specific to the country of their colleagues, learn from best practice and perhaps apply lessons learnt in their own professional life. There was no better and more poignant illustration of this when the participants of this year's event from Turkey explained to their colleagues what had happened around Taksim Square and why the issues were important to them.

The Young Planners Workshop allows professionals of less than 35 to exchanges views and methods between different regions of Europe. Supervised by delegates from their national association, they work in groups of 3-10 from each country and the teamwork milestones are marked by internet debates between the teams. The Young Planners Workshop was started by ECTP-CEU two years ago in the form of a working group. It has now become one of the regular activities of ECTP-CEU. The two events to date have both been organised in conjunction with another 'flagship' activity of ECTP-CEU. In 2012 this was the European Urban and Regional Planning Awards. At that occasion, the young planner teams examined the topic of Territorial Cohesion and presented their results in a workshop at the fringe of the Awards Ceremony. As a result they also attended the award ceremony itself and the lecture by Prof. Louis Albrechts on strategic planning. In 2013 the flagship event was the tenth Biennial of Towns and Town Planners that took place in Cascais, Portugal over three days.

On this occasion, the participating teams presented their work (reflected in this e-book) as one of the parallel workshops at the Biennial. As a result not only did the participating young planners have an audience of delegates present at the biennial, but they could also attend the plenary sessions and keynote papers presented at the biennial. All this is to maximise the integration of the young planners in the professional community of spatial planners, to achieve mentoring and above all, to have the benefit of a fresh look at problems and opportunities from the younger generation in the profession.

I recommend the e-book to all young planner members of the ECTP-CEU member associations throughout Europe not only to be informed on the topic and the treatment by the different national teams, but also in



order to encourage young planners to partake in the 2014 Young Planners Workshop event.

The Young Planners Workshop has been the initiative of Ignacio Peman, member of the Executive Committee of ECTP-CEU and representative delegate from the Spanish association AETU. The success to date of this worthwhile and popular activity of the ECTP-CEU confirms that Ignacio was correct in prioritizing this activity and giving it such dedicated support.

Hendrik van der Kamp,  
President of the ECTP-CEU, November 2013.

L'initiative d'un atelier de jeunes urbanistes n'est pas propre à l'ECTP-CEU, l'organisation fédératrice des associations professionnelles des urbanistes d'Europe. De tels réseaux existent au sein d'AESOP ou d'IFHP et plusieurs associations membres d'ECTP-CEU organisent également des activités similaires. L'accent mis sur les jeunes urbanistes a été motivée par la réduction des possibilités d'emploi et le gaspillage potentiel de talents pour la profession. Pour l'ECTP-CEU, l'activité d'un atelier de jeunes urbanistes est particulièrement pertinente pour l'échange de connaissances à travers l'Europe ; l'un des objectifs principal et 'raison d'être' de l'organisation elle-même. Par les rencontres et discussions sur un thème commun, les participants sont susceptibles de mieux comprendre les circonstances particulières des pays de leurs collègues, d'apprendre au travers des bonnes pratiques et pouvoir ainsi mettre en application les leçons tirées dans leur vie professionnelle. Il n'y avait pas meilleure et poignante illustration de ceci lorsque les participants Turcs de l'atelier de cette année ont expliqué à leurs collègues ce qui s'est passé autour de la place Taksim et pourquoi ces questions sont si importantes pour eux.

L'Atelier des Jeunes Urbanistes permet aux professionnels de moins de 35 ans d'avoir des échanges de vues et de méthodes entre les différentes régions d'Europe. Encadrés par des délégués de leur association nationale, ils travaillent en groupes de 3-10 dans chaque pays et les étapes du travail en équipe sont marquées par des débats via Internet entre les équipes. L'Atelier des Jeunes Urbanistes a été lancé par l'ECTP-CEU il y a deux ans sous la forme d'un groupe de travail et est devenu l'une des activités régulières de l'ECTP-CEU. Les deux conclusions des Ateliers à ce jour ont été organisés en parallèle avec un autre



‘événement phare’ de l’ECTP-CEU. En 2012, il s’agissait du Grand Prix Européen de l’Urbanisme. A cette occasion, les équipes de jeunes urbanistes ont investi la question de la cohésion territoriale et ont présenté les résultats de leurs travaux lors d’un atelier organisé parallèlement à la remise des prix. En conséquence, ils ont également assisté à la cérémonie de remise des prix et à la conférence de M. Louis Albrecht sur la planification stratégique. En 2013, l’événement phare était la dixième biennale des villes et urbanistes qui a eu lieu à Cascais, Portugal durant trois jours. A cette occasion, les équipes participantes ont présenté leurs travaux (comme en témoigne cet e-book) lors d’un des ateliers parallèles de la Biennale. Par conséquent, non seulement les jeunes urbanistes participants ont bénéficié d’un public de délégués à la Biennale, mais ils ont également assisté aux séances plénières et aux exposés de la Biennale. Tout cela a contribué à maximiser l’intégration des jeunes urbanistes dans la communauté professionnelle, d’en obtenir un tutorat et surtout, apporter un regard neuf sur les problèmes et les opportunités de la jeune génération de la profession.

Je recommande ce livre électronique à tous les membres des associations membres de l’ECTP-CEU de toute l’Europe, non seulement pour s’informer sur le sujet et les travaux réalisés par les différentes équipes, mais aussi pour encourager les jeunes urbanistes à participer à l’Atelier 2014 des jeunes urbanistes.

11

L’Atelier des Jeunes Urbanistes est une initiative pilotée par Ignacio Peman, membre du Comité exécutif de l’ECTP-CEU et délégué représentant l’association espagnole AETU. Le succès, à ce jour, de cette activité utile et populaire de l’ECTP-CEU confirme qu’Ignacio a eu raison de la porter en priorité avec autant d’énergie et de talent.

Hendrik van der Kamp,  
Président de l’ECTP -CEU, Novembre 2013.







## ***Introduction.***

Ignacio Pemán Workshop Chair.





## ***Introduction.***

The present publication contains the findings of the workshop developed between May and September 2013 under the coordination of ECTP-CEU on the topic “City without public funds”. The results were presented in Cascais (Portugal) on September 20th-21th 2013 in the framework of the Xth Biennial of European Towns and Towns Planners.

For years cities have been characterized for continuing growth and occupation of new areas and new utilities and infrastructures have been built. But the present economic crisis has made cities face new paradigms because of the lack of the real estate market and public spending cuts. The outcome of these negative effects is a city without resources and the difficulty to carry out new urban projects and maintaining existing infrastructures.

The general topic “City without public funds” provoked reflections from different perspectives on new challenges that cities have to face in the context of economic crisis in Europe. As the Program of the 10th Biennial pointed out, this workshop “aims to bring up new ideas to overcome present crises, and should focus on other ways to manage and finance the city with regard to urban regeneration and public utility”.

**15**

The issue - Cities and economic crisis - is a widespread concern among opinion forums and European institutions. The Workshop took into account the main documents elaborated over recent years on this complex challenge: Cities Facing The Crisis Impact and Responses<sup>1</sup> and mainly “From crisis to choice: Re-imagining the future in shrinking cities: challenges and opportunities”<sup>2</sup>. This document points out some important ideas within the framework of this workshop such as the importance of “not rely on national or European institutions to arrest the shrinkage process” but on the collaboration between public agencies, businesses and citizens”.

The workshop general topic includes a second title or subtitle “Opportunities from the crisis to urban regeneration” which responds to the concern expressed in several European Union documents. Two important documents deserve to be mentioned:

- The Toledo Informal Ministerial Meeting on Urban Development Declaration within the framework of the Informal Ministerial Meeting on Housing and Urban Development (21–22 June 2010) regarding to urban challenges in the context of economic crisis: “an opportunity to

1 Urbact Programme, European Union, European Regional Development fund. November, 2009-

2 European program -Cities of Tomorrow-Action Today. URBACT II Capitalisation, May 2013-.

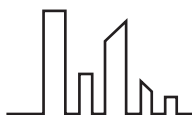


chart a firm course based on the principles of integrated, smart, sustainable, cohesive, inclusive urban development”.

- The recommendations to Commission approved by Committee of the Regions 9-10 June 2010 under the title The role of urban regeneration in the future of urban development in Europe, considers that when “making strategic choices for the forthcoming programming period (2014-2020) the EU should recognise the strategic importance of urban regeneration”.

The Workshop has been divided into three stages; the first two were carried out using online communication and the last stage was in person at the Biennial in Cascais (Portugal). The first stage was focused on comments and discussions about the abstracts that had been initially shared; the second phase consisted of further discussions on the papers that had followed the first stage to enrich the final documents; the last stage was a conclusion with final presentations at the Biennial in Cascais.

The Workshop gathered planners from United Kingdom, Spain, Ireland, Romania, Portugal, Italy and Germany. Each country's works are representative of different perspectives of the same problem and express not only different impact of economic crisis but also different responses to the planning challenges. Works elaborated from Spanish and Irish perspectives show a common urban and territorial impact of economic crisis; others demonstrated the important opportunities from the crisis to non profit associations and youth participation in restoring abandoned buildings.

Not only economic or social perspectives have been considered, there was also focus on spatial, physical, and morphological perspectives; potential opportunities for new spatial planning paradigms in UK planning system to respond to the challenges confronting regeneration proposed by the UK group; the opportunities from urban voids to rethink inner cities proposed by F. Berruete from Spain and the perennial elements that compose the urban environment developed by F. Barrocas from Portugal. Finally, M. Alexandru analyses the case of Bucharest where after decades marked by sprawl development and decaying of existing dwelling areas, the opportunities to regeneration of the valuable areas are analysed.

All these different perspectives of the same concern, -cities and economic crisis and challenges –regeneration of inner cities- have been development in nine works which specific titles and objectives are the following:



**Elements of opportunity for change in our cities** –by the Spanish group- demonstrates how after two decades of unsustainable urban growth followed by the recent real estate crisis and totally stop of new developments, Spanish cities have an opportunity of changing the model; to rethink the city under different paradigms. The initial abstract proposed three main points to investigate:

- to put attention working primarily at neighbourhood scale
- to declassify land which is planned to urbanize, facilitating its retrieval
- to rethink the structure, purpose and connection of the city in a way that could improve the quality of life of citizens and reduce energy consumption

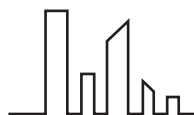
Under the title **Planning for a post ‘Celtic Tiger’ Urban Landscape’** Aoife Doyle, Colin Broderick, Rachel Ivers and Stephen Walsh from Ireland propose exploring the challenges should face Ireland’s urban landscape, an environment particularly badly affected by the current economic crisis with many unfinished developments and large amounts of zoned development land which solutions have been driven at national level, with the role of local authorities being mostly limited to implementation.

It examines how communities can reclaim their localities through focusing on micro interventions and obtaining funding through unconventional avenues. They can then consequently explore alternative opportunities for stimulating urban development and regeneration in Irish cities, particularly those which are initiated and fostered at a local level.

From Germany, Friederike Günther, Stephanie Haury, Martina Klaus, Ines Knöfel, Sarah Langer, Steffen Präger in **“Young people develop empty spaces”** show us a different perspective of the cities: youth and cities. Youth and participation, proposing possibilities to value areas which economic sectors as promoters usually do not pay attention because for them it has no value. Public institutions give the opportunity to youth to participate in the renewal of abandoned buildings for their own use which has positive effects to surrounding areas. Two projects were carried out:

- “Kompott” in Chemnitz, realized by “Urbane Polemik e.V.”
- “Saline” in Erfurt, realized by “Plattform e.V.”

They were developed in the context of the research program founded by the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) “Young people develop empty spaces“. The research program demonstrates that adolescents can develop their own spaces in empty houses, which kind of instruments they apply and how



they organize their projects themselves.

**In Public money is long gone: are non-profit organizations the only hope for the public city?** F. Bonsinetto and E. Falco from Italy, expose how in the current situation of economic crisis no profit organization can be an alternative to rethink planning, manage services or attract investments to these services following the long tradition in United States. Authors consider cities need to overcome the challenge of lack of resources and spur ideas and solutions to attract new players and stimulate new private investments. Public-private partnerships based on a strong participation of the communities allow us to rethink the way cities are managed. The third sector is called upon to face those challenges and issues that local government cannot, or does not find important, to address.

**Bridging the Funding Gap: Urban Regeneration in the Age of Austerity** –by U.K group- analyzes potential opportunities for new spatial planning paradigms to respond to the challenges confronting regeneration of ‘the city without public economic funds’. This general objective is focused on five points which could be summarized in more implication of community, local authorities, business and private sector:

- A) Betterment: how planning policies are able to capture the value created through the designation and development of land and property.
- B) Business: the role that private sector organisations must play.
- C) Bureaucracy: The amount of unnecessary procedures that can be cut from the planning process to reduce the burden on developers and facilitate new ideas.
- D) Community: the local ‘neighbourhood’ level, addressing street and building specific issues.
- E) Cooperation, among Local Authorities, businesses and local groups.

F. Berruete from Spain invites us in his **Urban voids, spaces of great expectations** to change our view on urban voids, we need – F. Berruete insists - to seek new opportunities and innovative ways to recreate urban planning while addressing urban voids. But in his opinion, it is not only a poetic proposal because the new look will allow us to review our methods and look at the city as a new canvas for sustainability opportunities that would prioritize the citizens rather than the economical laws and, within new parameters, give these urban voids seen as forgotten, residual, limited spaces, the regained value they deserve.

M. Alexandru - in **Urban planning in Bucharest**- analyses the new paradigms of spatial planning in Bucharest that should be carried out after a long term of time controlled first by public power and after –the last two decades- by private sector. The result of this it that The last decades marked by sprawl development and decaying existing dwelling



areas, that's why planning should focus in regeneration of the valuable areas. This work show us how the last four years marked by the financial crisis are also marking a turning point towards a more participative planning. Especially the work emphasises on solutions on the municipal scale, up to now almost inexistent and having an integrated development strategy which let a dialogue among different involved actors.

**Placemaking and spatial cognition: the way to go on diffuse urban areas?** F. Barrocas Lourido from Portugal analyses how "Re-urbanization as a re-generative process seems fitted to respond to some of the problems of diffusely urbanised territories perennial elements that compose the urban environment: biophysical system, streets, public spaces system, heritage and building footprint" and proposes in a context of Welfare State retreat ....any resilient strategy for the city must have a special focus on local community building, particularly in that kind of territories, highly complex and dependent on technology for its operation.

**Opportunities for the city transformation: the right to the Neighbourhoods** -a second work made by Spanish group- focuses in the neighbourhood scale insofar as they consider neighbourhoods as an opportunity for the integrated urban regeneration. This work highlights the importance of neighbourhood associations in the planning decisions in the seventies and the opportunities from economic crisis to involve different citizen initiatives that have appeared as taking advantage of the opportunity that some sites or disused building raise, propose their use and provide the basis for more complex organizational proposals.

To conclude, I would like to congratulate all participants for their excellent work, João Teixeira for offering the framework of the Xth Biennial of European Towns and Towns Planners for the final presentations, the ECTP-CEU Executive Committee and especially Dominique Lancrenon ex ECTP-President, for their support to this ECTP-CEU project and Julian Hills for proofreading of this text.







***Bridging the Funding  
Gap: Urban Regeneration  
in the Age of Austerity.***

Authors: Jonathan Douglas-Green, Rachel Ferguson, Zoe Green, Thaddaeus Jackson-Browne, Andrea Kitzberger, Harry Manley, Jonathan Manns\*, Donald Messenger.

\*Corresponding Author





## ***Introduction.***

Longstanding English proverb advises that we ‘make hay while the sun shines’, but successive Governments across Europe have failed to do exactly this, with the debate surrounding planning for the city without public economic funds being a direct consequence of this. The model of neo-liberal capitalism which has grown to dominate Western European policy doctrine has resulted in Keynesian economics falling from favour. There has, consequently, been a relatively long-term failure to invest during the ‘boom’ and reliance on third and private-sector stimulation during the ‘bust’. This cyclical process of creative destruction results in a ‘bust’ phase austerity framework in which debate is focussed on how the social, economic and environmental value of planning decisions and plan-making can be captured. By their very nature they address existing inefficiencies through systematic improvements as opposed to holistic review and value creation. This paper considers the English approach to such improvements through an assessment of betterment, business, bureaucracy, community and cooperation.

## ***Betterment.***

New housing, offices, retail and other forms of development can place heavy demands on existing services, infrastructure and the quality of the environment. Their construction also requires additional development such as new roads, schools, health facilities, open space and play space, each of which have a financial cost. The UK planning system seeks to balance the need for development against its economic, social and environmental effects on the wider community. “Betterment” refers to the way in which the planning system can capture some of the uplift in financial value created through development to fund the new or upgraded infrastructure and services required. In capturing this value, the burden on public funding requirements is reduced.

Since a ‘plan-led’ approach was introduced in 1947 there have been several forms of “development charge” or “tax” to secure an element of developer profit, created through the designation of land for development and subsequent construction. Today, Local Planning Authorities are able to extract value from schemes through:

- 1.- Financial contributions.
- 2.- Benefits “in kind”, and
- 3.- The Community Infrastructure Levy.



### ***Contributions.***

Financial contributions relate to the payment of money from the developer towards certain public sector costs, whilst 'in kind' contributions relate to a developer providing certain benefits onsite. This may include transport improvements, affordable housing, a new community building, etc. Indeed, the importance of these contributions is significant, with financial contributions totalling £10 billion pounds in London over ten years to 2008 (GLA, 2008).

When a developer applies for Planning Permission, they negotiate the amount of financial and 'in kind' benefits to be provided with the Local Planning Authority. The amount provided varies from scheme to scheme and between Planning Authorities and once agreed are secured through a legal Agreement.

### ***Case Study One: King's Cross Central***

King's Cross Central is a 67 acre development site in Central London. Outline Planning Permission was granted in 2006 which established the principle for 50 new buildings, 2,000 new homes, 3.4 million sq ft of workspace and 500,000 sq ft retail floorspace, hotels and a new campus for the University of the Arts London.

The site was a previous industrial centre, intersected by the Regent's Canal and situated between two major railway stations. Significant hard infrastructure improvements such as roads, bridges and utilities were needed. Moreover, social infrastructure improvements would be required for the new residents, employees and visitors to the area.

The developer negotiated with the London Borough of Camden to bring forward a range of "in-kind" benefits in addition to financial contributions. Benefits to be provided "in-kind" include:

- 20 new streets
- Three new bridges.
- 10 new public squares – including the largest public square in London and playground for children.
- Construction Skills Centre – aimed at training local people in construction to benefit from the construction jobs whilst the scheme is built out.

Financial payments will fund:

- Payments for increased child places at surrounding schools;



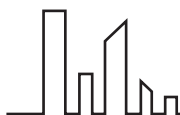
### ***Community Infrastructure Levy.***

At the heart of the planning system is the principle that Permissions cannot be bought. Both developers and other stakeholders have complained that the way in which financial and 'in kind' contributions are negotiated is unpredictable and lacks transparency. This has led to criticism that some builders are 'buying' Permission through their payments. Others have also suggested that the development value created should be shared across nearby areas rather than focussed on a single site. This is something which the Community Infrastructure Levy ("CIL") seeks to address. It has been introduced gradually since 2008 and, if a CIL charge is not adopted by 6 April 2014, the pooling of financial contributions towards a specific type or piece of infrastructure will be limited to not more than five benefits ('Heads of Terms') under a legal Agreement. The purpose is to establish a clear fee (in £ per square metre) in each area to be charged to fund new development. The infrastructure to which this funding can be allocated is at the discretion of the Local Authority and therefore, should a specific proposal not materialise, can be spent elsewhere.

The CIL is intended to provide the developer with great certainty, as the amount of funding required will be known in advance. It also allows Local Planning Authorities to predict the money they will receive and plan more efficiently when considering what it will fund. It is not intended to incentivise Local Authorities to permit development as, following implementation, the amount which can be secured through Section 106 Agreements will be reduced to ensure there is no 'double-dipping'. There is uncertainty regarding how CIL will interact with "in-kind" payments which, in principle, remain unchanged. It is nonetheless anticipated that Government will make further reforms to the CIL regulations and allow charging authorities the choice to accept payments 'in kind' through provision of both land and infrastructure either on-site or off-site for the whole or part of the levy payable on a development (these proposals were consulted on in April 2013).

### ***Case Study Two: Mayoral Community Infrastructure Levy ("CIL")***

The Mayor of London introduced a CIL in 2012, to be levied on all development across the capital. All money raised will be contributed towards the funding of Crossrail, a new East-West underground railway line. It works by charging a fixed rate of £50, £35 or £20 per square metre of new development depending on where this occurs. Only affordable housing and charities are exempt.



**IMPACT:** The flexibility which exists to negotiate both financial and ‘in kind’ contributions allows Local Planning Authorities to most appropriately capture the maximum benefit from the value created from development, with ‘in kind’ benefits potentially unlocking developer cost savings and passing these on to the Local Authority. The Community Infrastructure Levy likewise ensures that most developments contribute to the funding of wider improvements. Together, these reduce the reliance on local Government funding.

## ***Business.***

The current Government has a clear ‘growth’ agenda and, with limited public resources, there is a greater emphasis on the potential for businesses to become involved in shaping local areas. This is both through collective private investment and collaborative working. Two important ways in which business can support local improvement are Business Improvement Districts (BIDs) and Neighbourhood Development Plans (NDPs).

### ***Business Improvement Districts.***

There are currently over 100 Business Improvement Districts in England, of which 25 are in London. The purpose is to support local businesses through collective investment towards additional or improved services; including safety, cleaning and environmental measures. BIDs cover areas of varying size, but are typically localised. Since their introduction, BIDs have delivered a number of benefits including:

- Assurance that funding is only used for supporting businesses within the BID area;
- Shared cost of services including security and cleaning;
- An elected group dealing with public authorities and agencies;
- Increased networking opportunities between businesses, and;
- Increased economic prosperity through promoting desirable trading environments.

A recent survey by Nationwide Building Society identified that England’s existing BIDs have the capacity to generate total investment of around £66 million per year for regeneration and development initiatives (Nationwide, 2010). The level of funding nonetheless depends on the relative prosperity of the area, with London BIDs being willing and able to raise more money than those elsewhere.



### ***Case Study Three: New West End Company.***

The New West End Company (NWECC) BID was established in 2005 to represent property owners and retailers around principal shopping streets in London's West End (i.e. Oxford Street, Regent Street, Bond Street). The NWECC BID is focussed on three objectives:

- 1.- Making the West End cleaner and safer;
- 2.- Encouraging investment from both the public and private sectors;

Promoting the West End to its key markets.

The NWECC BID has become the leading partner for the biggest regeneration programme in the West End - a Masterplan to deliver an enhanced retail environment through new areas of public realm and streetscape. The NWECC BID's role is financed solely through voluntary contributions from the major landlords and business occupiers. To date, a number of measures to improve pedestrian accessibility within the area have been funded and implemented. In the West End, the model has been particularly successful, largely because of the willingness of those involved to provide funding. However, it is less clear whether the model will be as successful in areas which do not have the same amount of retail footfall or there is less demand for public realm and area branding improvements.

**IMPACT:** Business Improvement Districts provide a mechanism through which local businesses can contribute financially to the management and regeneration of areas in which they operate, reducing reliance on funding from local Government and operating after developments has been constructed; thereby ensuring long-term funding for maintenance and improvement of an area.

## ***Bureaucracy.***

Bureaucracy is commonly known as "red-tape". The Government are keen to 'cut red tape' and thereby make it quicker, easier and cheaper for both individuals and businesses to deliver development. The cost of a planning application is set nationally and is for example, £385 per unit for residential schemes. This is intended to cover the cost of the Local Planning Authority of processing the application for Planning Permission. The actual cost for Local Planning Authorities is, however, often much higher. This has resulted in some areas seeking a Planning Performance Agreement, where the developer agrees to provide additional funding to allow a full and thorough consideration of their proposals. This is in addition to the cost of consultants to prepare, submit and manage the application (i.e. Planners, Architects, Engineers, etc.). The ac-



tual cost of securing Planning Permission can therefore become prohibitively expensive. Relaxation of the planning requirements and efficiency reviews therefore provide an opportunity to address this.

***Removing requirements for permission.***

***Case Study Four: Relaxation of Permitted Development Rights.***

Planning Permission is only required for certain types of development, as set out in legislation. Other smaller proposals benefit from 'deemed consent' and therefore do not require permission. On 30th May 2013 the Coalition Government extended new "permitted development" rights, allowing the changes of use from offices to residential and free school uses without the need for Planning Permission. This allows vacant office buildings to become new homes where external alterations to the building are not required and there are not considered to be any negative flood, contamination or transport impacts.

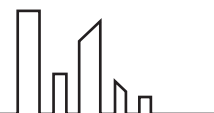
The new rights apply nationally, although some parts of Central London have received special protection to protect the unique character of the area and these new rights do not apply to listed buildings or ancient monuments. As opposed to a planning application, a free Prior Notification procedure has to be followed, although this requires significantly less information and is far quicker than a normal planning application (taking no more than 56 days, as opposed to a minimum of 8 – 16 weeks).

The ability to change from office to residential only applies to buildings in England which are in use as offices on 30 May 2013, or if vacant on that date, were last used for offices. The new rights have only been introduced, in the first instance as a temporary measure for a time limited period of three years, for which reason the new use must commence by 30 May 2016. There has been considerable interest in this to-date, but concerns have been raised about the quality of accommodation created. Similarly, as Planning Permission is not required, there is no ability for the Local Authority to secure financial contributions (except CIL) or benefits in kind, raising concerns over the potential impact on existing infrastructure.

***Reviewing the system.***

The planning system has a reputation for being bureaucratic, although it is also highly political and is often used as a 'scapegoat' to blame when politicians fail to deliver what they have promised their voters. Prime Minister David Cameron has, for example, called planners 'enemies of enterprise' whilst Eric Pickles, Secretary of State for Communities and





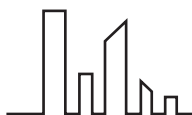
Local Government (responsible for planning in the UK) has called the system 'a drag anchor for growth'. This is, however, not a consequence of the current economic climate and the previous New Labour Government, led by Tony Blair, also sought to address the matter.

***Case Study Five: The Barker Review of Land Use Planning.***

The Government instructed Kate Barker, an external member of the Monetary Policy Committee of the Bank of England, to undertake a review of the planning system in England. Previously, she was Chief Economic Adviser at the Confederation of British Industry (1994-2001), and prior to that Chief European Economist at Ford of Europe (1985-1994). The purpose of the review was to consider how, in the context of globalisation, and building on the reforms already put in place in England, planning policy and procedures could better deliver economic growth and prosperity alongside other sustainable development goals.

The Barker report found a need to finalise regional planning documents quickly, ensuring that national need for growth could be met. This however runs contrary to the current 'local' planning emphasis and the regional tier has since been disbanded. It also found a need to incentivise Local Planning Authorities to bring forward new development, something which has subsequently happened through the New Homes Bonus (where Councils receive money from central Government for the first five years following development). She also identified a need for less Government involvement in planning decisions, something which has actually increased since moving away from a top-down planning system and is at odds with the current decentralising emphasis. Its legacy is therefore as a reminder of the balancing act which planners must accomplish, whether top-down or bottom-up; a level of work is required to ensure robust decisions are made irrespective of who makes or funds these.

**IMPACT:** On-going review of the planning system serves to remove unnecessary tiers of bureaucracy and improve efficiency. This reduces the administrative costs associated with regulation of development and improves the quality and speed of decision-making. This consequently benefits both Local Government and developers, encouraging growth.



## ***Community.***

The Localism Act 2011 has fundamentally shifted the focus of planning in England onto communities. This has brought with it an increased responsibility for communities to direct the little funding that is available towards development they consider as being required. Local people will, for example, receive 15% of the revenues from the Community Infrastructure Levy (CIL) in their area. In certain areas, they may also receive a larger share. If a community has adopted a Neighbourhood Plan for their area and if they have chosen to accept new development in their Plan, they will receive 25% (instead of 15%) of the CIL revenues from the new development. This is intended to help incentive communities, through their 'Forum' to engage with developers and to help identify the elements that require regeneration and redevelopment in their local areas. It is an incentive for local communities to get together and start developing a Plan for their local area.

Whilst the neighbourhood planning regime in England and London is still in its infancy, it can reduce the burden on local authorities. It also has the potential to stimulate and attract investment because private sector developers will have more certainty that their schemes will be welcomed by the local community. Developers and landowners of key redevelopment sites can therefore engage with local communities, and through cooperation, develop specific proposals for sites which can kick-start stalled development and overcome any objections.

Although the size of Local Planning Authorities in England is far bigger in terms of population than other European countries<sup>1</sup>, there is likely to be an untapped resource base in the local community across many European countries. Neighbourhood planning could therefore provide a catalyst for a change in the culture of plan-making, by moving away from beyond simple top-down, box-ticking consultation exercise to a genuine dialogue and community-led planning with focus on shaping their areas and spaces. A key issue in London will however be the need for balancing the city's strategic position at the heart of the United Kingdom's economy and its significant role in the world's financial market, with the needs and concerns of the city's local residents and diverse communities.

### ***Neighbourhood Development Plans.***

Local communities have, since 2011, been able to prepare Neighbourhood Development Plans for their areas. This enables local people to have a greater ownership of the spatial policies for their local area. It

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<sup>1</sup> The average population size covered by a local authority in the UK is 119,000 people, by comparison to 40,000 in Ireland, 23,000 in the Netherlands, 5,000 in Germany, 4,800 in Spain and 1,550 in France.(Oxley et al, 2009).



also creates a role for businesses acting collectively help plan the area. The first requirement is for a neighbourhood area to be defined and a 'Forum' established, with at least 21 members from the community. The Forum then takes responsibility for preparing the plan – removing an element of plan-making (and thus also a cost) from the Local Planning Authority. In any event, NDPs must be consistent with those created at the Local, London and National level. The first NDP's were adopted in early 2013 and are proving a popular concept nationally, but particularly in London.

#### ***Case Study Six: Bankside Neighbourhood Plan.***

The Bankside Neighbourhood Forum (BNF) is comprised of resident, business and community interest groups drawn from an area in south London. The area accommodates a large number and variety of businesses; however the quality of the trading environment that these businesses operate within also varies significantly. The BNF have identified a number of priorities to drive the area's economic prosperity. The group therefore seeks to develop an NDP embracing spatial policies to:

- Support the existing business growth within the area
- Create an attractive trading environment for businesses
- Improve connectivity and accessibility to other parts of London

Neighbourhood planning is a relatively new concept and, in areas such as Bankside, it is hard to define boundaries and secure agreement over this from those in the local area. . It will also be difficult to manage the expectations and consequences of new sites being developed and changing the way in which an area functions, or similarly of a site lying vacant for a number of years. There is also the risk for a few key stakeholders to drive forward an agenda which does not adequately represent the will of the local community, should disengaged members of the area be either unaware of the opportunity, unwilling or unable to become involved.

**IMPACT:** Neighbourhood planning has the potential to empower communities and help them take a key role in shaping the future of their area, harnessing local knowledge and deploying it to 'best effect' in terms of CIL revenue spending and the identification of key issues. There is also an aspiration amongst many Local Authorities that this could reduce some of their work/cost burden in the longer-term.





## ***Young people develop empty spaces.***

Authors: Friederike Günther, Stephanie Haury,  
Martina Klaus, Ines Knöfel, Sarah Langer,  
Steffen Präger





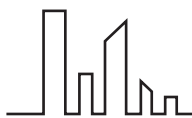
## ***Introduction.***

For many young people, the city is a significant biographical stepping-stone. Here, most of them start their professional education, find their first job and close friends. The city offers an ideal environment for individual development, which, on the other hand, simultaneously shapes the city. Undoubtedly, the future of the city belongs to the youth. But young people are missing space for self-directed use in our cities. Abandoned buildings, particularly in cities with high vacancy rates, offer great potentials for a reuse by dedicated young people. This reuse is not only gainful for young people but can also revitalize cities and their neighborhoods.

But what kind of city do young people figure for themselves? What are the things they will engage in, what will they take a stand for and how will they respond to the different cities' legacies'? Can they preserve buildings, landmarks and abandoned properties independently, and can they use these urban spaces responsibly and sustainably not only temporary but maybe even in the long run?

In order to find out how young people can develop their own spaces, which kind of instruments they apply and how they organize these projects, the research program "Young people develop empty spaces" was developed in 2011. The research program is founded by the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) which is a departmental research institution under the portfolio of the Federal Ministry of Transport, Building and Urban Development (BMVBS). Within the research program twelve pilot projects, all initiatives of young people, showed which urban spaces and related conditions are particularly suited for the appropriation of vacancies by young people.

Since 2009, many different participatory projects for young people actively shaping their urban environment have been examined thoroughly under scientific supervision by the BBSR. During the course of the project "Adolescents in Urban Neighborhoods", trust in the youth has been successively increased while offering them opportunities to take on responsibility. Giving young people a greater say in urban development was the goal of this research fields. Urban structures are only sustainable if they provide young people with a high quality of life and an opportunity to develop their ideas. But how do they design their own environments? And how can they become more involved in urban development? In order to get young people involved at various levels of urban development, this field of research investigated diverse methods for successfully communicating with adolescents, and for getting them integrated and involved in projects. The long-term goal was to generate



a participatory culture for young people and to provide the foundations for the creation of vibrant cities that are attractive to young people.

Especially young people need social space for their activities and for the communication with one another. This kind of space, however, is actually becoming increasingly difficult to find in urban areas. Social space is formed by the environment in which the youth grows up and live. Adolescent development is influenced by their daily experiences at home, on their way to school, in school, and in the surrounding neighborhoods. To turn these experiences into positive ones, and to make young people active members of civil society, they must become more involved in the procedures and processes of urban planning and development than they have been in the past.

In order to explore the aspects outlined above, pilot projects were developed to assess innovative approaches so as to give a broad overview of the current needs young people have in urban neighborhoods and to identify appropriate solutions. One focus of the research was on the instruments young people could be encouraged with to participate in the design of their cities and which would allow for their needs to be accurately represented. In addition to this, available funding was to be provided to support projects that young people chose, planned, and carried out on their own. The basic idea of the research field “Young people develop empty spaces” which was founded in 2011, was to examine in which way young people develop and reuse empty houses and how they find creative new ways of financing and funding as they do not have the same conditions as professional actors. If politics, authorities and tenants were to accept young people as new actors in the development of empty houses, cities and quarters could surely profit from it.

The projects all have in common that they are based on voluntary organizations structures. The participants have a common interest in the improvement of their environment or the creation of new spaces for common use in addition to or as replacement to already existing offers in their cities. But many different factors do influence the implementation of these projects. The challenges are to organize the project in a self-directed way, to motivate new participants and to create new ways of decision making. A further barrier is to find and convince tenants to open houses for the use by young people. The success of those projects depends on decent contracts between user and tenants as this is also deciding on how long young people can use the property: as interim use or as a long-term use. The most critical and challenging factor is to create and to apply methods of financing as this is a further requirement of the success and the continuance of the projects. Moreover, important conditions also are good networks, which boost the image of the project, a high number of supporters and the facilitation of new ways of financing (crowd funding...).





Exemplary and successful ways of developing empty houses by initiatives of young people can be explored in the following two projects.

## ***KOMPOTT in Chemnitz: Open Houses - rethink urban development!***



### ***Main idea***

As active members in this project we try to challenge and change the current political, economic and social circumstances in order to realize our ideas by creating a space for people in search of a self-determined and collaborative way of living and organizing. In the KOMPOTT we want to offer a low-threshold possibility of participation and an experimental area for people in order to collectively design their space and to put into practice their ideas of living together. The KOMPOTT experiments with self-organized and self-determined revitalization of urban space and aims at interfering in the discourse of urban development in Chemnitz. As a heterogeneous group, the project wants to create private and public space in a city that is weaned of urban fun and liveliness due to demographic changes. In a shrinking city as Chemnitz with many abandoned spaces our purpose is to reclaim space for experiments of alternative living, organizing and the implementation of different interests by different people.

We therefore pursue the following principles:

- Equality of all residents, activists and audience: no formal hierarchy.
- Politically and socially active open space and support of activists.
- Ongoing political education and discussions.
- Nonprofit-orientated practice and organizing.
- Collaborative usage and living instead of private housing Context.



The demands for open houses and accessible urban spaces for alternative concepts have a common desire: to stop the ongoing privatization of municipal real estate that occurs in many cities as it is common practice nowadays. The city Chemnitz has the advantage of still holding a Municipal Real Estate Company (GGGmbH). Therefore, the basis for negotiations concerning vacancy is a different one compared to cities with private Real Estate Companies without possibilities of political control. The four houses of the KOMPOTT are owned by such a municipal subsidiary. Chemnitz, as a city with a Municipal Real Estate Company, a high vacancy rate and due to its demographic situation, can provide spaces for new creative forms of urban development and has the opportunity to rethink urban development. About 14% of all apartments are vacant and young people rather leave the city than stay. Marketing and image campaigns have tried to change this image, however, it did rarely change the apparent unattractiveness of the city for young people. In the competition of cities this fact is perceived as a negative location factor. Thus, the city finds itself caught up in a difficult situation: On the one hand, as the focus of city planning and development has been lying on spaces of reproduction (labor and material gratification) in form of shopping malls since about 20 years, this now is out of date. On the other hand, vacant buildings that offer great potential for urban adventures are now torn down or developed in an illusory manner (e.g. renovation without tenants), while in some other cities, abandoned spaces inspire self-organized revitalization projects and are driven forward.

### ***People in the project and self-organization***

The KOMPOTT is composed of a very heterogeneous group of people. Still, we have a lot in common: we are in search of and experimenting with alternatives to the current practices of urban development. The project is open for everybody sharing the outlined ideas, values and principles so that workers/non-workers, artists, students, culturally active and interested people, scholars and political activists and groups come together. The residents and artists in the KOMPOTT design their rented flats and ateliers themselves, create collaborative spaces and are active in different working groups of the project. There are also a lot of active people not actually renting a space but being involved in the project with interest in the process and the discussions. And of course there are the visitors who using the alternative and public space in many different ways.

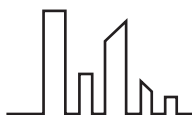
As we try to avoid hierarchical organizing, the main decision making institution is the weekly assembly of people in the KOMPOTT. The main assembly takes place every Tuesday evening and is not only the venue for collective decision making but also people interested in the project. Furthermore, all administrative and associational tasks are discussed to self-manage the project. Different working groups exist within the



project to address different topics, e. g. construction, finance, living, etc. The working groups are closer to problems and desires of the affected working area or already collected knowledge in this field and assure that the project organizes itself in a decentralized way. The nonprofit organization Urbane Polemik e.V. (English: Urban Polemic) then is the legal form for the official communication and cooperation with the municipal offices.

### ***Self-financing the KOMPOTT and cooperation***

The aim of the project is to finance the project consisting of four buildings in an autonomous way in order to be independent. The self-financing concept is composed of an exchange of a low rent that tenants pay in return of them being responsible for the self-directed renovation of their rented spaces. The rental income is crucial for keeping and developing the sustainability of project in terms of revitalizing the housing structure, energy efficient concepts and eventually securing a long-term usage but most importantly to stay independent. The funding of the federal ministry in the project EXWOST was an important additional financial support. It helped accomplishing the restoration of the former vacant houses in a faster and easier way with the financial possibility to e.g. externalize building work in the house. Moreover though, it was helpful for the project as it provided a good reputation towards the expectations of local authorities and supportive relations to external experts in various fields such as legislation, accountancy or alternative energies. Besides, material requirements in the KOMPOTT are covered by donations, by collecting bulk garbage or bartering with other local and alternative projects. Moreover, we cooperate with different people and organizations for different matters: Firstly, we collaborate with municipal institutions, e. g. with the mayoress of Chemnitz, Barbara Ludwig in terms relating to the local authorities and regularly exchanging experiences. Secondly, we work with different municipal offices and public organizations for cultural, political and social matters. Furthermore, the municipal real estate company and owner of the four buildings, the GGGmbH, is, an important partner for the project in all aspects of renovating and negotiating. Lastly, we are imbedded in a network of a variety of local and regional nonprofit organizations providing us with collaborative support in different matters.



### ***So far...***

Up to now, with more than two years in the four former vacant houses, many things have evolved in the project:

- Restoration of three houses completed with private apartments and artist studios
- Creation of public spaces such as the Literary café Odradek with readings, political discussions, and music performances or
- Volxküche (self-organized public kitchen) in the public space ZUKU NFT: meeting, discussing and enjoying vegan food
- Establishment of the Umsonstladen (free shop) for giving and taking clothes
- Renovating two apartments for welcoming guests and artists in residence
- KOMPLOTT: art shop with self-made products and exhibitions of art from local artists
- KOMPOST: urban gardening project by members and neighbors

### ***Future challenges***

As the three-year-rent-free-contract will expire by the end of the year 2013, we are currently in a stage of discussion and preparation of our future strategies and planning regarding the coming long-term contract with the house owner. The central aim is to agree on a contract which offers us opportunity to keep and further develop the houses as self-organized space for a long time. Thus, we are being consulted by a team of nonprofit association of consultants and a lawyer who gained lots of experiences in self-organized and collaborative projects. Hence, we are discussing different possible legal forms and types of contracts allowing the sustainable long-term use of the four houses. Possibility discussed are e.g. the model of the German Mietshäuser Syndikat which supports the self-directed purchase of houses or the conclusion of an hereditary lease contract (German: Erbbaupachtvertrag) with a duration of more than 30 years. The Tenements Syndicate is a singular, cooperative and non-commercial holding company with democratic basis for the purchase of houses. The Syndicate supports and advises projects in financing and legal issues so that self-organized houses can be taken from the capital market. Main instrument is a jointly managed "solidarity fund". Thereby, creative spaces for initiatives, affordable rents, and self-determined living can be offered. The current negotiations will not only be an essential and deciding process for the projects future, but also for the city and the local area in terms of securing innovative forms of revitalizing vacant buildings and young people's dedicated involvement.



## ***Phase2: a work-in-progress laboratory of ideas in the north of Erfurt.***



### ***Context***

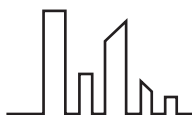
Erfurt is the capital of the German federal state Thuringia. With a population of about 200.000 inhabitants, it is by far the biggest city of the region and therefore not only its political center.

Besides a historical and touristic well used city core, Erfurt bares a highly interesting quarter in its north. Alongside a high density of Wilhelminian style apartment buildings, the quarter is shaped by its need for rehabilitation, a comparatively high percentage of abandoned houses and stores, a lower level of rental prices but also a younger population of inhabitants, a higher percentage of foreigners and people with migration background. All together the quarter is in the focus of spatial planning and backing for more than ten years now.

Of course all these negative aspects might be understood as opportunities as well. Vacancy holds also a chance of (not necessarily always temporary) usage for creative stakeholders, (social) entrepreneurship and certainly young people claiming their role and position in society.

Within this field of impossibilities we already started a project to promote the participation of young people in the context of city development in 2009. Unlike typical participation approaches we concentrated on the empowerment of young actors by supporting concrete projects focusing on public space and the city, conceived, realized and evaluated by young people themselves.

With these findings and process-related experiences we decided to take part in the program “Young people develop empty spaces”. While our previous activities granted an active network and a direct access to different groups of young people in the city, we initially needed to find and acquire a building that would meet the needs of our concept.



Since an arrangement with a private owner of such a property brought up concerns regarding the possibilities of a professional cleansing or disposal in the future, we consequently went for a partnership with the administration of the city. Through this course of action we not only assured collaboration with a body that was potentially willing to pursue a draft of longer duration but also laid an important cornerstone causing a sustainable impact on the local comprehension of participation in city development.

### ***Having an idea: Phase2***

The project Phase2 is an alternative concept for the utilization of abandoned buildings in order to demonstrate that the reanimation of those houses by adolescents can be interesting and procreative for the local community. From our point of view it is a win/win-situation for nearly everybody: The administration of the city has not to deal with another decaying building anymore and adolescents find affordable free space to work on their ideas. Furthermore they also get the chance to acquire and design urban space. Instead of silent, inanimate houses there is turmoil of creative, young people who enrich the cultural diversity of the district.

Phase2 concentrates on the conversion of a 100 years old building called Saline. It stood empty and was threatened to decay for almost a decade. Our idea was to reanimate this abandoned house under the responsibility of its new tenants: young artists, sociocultural actors and town planners. At first we reached out for young people to picture how they would wish to use different rooms of the Saline. They were asked to develop drafts to implement their idea of reanimating a small part of the house - and consequently the Saline itself. Step by step the adolescents rebuilt the house themselves and were challenged to find their own solutions in terms of building: a young architect in training elaborated a redeveloping plan for laity and there were regular assignments with all tenants making the Saline habitable.

Unlike a professional property developer the participating adolescents lacked the availability of huge amounts of capital and materials. In contrast they do have comparatively a lot of time at their disposal, which they chose to invest into their new domicile. As a result these young actors together developed new strategies to align the actual condition to their needs, e.g. by finding new ways to recycle materials or much cheaper solutions to follow constraints of fire safety or statics. Having a look from outside into these rooms, one could get the strong feeling that those rooms are not finished yet and maybe they never will. But operating in a state of work-in-progress is very attractive for young people because of giving them free space for trial and error. It also provides an open point-of-view for their own creative work and to face all challenges





of low-budget building. This of course, goes along with self-determination and –organization and with a high willingness of honorary work. This creative bunch of people not only restored but altered their rooms into art studios, a recording studio, a silk screening-workshop, a photographic studio, an editorial office and much more. Besides the long-term tenants there are also groups who are not only using the premises temporary but also focusing on how this house could be rearranged in their work. Both, tenants and temporary users, are not only reanimating the Saline but the district itself: Like a lighthouse, the Saline with its different events and exhibitions tries to include and attract neighbors from around but also people who otherwise wouldn't find their way into the north of Erfurt, a district suffering a bad reputation.

Alongside the already existing high variety of usage they still are working on the building. But that is how it should be: The Saline is changing and new free space has to be exposed for new ideas and tenants. Not only the building but the project at all is a work-in-progress.

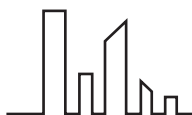
### ***Problems and challenges***

Young people tend to claim spaces and adopt them towards their prospect and needs. Unfortunately already adopted places are not easily open to other claiming groups. The reclaiming process of a whole building like the Saline is quite similar. Those groups of young users might find themselves quite fast being stakeholders of their own compartments. A lasting identification with the whole building as a community of shareholders on the other hand will take a lot more time to be achieved. One of the main challenges of the projects' approach might be the final transfer of responsibility from the organizing party to the group of participating young people. At the end they are challenged to find an organizational framework to ensure a sustainable development of the building and advancement of its concept.

Of course in face of a long term and sustainable attitude the question about property remains. For sure, it is most unlikely that young people (aged between 16 and 30 years) will have the capital to just buy their own free spaces. That just leaves a mode of using property of other entities like public as well as private bodies.

Since these young groups tend to invest themselves in terms of time or labor but not (so much) financially this modus operandi comes with certain limitations:

- Temporarily usage, believing that there will be a chance of financial return for the owner party in the future
- Renting, to gain a legal base and to cover the basic costs of the property



- Trust, that these young actors need to gain by showing their capabilities (even if lacking capital) and trustworthiness over a specific period of time

So if one would want to sustain these project-like-approaches, one should find models of transferring respectively gaining property. Since the temporary aspect of this type of “youth usage” is also an expression of youthfulness and therefore constructive and consistent.

Of course collaboration with a local public body like the municipality seems promising: it might dedicate a building to a youth project or even buy one for that purpose. A long-term building lease might work if there is a structured (enough) organization as a partner on the side of the youngsters.

To realize a continuity that is capable to overcome changes in generation and demographic fluctuations the implementation of an agent in-between, e.g. a foundation, seems to be a resilient solution.

Finally the further development and renovation of the building remains a challenge for all participating actors – especially since the initial financial support by the research program expired at the end of 2012. From now on construction works have to be financed alternatively, e.g. by public and private fundraising, crowd-funding and of course by the tenants themselves.

In this regard a point of no return in terms of ownership is foreseeable. There will be a specific point in time when the amount of invested money, labor and passion eliminates a returning of the building.

### ***Future perspectives***

In fact the future perspective of the project might be seen from two different angles. Of course the further development of the property in terms of renovating as well as in the context of a strategic idea of forming a common entity out of the variety of tenants and concepts of usage stays more than relevant. In this regard we are going to realize further empowering projects. The flagship approach might be the setup of a founder's laboratory to enable the young tenants to enhance their ideas of activities to finally make a living with it.

But of course, this project approach bares also a Meta level. The process of empowering young people, the resurrection of a whole building and the realization of alternative concepts of usage always comprehend a solid level of partnership and communication with local authorities and politics. Therefore this project is on the mend to impact on the way the local administration handles abandoned spaces, their alternative possi-





bilities of usage and participation processes and the demands of young people in general.

## **Conclusions.**

### ***New daring concepts: Long-term contracts and temporary use***

The best approach for providing space for young people is enabling contracts for a long term use of vacant buildings. Temporary use is mainly for an economic upgrade of districts which are not profitable for the real estate market and, thus, lead to a new disposal option for private and real estate companies. Therefore, this means can not be our claim if taking public participation seriously. These methods depict, mainly in the viewpoint of civil actors, an unattractive option as it is mainly an interim solution for the activists who need sustainable and guaranteed experimental spaces. For the political actors and the real estate companies it often seems to be difficult to ignore these developments as the city nowadays is usually perceived as a company. Booming cities, that have little space to offer and many potential users, are of great interest for real estate speculation. Even more, our only claim can be that the vacant spaces are made available to people in rent-free contracts or for the symbolic sum of one Euro for purchase.

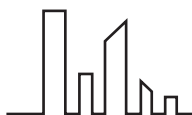
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### ***Fulfill the qualifications for innovative ideas and concepts***

The claim of creative activists and other members of civil society for the self-directed revitalization of spaces can not be ignored by local politics but could be seen as an important element in an innovative city. The municipalities have to accept and set the stage for people who want to regain urban space for the collective implementation of their perception of living. This requires trusty relations between citizens and municipalities. Citizens should be seen as producers of space, project developers and direct representatives of the demands of a city. They have to be considered as protagonists building the cultural diversity in a city. Fulfilling the qualifications for self-organized and self-determined projects by citizens can provoke a win-win-situation for all parties.

### ***Selection of space for experiments and creative use***

It seems as if only in shrinking cities it is possible to try out innovative forms of participation in city development processes. But also cities without high quantities of vacancies mostly have properties which don't fit the claims of the property market and thus can be released to a creative use. Our ideal projection would be all cities recognizing the advantages and also the general demand for self-developed spaces and defining special areas for creative uses. Especially cities that are confronted with



social protests have to change their attitude towards actively including the civil society in their planning processes.

### ***New forms of financings***

Young people do not dispose of own financial means but a great amount of ideas and sometimes even more time than adults. If they revitalize vacant buildings they need to find appropriate ways of financing and cooperation partners. It would be ideal if they were left to zero- or low-rent housing with only having to pay the additional running costs. This is especially possible with properties that are in municipal property. A suitable approach then is the hereditary lease contract, which ensures a safe and long-term use. However, regardless of renting or purchasing of the property, the projects must generate income to cover the running costs. The revenue can be composed of, e.g. sub-letting of the premises, organization of events or catering undertakings. The largest source of revenue for projects in the field of research was, however, the raising of funds and sponsors. New forms of sponsorship are used, such as crowd-funding, which consists of a large-scale soliciting of funds via an internet platform.

### ***Alternative forms of constructing***

Projects who work in a self-organized way by young people do often have low needs and basic requirements since only little funding is available. Moreover, they try to find innovative and cost-saving ways of constructing. They use recycled materials that are collected from recycling sites or from abandoned buildings, they renovate and construct as much as possible in a self-made manner. This often leads to an experimental but innovative trial and error progress. Thus, these projects can also be seen as research sites for innovative ways of building and as a projection of future projects.



## ***Questions for further research.***

How can the approach be transferred to properties of the private sector? What conditions, attractive financing systems or programs of the municipality have to be arranged?

Are there judicial limits for self-made buildings? Is there any problem with liabilities?

How can voluntary engagement be more appreciated, honored in the society or supported financially?

How can the communication between municipality and alternative projects be improved?

How are these approaches perceived by the inhabitants especially of growing cities with a lack of abandoned space?

If such approaches are actively changing the understanding of participation process in city development and spatial planning, how can these experiences be transferred to other divisions of a local authorities?

## ***Team.***



Friederike Günther received her Master's degree in Media Culture from the Bauhaus University in Weimar and her Bachelor's degree in Communication und Social Science from the University of Erfurt. During her Masters, she published a scientific magazine for media culture, called eject, and is now the editor of HANT – magazine for photography. Since 2010 she has been organizing cultural events as well as exhibitions in a young off-space gallery in Erfurt. At present she works in a local project which focuses on youth participation and empowerment in local areas.



Stephanie Haury is a graduate of the Diploma in Architecture and Spatial planning at the University of Karlsruhe and Barcelona. After her studies she worked as an architect in Holland and later as a scientific associate at the Chair of Urban Planning at the University of Siegen. Currently she's working as an urban planner and researcher in the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) in Bonn. There she heads different research programs with focus on urban planning with adolescents, urban reconstruction and interim uses of public spaces.



Martina Klaus is just finishing her Bachelor in European Studies with focus on Cultural studies at Chemnitz University of Technology. Before studying, she made an apprenticeship in Tourism and worked 3 years in touristic companies in Spain. In Chemnitz, she is involved in various political and cultural projects. Since 2011 she is part of the KOMPOTT an initiative of young people which started the experiment of putting into practice their ideas on self-organizing and self-funding in four previously vacant buildings.



Ines Marion Knoefel is currently studying Philosophy as well as German Literature and Linguistic at Chemnitz University of Technology. Since 2008 she is active in alternative urban development, interested in the question of how vacant buildings can be regenerated by young people on a simple and sustainable level. She has worked with urban planners and the local cityplanning officials to develop an innovative model of regenerating a vacant building complex in a participatory process. She is one of the founding members of the KOMPOTT.



Sarah Langer recently completed her Master in Management and Organization Studies at Chemnitz University of Technology after receiving a Bachelor in European Studies. Since 2012 she is working as research assistant at the Chair for Innovation Research and Sustainable Resource Management, Chemnitz University of Technology. Since 2008 she is active in alternative urban development, especially interested in self-governed concepts of organizing and revitalizing vacant buildings by young people. She also is one of the founding members of the KOMPOTT.



Steffen Präger is about to finish his Master degree in communication science at the University of Erfurt where he already did his bachelor in communication science und sociology. As a freelancing trainer, moderator and consultant he was involved in international, national and local projects concerning empowerment and participation, employability and entrepreneurship, community intervention and city development. Since 2008 he is the CEO of a non-profit association - acknowledged as an institute of the University of Applied Science Erfurt in 2011 – working on lifelong learning topics on the bases of model projects.





***Planning for a post ‘Celtic  
Tiger’ Urban Landscape.***

Authors: Colin Broderick, Stephen D. Walsh,  
Aoife Doyle, Rachel Ivers, Philip Kavanagh.







## ***Introduction.***

From the mid 1990's until the onset of the global economic crisis in 2007, Ireland was one of the strongest economies in Europe. During the 1990s the so called 'Celtic Tiger' Irish economy grew at an average annual rate of 7.5%, more than three times the European average at the time (Murphy, 2000). Ireland's economic success was reflected in the rapid development of its urban landscape and in the pursuit of 'entrepreneurial' style urban planning which aimed to position Irish cities, Dublin in particular, as cosmopolitan, global and capable of competing in an international arena. A proliferation of landmark and high rise developments became symbols of Ireland's success, representing new visions of Ireland's urbanity. This new focus on Ireland's cities brought about a wave of market led regeneration efforts, encouraged by an availability of cheap credit, tax incentives and a climate which encouraged the creation of numerous public private partnerships (PPP's). Today the context for urban development and regeneration is very different. Since 2008 Ireland has been in a deep economic recession with government spending severely curtailed, creating a significant challenge for urban planning to manage city development and regeneration projects.

This paper seeks to provide an overarching review and critique of approaches to urban planning and regeneration in Ireland over the last decade in order to provide insights into how new paradigms for urban development could be shaped and implemented. The paper is structured around an analysis of the Irish response to the crisis in terms of both policy and practice at two spatial scales – the national approach to the crisis and the micro, local based approaches. It will examine both crisis response mechanisms currently employed in Ireland and also examine areas of potential opportunity in terms of alternative approaches to managing and stimulating urban development.

## ***Urban Planning in the Celtic Tiger Era***

One of the most significant outcomes of the remarkable phase of economic growth in Ireland known as the 'Celtic Tiger' was the rapid transformation of the built environment. This period saw Irish urban planning undergoing a significant transformation, as it became increasingly infused with the ethos of entrepreneurialism (MacLaran et al, 2007). The transformation of Irish planning was not an isolated event – Indeed, the political and economic context for such changes were associated with a wider movement towards more market focused or neoliberal urban development strategies across Europe. However It has been argued that the Irish housing boom was 'inextricably shaped by the institution-



ally and place specific nature of Irish neoliberalism’ (NIRSA 2010). While Ireland’s recession mirrors what is going on in most European states and further afield, the particular causes of the Irish economic crisis were decidedly local in origin as the Irish economy had become unsustainably dependant on the construction industry (and house building specifically).

During this period, urban planning and regeneration in Ireland became associated with new and more flexible forms of engagement with developers, often involving the use of fiscal incentives, special purpose development agencies (such as the Dublin Docklands Development Agency) and joint ventures (e.g Public Private Partnerships). Indeed it has been argued that the goal of Ireland’s loose regulatory system was to ‘encourage the market rather than restrain it’ (Kirby, 2009: 9). Ireland’s loose regulatory system combined with an abundance of cheap credit to fuel mass speculative land and property development activity and ultimately created an inflationary spiral of house prices and intense rates of building activity (see figure 1). During this period the total value of mortgage debt increased from 47.2 billion in 2002 to over 139.8 billion at the end of 2007, with house prices following a similar trajectory, reaching a peak of 322,634 for the average new home (a 382% increase since 1991) Kitchin in Fraser et al (2013). Thus, when the construction boom collapsed in 2007 Ireland was left with significant oversupply of housing and zoned development land and many areas are now blighted by large quantities of vacant and unfinished developments.



Figure 1: Housing Completions in Ireland 2005 – 2012. (Source: Authors own; Data: CSO)



## ***The Response to the Crisis - NAMA and strategic planning.***

During the Celtic Tiger era the Irish banking system had engaged in excessive lending to the property sector and, with the significant decline in the Irish property market from 2007 onwards, loan impairments have begun to rise substantially. Banks neither had the funds to lend to investors and businesses, nor to pay back loans to international banks. Property buyers and investors, already cautious because of the slowdown in the housing market, found it increasingly difficult to source credit, thus developers found themselves left with liquidity problems that prevented them from finishing already commenced developments.

Unlike as has happened previously in other European countries such as Sweden and more recently in Iceland, Ireland's banks were not allowed to collapse under the debt burden created during the boom. In order to introduce liquidity into the Irish banking system the state took a two-pronged approach: (1) direct recapitalisation or nationalisation, wherein the state took a stake in the banks for preferential shares or took direct ownership, using the national pension reserve and finance procured on the international markets; (2) relieving the banks of their toxic assets by purchasing all property loans of €5m or more issued before December 1<sup>st</sup> 2008 and placing them in a new state agency to manage on behalf of the taxpayer (Kitchin et al, 2010). This state agency is the National Asset Management Agency – or NAMA.

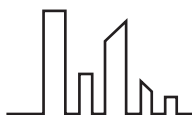
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Under the legislation that established NAMA, it has two clear objectives which are as follows:

- 1.- The acquisition from participating institutions of such eligible bank assets as is appropriate,
- 2.- Obtain so far as possible the best achievable financial return for the State having regard to the amount paid, plus whatever additional working or development capital costs for the acquired bank assets.

(Section 10 of the NAMA Act 2009)

A significant portion of NAMA's €77 billion loan (asset) book relates to land and property located both in Ireland and abroad. NAMA, having taken control of many of Ireland's unfinished developments and zoned land, is now the largest land owner in the state. In light of NAMA's primary objective of 'obtaining the best achievable financial return' on these 'assets', the potential impact of this on the future planning and development of the country should be a critical concern. While achieving the



best financial gain may be in the tax payers interest it cannot be considered a core planning objective. NAMA must make important decisions about strategic land holdings and yet there is no overall spatial vision for NAMA assets. The incremental and disjointed disposal of property based assets, it could be argued represents a 'quick fix' property based solution to a property based crisis. The authors question the extent to which asset disposal can be aligned with sustainable development and the interests of the common good. Indeed placing such focus on reviving stalled developments (which in many cases should never have got through the planning process in the first instance) can undermine and inhibit new attempts at innovation and entrepreneurship.

## ***Spatial planning at the cross roads.***

NAMA raises some important questions for future strategic urban planning and development. These questions must be viewed in terms of the current governance and strategic planning context. In early 2013 it was announced that the National Spatial Strategy (NSS) 2002-2020, Ireland's first attempt at strategic long term planning on a National scale, was to be abandoned. The NSS was written in the early 2000's, a time when Ireland was experiencing considerable economic growth and high in-migration and these trends were very much reflected in the strategy. The strategy also reflected political intervention rather than sound planning principles in terms of its settlement hierarchy, which undermined the robustness of the strategy. The strategy demonstrated a lack of scenario planning and rigidity with very little in way of alternatives for weaker economic growth – the situation Ireland now finds itself in. Now, in the absence of a long term National Development plan Irish policy makers seem to be wary of committing to long term strategic planning. Instead the emphasis has been placed on short-term Capital Expenditure programmes with an absence of any clear long-term strategic goals other than a return to economic growth.

However, this departure from the National Spatial Strategy represents a recognition that the planning system has, in many respects, simply not worked efficiently and steps are now being taken to reinvigorate it. Recently the Irish government has announced a reform of local government which seeks to dissolve decision making power to the county level. The reform places local government at the centre of local service provision making it accountable for the development of the county. This should help to empower local communities to realise their potential allowing them to have a greater say in shaping the spatial development of their areas. This new local government reform along with the newly introduced evidence based Core Strategies in the 2010 Planning and Development Act which require counties to demonstrate compliance



with national and regional policy in terms of zoning should help ensure the rampant over zoning of the Celtic Tiger era is a thing of the past.

Ireland now stands at a cross roads in terms of strategic spatial planning. - Its national planning strategy having scrapped the NSS in early 2013 it lacks a strategic long term planning framework. Rather than adopting another rigid national strategy it can opt for a broad strategy placing the emphasis on high level planning goals rather than prescriptive development strategies. The state of Oregon has a set of 19 high level strategic planning goals that must be adopted by all lower level plans. This type of National strategy is far more adaptive than Ireland's prescriptive attempt at National level planning. This type of strategic yet less prescriptive national strategy ensures all regions and counties adhere to the strategic national planning goals yet allow a degree of flexibility in terms of spatial development.

## ***Alternative futures for Ireland's urban develop- ment?***

57

In the earlier sections Ireland's attempts to combat the most debilitating aspects of the financial crisis were discussed; it has abandoned its long term development plan and is attempting to refocus planning and governance towards the people. In this attempt to reorient planning, focus has begun to shift towards Ireland's urban centres and how they can develop in an era of funding shortages.

Irish towns historically have had a very strong community at their core. Many would argue that this was lost during the boom years when weak planning, suburban values and an uncontrolled market led to an overwhelming predominance of low density, greenfield development outside of and often remote from existing town centres (Keogh, 2009).

In the last fifteen years many town centres have become isolated, run down and abandoned as a more and more out of town retail developments were permitted. Today, the procurement of many town and city centre buildings by NAMA may present new challenges – or indeed opportunities. A number of recent initiatives aim to address these issues and encourage the regeneration and repopulation of Ireland's urban centres at minimal cost and without requiring large scale new build developments.

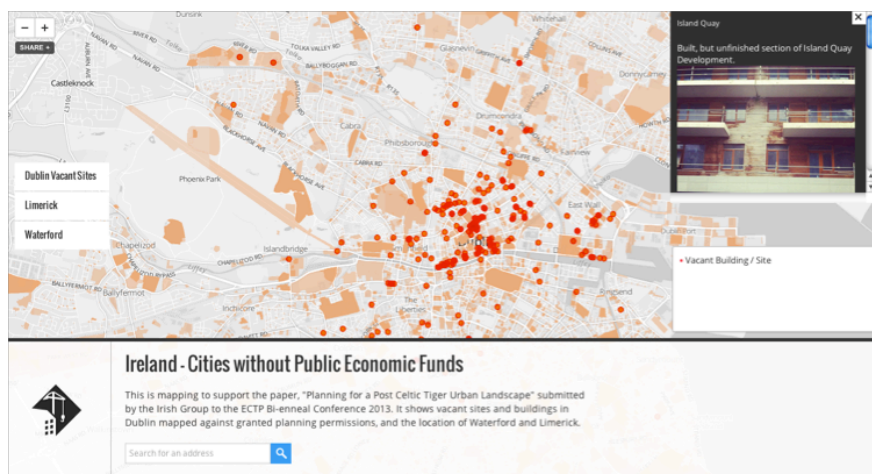
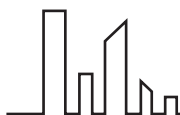


Figure 2 - Interactive Map showing vacant sites in Dublin mapped against current approved and active planning permissions, for full site please visit - <http://rustyb.github.io/ectp-map/>

## ***The “Living Cities” initiative.***

58

The “Living Cities” Initiative is one such response which seeks to address urban regeneration on a smaller scale by providing incentives to home and property owners within the historic cities with a distinct focus on:

- 1.- Encouraging people back to the centre of Irish cities to live in historic buildings
- 2.- Encouraging the regeneration of the retail heartland of central business districts”

(Department of Finance, 2013)

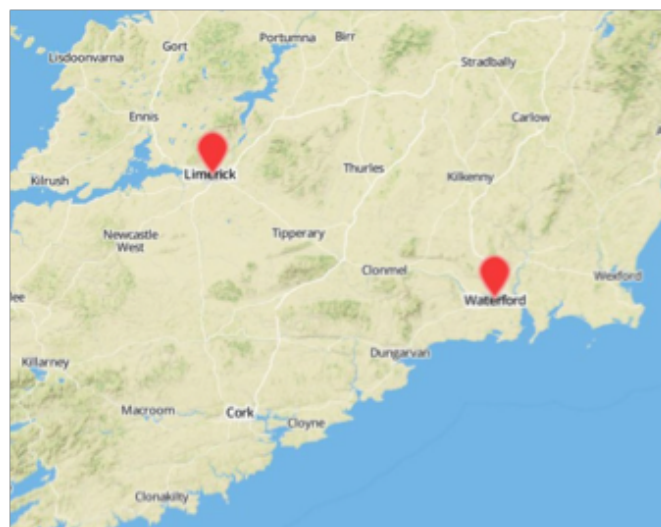


Figure 3 – Location map showing Waterford and Limerick





The two pilot project areas for this initiative are Limerick City (West) and Waterford City (South East). Both of these cities possess predominantly Georgian era (1741-1830) (Dublin Civic Trust) city centres with high rates of vacancy and dereliction within the built environment (Limerick Chamber of Commerce, 2010, Waterford City Council, 2011).

The “Living Cities” initiative comes at an interesting time in the wider context of housing reform in an Irish context. Residential property guidelines recently enacted have made a large number of housing units untenable for letting. The Housing (Standards for Rented Houses) Regulations 2008 provides that all rental accommodation must have its own separate sanitary facilities, alongside more stringent requirements relating to heating, facilities for cooking, food storage and laundry (Housing Regulations 2008). Many city centre areas in Waterford, Limerick and in particular, Dublin have a high concentration of residential units including Georgian conversions which fall below these new standards.

There is an intersection between the regeneration of city centre environments and also the provision of housing for lower income earners, which in turn places further pressure on Local Authority (Social) Housing which is currently straining with the existing requirements of the population reliant upon it while also enduring a cut of 62% to its capital budget between 2010-2012 (Irish Council for Social Housing, 2013).

There is a growing body of evidence emerging that demand for this type of social relief is growing steadily meanwhile waiting list times across the major urban areas within Ireland (which now stands close to 100,000 individuals) continue to grow. Given the on-going processes associated with the mortgage debt crisis in Ireland, the numbers of those who will turn to this form of social relief is set to continue to rise. Furthermore, residents of substandard rental accommodation will further contribute to the numbers requiring an alternative housing solution.

The initiative targets tax rebates toward the owner occupiers of retail and residential properties and not toward property developers in an attempt to foster a less commercially driven focus in terms of realising the vision of a more vibrant city centre environment. The “Living Cities” initiative in Limerick and Waterford can therefore serve to provide a test bed for the development of an incentivised approach for residential property owners to redevelop their holdings in order to provide higher standard units for the market while also serving to spark the secondary effects of positive regeneration within the environs of development sites. Responses to the impending housing crisis have been slow from state bodies due to the reduction in funding these entities are suffering. Voluntary housing associations have become one of the main providers of social housing in an Irish context (Irish Council for Social Housing, 2013), and in the event that the measures contained within Articles 6, 7 & 8



of the Housing (Standards for Rented Houses) Regulations 2008 come into effect, it is likely that these bodies will experience a substantial increase in demand for their services as the lowest earners affected by the changes will either be forced to commute unsustainably in terms of distance/means of income or rely on completely on social measures to ensure their access to shelter.

## ***Community responses.***

A number of bottom up community initiatives to reclaim urban areas are also evident in many of Ireland's towns and cities. One such example lies in one of Dublin's most historic streets, Thomas Street, which is located in the Liberties area of Dublin City Centre. One third of this street has been found to be derelict, vacant or demolished, with the local business association indicating that it is in danger of 'sliding into irrevocable decline'. Local businesses refer to the decline of the area as 'state sponsored dereliction' as the state entered into agreement with developers and large sites were amalgamated but then never developed (Irish Times, April 2013). Much of these sites now lie idle in the possession of NAMA.

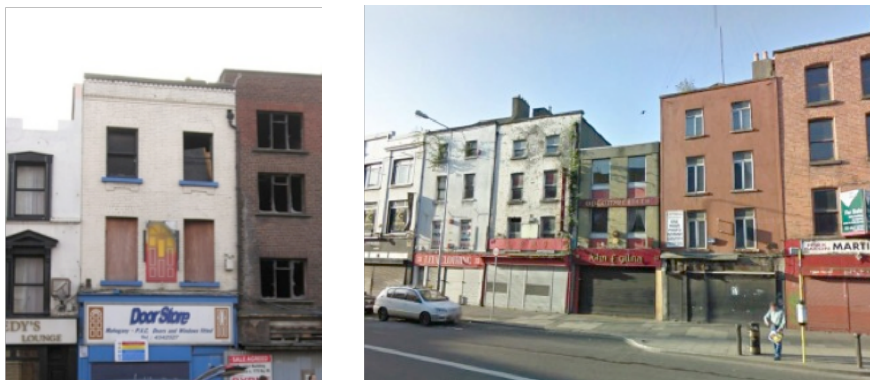


Figure 4 – Thomas Street Derelict Buildings

Recently, businesses and organisations in the locality including the Guinness Storehouse, the National College of Art and Design and the Digital Hub Development Agency have come together to produce a 90-day plan to "save" the street. The plan aims to improve both the appearance and the perception of the street over a three-month period, to encourage shoppers and tourists to use the street and to show how it can again be an attractive and viable destination for enterprise.

A frequent complaint among the community in the locality was that 'no development ever made its way to Thomas Street or the Liberties during the boom years' (McCarthy, 2013). Today it is considered 'more of stroke of luck than a loss' as many areas in Dublin received homogeneous investment which lacks any real identity. Thomas Street, and the Liberties as a whole, still holds very strong community values and it is this that





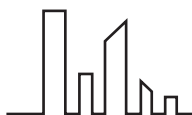
has enabled the 90 day plan to be realised. Over the course of this plan, local businesses will be improving their appearance by repainting shop fronts, and removing redundant signs, wiring and external shutters.

In order to promote the street a “business and visitor hub” will be opened. There will be a number of cultural and entertainment events, including the Liberties Festival. NAMA is in control of a number of derelict buildings on this street and has been put under increasing pressure to clean them up and make them available for temporary uses.



Figure 5 – Before and after images of a building clean up.

This is a strong local example of community led development to revitalise its locality and take back some control in how they wish to shape the future of their local economy and community, which has been lost in many communities throughout Dublin and Ireland. It is important to note in this example that investment from Dublin City Council has been provided through initiatives from the local community and not, as has happened previously, the community reacting to a City Council initiative. It is this low level community led development that is required to raise the base line economic activity in Ireland rather than relying on large scale top down economic development that Ireland has seen in previous years.



## ***The economic viability of temporary uses.***

Interest in temporary uses of properties and urban space has grown substantially since the advent of the global recession in 2008. Temporary use – which refers ‘to temporary activation of vacant or underused land or buildings with no immediate development demand’ (Lehtovuori, P and Ruoppila, S; 2012) - represents an opportunity to experiment with urban development.

However, using underutilised land or unfinished/vacant buildings as a viable way to increase the community’s economy must be considered in the context of their strategic location regionally and nationally. While unfinished buildings could be transformed through temporary use or even vertical gardens, some of these sites, especially in city centre locations are of very high economic value may be reduced if these uses are accommodated.

A prime example of this is the unfinished multi storey Anglo Irish Bank building in the financial centre of Dublin– a landscape feature which has become an icon of the boom and bust era (figures 6 and 7 below).



Figures 5 & 6: The large unfinished Anglo Irish Bank building on Dublin’s Quays: A visual reminder of the boom and bust era. Among proposals for the redevelopment of this site was a vertical garden.

Last year, the building was sold by NAMA to the Central Bank for 7 million euro. Prior to this, discussion had centred on the idea of constructing a vertical park or greenhouse style allotments within the building for the surrounding local community. While this is a novel idea, the strategic importance of the site makes this economically inappropriate considering Dublin’s strength in attracting multinational headquarters such as Google, Dell, etc and past issues with lack of floor space for large companies within the city. In addition, the scale of the site would allow multiple uses – a park of this size, without other uses could potentially be a haven for crime and vandalism and would not represent the human scaled design that modern urbanism promotes.



In addition, significant issues pertain to unfinished residential units across the country which have the potential to be used as social housing. However some of these residential units are located in areas with very little or no physical or social infrastructure. In response this would result in the requirement to establish (most likely) unviable public transport networks. If no social infrastructure is provided then there lies the potential for social segregation, antisocial behaviour and deterioration of an already vulnerable section of society.

The economic viability of developments needs to be assessed on a case by case basis and either be developed to a standard suitable for a specific use or determined unviable and therefore the development should be removed. This unfortunately goes against NAMA's establishment which is to get the best financial return for developments for the state

## ***Towards more adaptive and resilient spatial planning?***

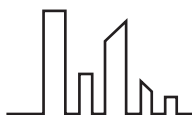
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63

This paper broadly sought to outline approaches to urban planning in Ireland over the last decade. This final section seeks to explore the forces which shape the nature of spatial planning practice in order to provide insights into how new paradigms for urban development could be shaped and implemented.

In order to understand why certain kinds of development are taking place it is important to look beyond the statutory planning of any given city or region. What happens in a given locality is often less the result of local political decisions and more the result of 'deeper' economic and social conditions and forces. According to Taylor (1998) the activity and effects of planning should not be interpreted as if planning was an autonomous activity, operating separately from the rest of society - explaining planning it is necessary to 'situate' planning activity within its 'political economic context'.

A central feature of the political economy of land development is the system of private property rights and a 'free' competitive market in land and development. Thus – in order to view planning within its 'political economic context' – is to assess its effectiveness in shaping development patterns in relation to this neoliberal market system. Spatial planning is specifically about making choices about how we use land and the Irish system was restructured around a free market philosophy with an emphasis on values such as individual gain and the economic worth of housing as a commodity (Punch, 2009).



A number of important domestic factors were instrumental in shaping planning practice, the housing boom and the subsequent ghost estates phenomenon. NIRSA (2010) describes the Irish economic model as 'predicated on constant growth to function' and this focus spilled over into planning practice. Indeed the housing section of the National Spatial Strategy for Ireland (DoEHLG, 2002-2020) had a stated aim of avoiding 'barriers to Ireland's continuing economic growth, competitiveness and social development' – of which traditional regulatory planning, it appears was a 'barrier'. Irish land use planning during the boom period was not dissimilar to that employed in the UK, which has been described as largely exercise in 'trend' planning; that is, planning in which 'the development plan merely reflects market trends in the allocation of land' (Taylor, 1998).

NAMA, the government's response to the crisis, has proved to be politically divisive, with many describing it as 'characteristic of the short termist and reactionary modus operandi of Irish politics' (NIRSA, 2010) while others believe it may provide significant opportunity to promote more plan led development of our strategic sites if attention is refocused towards use of assets rather than their quick disposal (O' Connor and Reid, 2009). It is too early to determine the effects that NAMA is likely to have on the built environment but the authors contend that it is crucial that its aims are realised within an established overarching strategic and spatial vision.

## ***Conclusions.***

Irish spatial planning is at an important crossroad and inevitably, the legacy of the 'boom' period will influence theory and practice for years to come. Currently, many approaches to the crisis seem to be predicated on 'quick fixes to stimulate markets and reinstate growth. Incremental responses (such as redevelopment of NAMA sites, temporary uses etc) tend to be place based and disjointed, lacking strategic direction and spatial cohesion. Ireland no longer has a clear direction for future spatial development with the abandonment of the NSS this year and it is critical that current circumstances do not combine to promote a tendency to short termism and a predomination of non strategic thinking and action. It is time to rethink the purpose and spirit of modern planning and move towards a new paradigm which does not place competitiveness as its guiding motivation but places people at its core.



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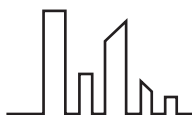
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Production of Vacant Sites Map

Data Sources

Vacant and Derelict Sites in Dublin – <https://maps.google.com/maps/ms?msid=207327149283039286716.0004d2c7daf84c293b9ea&msa=0>  
This is a dataset prepared by local volunteers mapping the vacant sites within Dublin City. They include images and a short description of each building where possible.

Granted Planning Application Data – <http://dublinked.com/datastore/datasets/dataset-303.php> (DubLinked)

This is a planning application dataset published by Dublin City Council through the Dublinked Open Data platform. It is a dataset of planning applications processed by Dublin City Council from 2003 – 2012.



Tilemill – <http://www.mapbox.com/tilemill/> (Mapbox)

The mapping tool Tilemill was used to create the visualization of the data for the Dublin Area. Planning application data was filtered to only showing planning permissions granted by Dublin City Council in the Period 2003 – 2012.

Completed mapped tiles were uploaded to Mapbox.com and the completed map can be viewed at <http://a.tiles.mapbox.com/v3/rusty.map-5hc2ghzs/page.html>

## ***Team.***

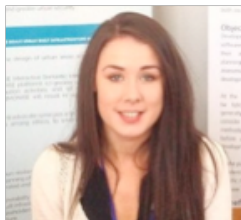


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***Elements of opportunity  
for change in our cities.***

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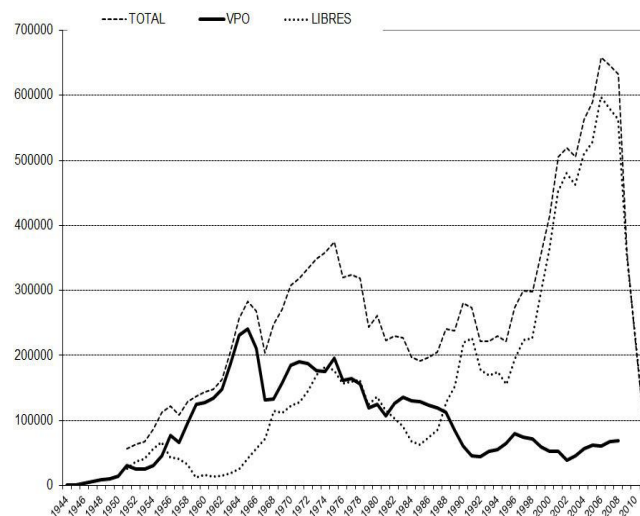


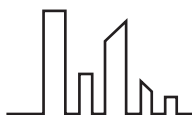
## ***New challenges facing urban versus the system crisis.***

Spanish urban policies have focused, since the 60s, in the growth of cities. This option, which could be valid to cover rural population's needs while were changing into urban population, became the only alternative used by public and private operators. Inside this process, the housing and city construction, has become the economic engine of the country, leading to an oversized and underused housing stock that does not guarantee access to the population (RODRÍGUEZ, 2010) and even expellee it, as is the case of many evictions that are taking place in Spain since the beginning of the crisis. Nowadays, in Spain there are 25.2 million homes. It gives a ratio of one house for every 1.86 inhabitants. However, 28% of the total housing stock is for homes that are not used as a residence. There are 3.4 million empty homes. This data do not includes those buildings that have been half-built as a result of the crisis (INE, 2011).

71

Moreover, the last decade is characterized by a massive residential development hardly been matched with the actual population's needs. Thus, between 2000 and 2011 5.7 million of houses were built, the same amount as during 60s and 70s together. That is, the same amount as during the years of consolidation of cities, with more than 7 million people who moved from the countryside to the city (TAMAMES, 1986).





The bet for this kind of city and building model is also reflected in the statistics of unemployment and labor force. According to data from the Labour Force Survey in the period 2000/2008, between 11% and 13% of the active population was engaged in the construction sector. In the first quarter of 2013 this rate reached 6.3%, the lowest since the beginning of the time series (3rd quarter 1976).

The current economic, social and environmental crisis is an opportunity to rethink a new management model that allows the city, at least, address the following challenges: the need to rethink the urban growth boundary, the need to rethink the right to the field and the need to rethink the right to the city.

### ***Analysis fields.***

To be able to meet these challenges is essential to articulate an analytical and operational mode. We therefore propose that the analysis should be approached in two scales of interaction (see figure 2):

- **Urban scale.** The city should be understood not as an autonomous body whose development depends on the exploitation of the resources which supplies rural areas (GARCIA BELLIDO, 1980), if not as a system that integrates both worlds, field and city, and which aim is the balance of the urban metabolism. (RUEDA, 2009).

- **Neighbourhood scale.** The neighbourhood is the urban area where citizens develop their everyday life (HERNÁNDEZ AJA, 1997). For this condition to be fulfilled, the neighbourhood should be able to support diverse real estate, occupational and demographic structures. That would generate opportunities to participate in various social networks and associations, would provide an urban scale capable of maintaining cognitive ability over the entire urban area, would assure pedestrian accessibility, would establish a network of facilities and public services sized and distributed to facilitate the flow of services and accessibility to them. In this way the neighbourhood could be a social reference space, having enough variety and complexity (ALGUACIL, 1998).

In addition to the challenges and scale of intervention it's necessary to define the opportunity elements and the tools that could change our cities in each of the former scales.

- **Elements of chance.** Are the physical support in which intervention will take place. In this way, and understanding the city as a system, the existing resources will be the element of chance for the urban growth limit challenge, the peri-urban land will be the opportunity for assuring the right to the field, and the urban structure for the right to the city. At a neighbourhood scale, the elements of chance are the urban environment, the urban voids and urban fringe, and the vulnerable neighborhoods.

- **Tools.** Understood as a paradigm shift in traditional intervention criteria, are configured as desirable scenarios in the future of phy-



sical support in order to meet each of the challenges. In this way, to limit the growth of cities we will need to work for closing cycles and for neighborhood autonomy. To get the right to the field, the tools will be local agriculture, allotments and community gardens, and urban networks. The Right to the City will require the city’s urban integration and the urban regeneration of each vulnerable neighborhood.

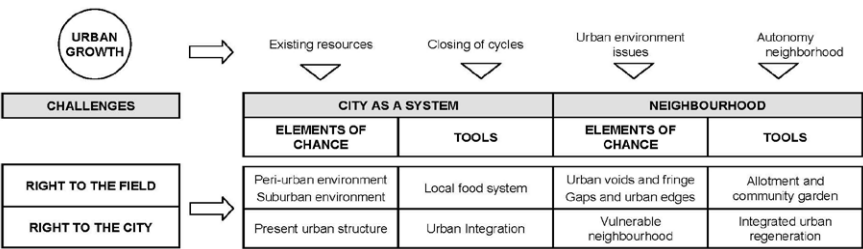


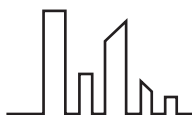
Fig 3. Framework. Source: Prepared by the authors

**First challenge: Urban growth limits**

We live in an urbanized world that is gradually destroying existing resources. While in recent decades has experienced a rapid process of urbanization, it is also true that in some countries and regions, this growth has been much higher. Thus, the report “State of the World’s Cities 2012/2013. Prosperity of cities” remarked that in 2010 the urban population exceeded the rural population and that this situation was not going to be reversed. The same report estimates that about 60% of the population will be urban by 2030 and will reach 70% ten years later.

The unlimited development of cities has proven useless from the perspective of social justice and perverse to the environment. The first obstacle to tackle, in the Spanish case, is the framework of urban policy. It dates back to 1956 when the first “Land Law” was approved. This was based on the growth of the city. One of the main problems is that the law does not have enough tools for intervention on the consolidated city nor in the undeveloped land. It also considers that the resources needed for the maintenance of urban life are infinite.

Considering urban growth as the only possible model leads to the abandonment of the consolidated city. In 2008, there were 3.36 rehabilitated dwellings for each 1000 inhabitants. That same year, the same standard for newly built homes was 13.6 (MINISTERIO DE VIVIENDA, 2010). According to 2001 Census data, in Spain existed 4 million homes with accessibility problems (buildings with four or more floors without lift), and 2.1 million homes whose conservation status is bad, poor or dilapidated, which represented 19% and 10% of the housing stock, respectively. Furthermore, most of the housing stock is concentrated in underserved urban areas built between 1941 and 1980 (MINISTERIO DE FOMENTO, 2013). In 2011 homes in state of subdeficiency, failure or poor conditions were 1.9 million homes, more or less 7% of the housing stock.



### ***Second challenge: The Right to the Field***

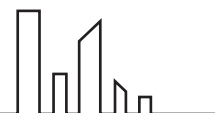
One of the most vulnerable aspects of our cities is their food system, highly dependent on global flows. In the current scenario of global change, where energy crisis will increase transport costs, this dependence on the provision of food is dangerous, as is land consumption.

A direct consequence of Spanish urban policies is the irreversible loss of arable land, due to infrastructure and urban uses. Nowadays Spain has enough compromised land to develop new urban areas for the next 45 years, as states the Explanatory Memorandum of the “Urban rehabilitation, regeneration and renewal Law” [Ley 8/2013 de Rehabilitación, regeneración y renovación urbanas] approved on 26th June 2013.

At this juncture, periurban areas are the most vulnerable to degradation. They are also the most fertile lands, because cities are traditionally located near the areas that could supply them with raw materials. This means, in many cases, the loss of high agronomic value land (HERNÁNDEZ-JIMÉNEZ, 2009). In Europe, between 1990 and 2000, 77% of new artificial land uses has been located on agricultural land (SIMÓN, 2011). In Spain, between 1987 and 2000, artificial land use has grown by 29.5%, much more intensely in the cities’ surrounding areas (OSE, 2006).

Local food systems are necessary to guarantee the future survival of our cities. Therefore, urban planning reorientation and adaptation to ensure these systems is needed. “An anticipatory regional and urban planning should try to enhance resilience through policies to foster urban food sovereignty, and to focus cities efforts on achieve the highest possible degree of self-sufficiency based on local food. This aim would be pursued in two different but complementary dimensions as urban and peri-urban agriculture” (FERNÁNDEZ & MORÁN, 2012).

In this regard, the right to the field would be the right to have access to fresh, high-quality and local food, but also to enjoy the cultural landscape, to protect and to have access to traditional territorial management knowledge, and to determine how land and resources should be used.



### ***Third challenge: The Right to the City***

Cities understood as systems must be set up as physical support that guarantees real access of all citizens to tangible and intangible assets (jobs, human capital, education, housing, neighborhood and domestic relationships, social capital). This requires addressing the city configuration and proposing appropriate urban policies to deal with social, economic and environmental crisis, which will affect more intensely the most vulnerable areas. Urban imbalances and linkages between urban and social vulnerability are visible in these areas. Risk to downward mobility can be increased by the lack of access to the city and to urban assets that can ensure the right to the city on equal terms. These urban assets can be mobilized and managed by individuals, households and communities to decrease their vulnerability, especially in times of need. Therefore they are an opportunity to meet the challenge of acquiring a full right to the city.

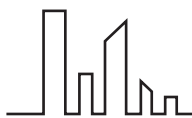
Therefore, as set out in “The right to the city” (HARVEY, 2008): “The democratization of that right and construction of a wide social movement to make it real are essential if the dispossessed are to regain control of the city which for so long have been deprived, and want to institute new ways of urbanization””

Spanish cities changed considerably with democracy from the late seventies and, more particularly, during the following decade. These years settled the regional and administrative foundations for the restructuring and transformation of the major Spanish cities.



Fig 3..Neighborhood demonstrations during the 70's and 80's in Spanish cities Sources: [www.vallecastodocultura.org](http://www.vallecastodocultura.org), [www.revivelatrininova.tk](http://www.revivelatrininova.tk), [www.contraindicaciones.net](http://www.contraindicaciones.net).

In the origin of these urban transformations we find (in the most neglected areas of the city) grassroots movements reclaiming their right to the city, their neighborhoods and to be involved in decision-making, With those demonstrations they were able to consolidate a basic public services network covering the whole city. Nevertheless, there has been an absence of policies aimed at effectively integrate these areas as functional parts of the city. On the other hand, as a result of speculative processes in the real estate market in the former years has triggered, not only urban growth and localized speculation (accumulation), but also abandonment of many of the areas that improved their situation in the eighties (dispossession). These circumstances have increased



urban inequality in Spain; this has meant first the growth of urban vulnerability in the major cities (HERNÁNDEZ AJA, GARCÍA, MATESANZ & MORENO, 2010), and second the appearance of new areas potentially vulnerable in the future.

## ***Urban growth through scales.***

***The city as a system: opportunities and tools. Existing resources as an opportunity.***

Nowadays, almost a quarter of the world's population consumes two thirds of the planet's resources. The fertile land is occupied by buildings or swept away by floods. Renewable resources are overexploited, precluding their recovery, and extreme events caused by climate change will soon be seen in areas where soil moisture decreases (IPPC, 2007). Cities are artificial systems that need their environment to survive, extracting resources to construct and inhabit, using the services of water and air purification, and also dumping their waste. Therefore, the city has a paradoxical relationship with the environment: it is an effective form of human organization, but also the main exploitative of ecosystems and responsible for the global unsustainability. It does not produce, recycle or remove. It only consumes and distributes. Its real production is neither material nor biotic, is social and cultural. This requires an enormous effort of supply and consumption of resources, and generates a lot of waste and pollution.

Despite the current situation and what we have done with the resources, the existence and possible recovery of some of them is considered as a great opportunity to rethink the city at this time turning.

### ***Closing cycles as a tool to limit urban growth***

Urban metabolism includes numerous input and output flows. It has four main inputs (water, food, materials and fuels) and three outputs (waste water, waste and atmospheric pollutants).

The balance of these flows is completely open, with a big difficulty to be a closed cycle. But it is also highly unstable because the production factors and cumulative factors prevail against balancers. The reason that urban systems escape to the natural control is the pressure on the territory of urban uses and activities that exceed the capacity natural systems have to provide goods and services, and to assimilate the wastes from such activities. Urban environment is itself unsustainable, unless





its design is totally changed. It can only be maintained if the city and the environment are considered. Nowadays the extraction area of resources tends to grow more and more in most cities of the world, so that the destructive effects are expanding over more territories.

We must find ways to close as much as possible these cycles within the system of the city, on its different scales. At the same time we must find a balance between the economic, social and environmental aspects to ensure the satisfaction of the needs of future generations.

In Spain, we find a best practice of closed cycle as a tool applicable at different scales. We are talking about the city of Vitoria-Gasteiz, in the Basque Country. Its municipal policies have made a green infrastructure that makes up the city and its suburban environment one of its leading exponents. They called it Green Belt.

The role of Vitoria-Gasteiz's Green Belt plays an essential role closing the cycles. It not only does the carbon sink functions, but also reduces emissions from private motor vehicles by increasing the network of public transport infrastructure and the promotion of sustainable mobility through pedestrian and bicycle paths. Also, thanks to the tempering climate produced by the trees, green and bioclimatic facades, municipal energy consumption has been reduced significantly.

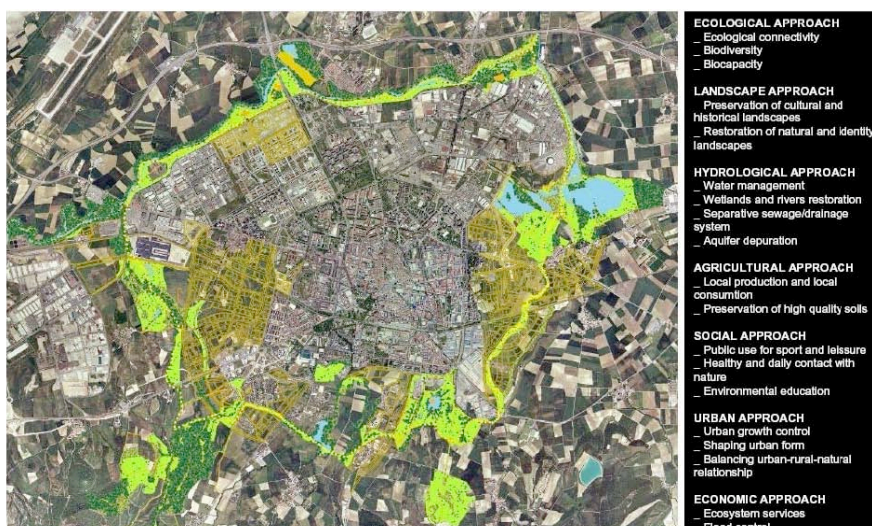
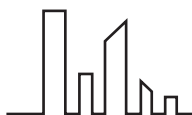


Fig 4..Vitoria-Gasteiz's Green Belt. Source: <http://vitoriagasteiz.portaldetuciudad.com>



***The neighborhood: opportunities and tools***  
***Urban environment as an opportunity element.***

The intermediate scale of the city, between the buildings and the whole, can be a great ally for closing cycles and get the sought sustainability. The actions in this scale are central elements because they can afford in a small scale, small challenges.

The addition of these actions, local or neighborhood, are able to generate significant impact on a larger scale. Through them, we seek to develop vibrant communities, diverse, opened and integrated, in themselves, with other neighborhoods and at a city level, promoting cohesion, social interaction and participation in both, decision-making processes, such as in maintaining the environment. We could speak of three strands:

- Increased connectivity: Stressing places with reduced dependence on the automobile, bike lanes and promoting closeness between workplace and residence.
- Design Implementation: Promoting pedestrian streets lined design, compact urban development, mixed uses, economic diversity and access to public and civic spaces.
- Reducing consumption: Kindling the reuse of existing buildings, taking into account the energy and water efficiency and waste management.

Neighborhood autonomy as a tool to ensure urban growth boundaries  
As noted in the second point, it is understood that the neighborhood is the smallest unit of the city, where you can still find some complexity and urban variety, where there are also social networks of trust and cooperation being an identifiable unit by the citizens. Physically a neighborhood might be one area where distances do not exceed the 500m and the population varies between 3,500 and 15,000 inhabitants.

In urban contexts, the neighborhood is usually the framework for the organization and conduct of citizenship, because that's where it is considered that their participation may have a greater impact on the transformation of reality (HDEZ. ZAPATA, 2013).

Based on that definition, the neighborhood autonomy approach as a tool, involves bringing local processes as elements for improving the urban condition at any given time, primarily by taking factors or elements, and cooperation between trusted networks, essential to articulate and implement those community proposals.

At this scale raises two types of actions, those that seek autonomy and neighborhood organization in terms of resources (energy, water, soil) and wastes, and those that include these pieces in the sustainable man-



agement of resources and waste city as a whole.

In response to neighborhood actions, a first aspect is the consideration of pedestrian and bicycle mobility as the neighborhood's main mobility, with special emphasis on the daily needs, which must be met in a range accessible by foot, bike or in last instance, in public transport.

In relation to energy and water consumption, the neighborhood also means the minimum unit of complexity, favoring the introduction of centralized community management facilities, including management of solar energy to provide inputs to the facilities of the neighborhood; from public lighting, heating and central cooling, or pumping water. The same can actually play in the management of solid waste or water management, which can introduce solutions for the community infrastructure. Therefore it is necessary to define actions from the neighborhood level, contribute to limit growth through reducing consumption, resource optimization and closing cycles.

## ***The right to the field through scales.***

79

Food system is one good example of nowadays urban dependency on faraway territories. Food sovereignty will be a primary issue in post carbon sceneries, so it's crucial to lay the foundations for an urban structure that allows the development of local food systems, this requires a physical support but also a social recognition of its importance. This can only be achieved acting in several scales, from neighborhood to bioregion, in order to reconnect people to food production.

### ***Periurban spaces as opportunity areas (for guaranteeing food sovereignty)***

Urban sprawl has produced periurban areas characterized by a disorganized mixture of urban uses pressuring traditional agricultural uses. Across Europe periurban landscapes are very similar, because advantages over city centre (land price, regulation, environmental quality in selected areas), attract low density residential suburbs, malls, industrial and technological estates, logistic areas, airports, sewage treatment plants, landfill sites... linked by dense transport networks (PIORR ET AL, 2011).

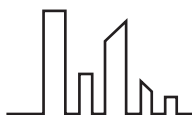


Fig 5. Ciudad Real, medium sized city, periurban fragmentation by infrastructures and urban uses.

In Spain periurban agriculture spaces have been particularly affected by urban pressure, directly: territorial fragmentation by urban uses; or indirectly: revaluation expectations that cause abandonment of agricultural practices, increase land prices, and obstruct new farmers' access. In addition to this, lack of generational take-over, territorial specialization, and socially undervalued agricultural activity, make usual the substitution from human food crops to extensive crops (SIMÓN et al, 2012). In this context, despite the degradation of periurban spaces, they can be an opportunity space for recovering resources.

### ***Local agriculture as a tool***

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80

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Periurban agricultural spaces, and abandoned cultivated land which can be recovered, are high strategic for the city. They can help redefine and reorganize the urban system, acting on different dimensions.

- Economic dimension. Fostering local food systems, agricultural parks, CSA (Community Supported Agriculture), farmers' markets, agreements with institutions (school, hospital, and other public canteens)... These practices can increase agricultural income and job creation. These production and distribution models aren't usual in Spain, they can be further developed.

- Ecological dimension. Energy saving in food transport and preserving. Use of urban organic waste for composting and fertilizing local crops. Biodiversity sensitive agricultural practices: protection and use of local varieties of seeds, agrosystems that house birds, insects and other animals. Agro-ecological transition spaces...

- Cultural dimension. Preserving cultural landscapes, not only as "scenery", but as a complex mixture of cultural territorial management practices. Revaluing farmers' role and knowledge.

In Spain there are several agricultural parks, and this tool is being proposed from academic and social fields (Baix Llobregar, Elche, Malaga, Granada are examples of this concern). Several municipalities in Andalusia and Extremadura and the trade union CCOO, have carried out training projects on organic agriculture, under the TREDAR-CNETICAS program. The Municipality provides land and water inside the town, the union provides the practical and theoretical training on agroecology; afterwards those who have successfully fulfilled the training may become



producers, the municipality lends them larger lots in periurban areas and the technicians support them to organize a group of consumers (members of the union, or local residents) for direct sale and CSA models. (SIMÓN et al, 2012b)



Fig.5. Parc Agrari Baix Llobregat, Barcelona. Crops and farmer's market poster. Sources: <http://www.gastroteca.cat>, <http://www.portadeldelta.cat>

### ***The neighborhood: opportunities and tools***

#### ***Urban fringe and urban voids as opportunity areas***

Urban voids could be the physical support for an agricultural system going through the urban fabric, from urban fringe to compact centers. Each area's characteristics and peculiarities would be suitable for a diversity of productive areas playing several roles: environmental, research, training and demonstration, enjoyment, social cohesion, community projects, artistic & landscape experimentation...

- Urban fringe. Real estate bubble has left in Spanish cities a landscape of undeveloped or partially developed areas. Conceived for industrial or residential use, in many cases few or none buildings have been constructed, but there are infrastructures (roads, lighting, water, sewage, electricity...). These areas could shape the city limits, creating an agricultural green belt of commercial gardens, allotment gardens and urban farms, training gardens, environmental research and field trial (ecological cycle, composting, seed banks, organic management...)

- Urban voids. At a neighborhood scale, there are also public plots that are not going to be developed because of the crisis. Categorized in the master plan as green zones or public facilities, they can be used for community gardens.

- Other open spaces, as those belonging to public institutions (hospitals, schools, health and care health centers...), or private areas (courtyards, common areas, gardens, balconies and rooftops) would complete the garden-diversity of the city. (FERNÁNDEZ y MORÁN, 2012).



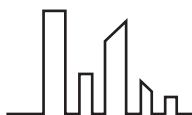


Fig.6. Vallecas PAU (urban development action plan), Madrid. Partially developed residential areas in the urban fringe, buildings construction will not be completed. Source: <http://www.todoensanche.com>

### ***Allotment and community gardens as a tool***

82

Insertion of agricultural spaces within the city makes accessible the field to urbanites, especially in a neighborhood scale, giving people the opportunity of community involvement in planning and managing public spaces, allowing self-reflective development of professional knowledge and skills (FERNÁNDEZ y MORÁN, 2012b), and building alliances and local mutual support networks between community groups, schools, day care centers...

“Urban agriculture diversity, regarding its aims, management, design, practices, etc. is a way of urban intervention that can be understood as what Christopher Alexander calls slow way of building, where the transformation of places is made as an adaptive process, proceeding piecemeal and from a deep knowledge of the context. This way allows improving the urban whole.” (FERNÁNDEZ y MORÁN, 2012b).

There are several projects in Spanish cities of allotments and community gardens, and they continue multiplying, the first community gardens networks have been created the last years in cities as Madrid, Barcelona or Seville. Nevertheless a regulatory framework is still needed, to fully recognize them as urban uses.



Fig.7. “Esta es una plaza” community garden, Madrid. Before and after community intervention Source: <http://estaesunaplaza.blogspot.com.es/>



## ***Conclusions. Proposals for the present city.***

City without public economic funds. Financial crisis in Spain is leading to privatization of public lands, goods and services. But this is not the only possibility. An appropriate management and social focused policies could better solve nowadays problems. In the urban planning field this means a radical change in our urban model, that requires both the citizen participation and the adaptation of urban planning tools.

Urban model. The economic crisis has highlighted the exhaustion of the current urban model, based on the expansion and ignoring physical, economic and social problems of the consolidated city. The future of cities will necessarily pass for the conservation and improvement of the existing fabric, incorporating a comprehensive vision of urban processes. Therefore, and to seek a solution in this regard, we propose a series of measures to carry out:

- Think about potential, rather than in trouble. Any area, despite its difficulties, has its own structure (social, economic, environmental or urban) with their own strengths, so could be integrated into the overall structure.

**83**

### ***Urban planning and management***

- The solution goes through a change of vision and model of land management, without this being an increase of budget. It is necessary to redefine the priorities in urban policies and the tools to use.

- This change of model, must go through changing the planning system in Spain with the aim of developing tools to achieve balance between country and city, new tools for the protection and enhancement of rural land and to allow improving the consolidated city

- As has been explained, this change of model, involves moving away from the vision of the city as static and unitary, to understand it as a set of parts, integrated in a constantly changing system, so that the tools must be regulated but also be flexible.

- Social function of property is on the basis of the thought of an urban model which guarantees the right to housing, to the city and to the field. By contrast, a model away from citizens, as is the present, has its origin in the protection of private property in its maximum expression.



### ***Citizen participation***

- The change of vision and model, involves the redefinition of the role to be fulfilled by all agents in the management of the territory.
- High citizen participation in land management as part of the decision-making, starting from the analysis and diagnosis of problems and opportunities, and until the execution of the plans or programs.
- Social responsibility within the actions and proposals of private agents, so the priority will be not only economic returns not related to the social objective of each of the actions undertaken in the city.

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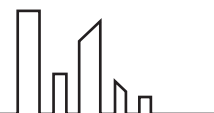
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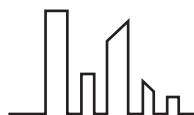
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## ***Team.***



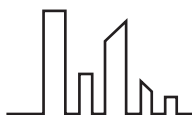
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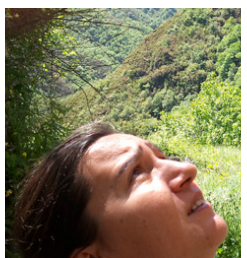
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***Public money is long gone:  
are nonprofit organizations  
the only hope for the public  
city?***

Francesco Bonsinetti, Enzo Falco.



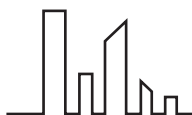


## ***Introduction.***

The economic crisis and downturn hardly hit the available resources of public administrations which found themselves in a situation of spending review for many of the services they were providing their citizens with. Therefore, as it usually happens when national and local governments cut down their expenses, it was sectors such as culture, education, art and health to be reviewed and granted less money (Fallon & Lucas 2002; OECD 2010). However, it is not within the scope of this paper to discuss the impact of the economic crisis on the spending patterns of local public administrations. Given the fact that they have been hardly hit all over the world, in western countries as well as developing and new emergent countries though to a certainly lower extent, the objective of this work is to discuss the contribution of non-profit sector organisations operating in the urban environment to the delivery of collective services and community programmes.

The context that will be taken as an example for such discussion is the USA. The non-profit sector operating in fields such as housing, community gardening, retail and commerce, education and health is very much developed and has a great influence on the urban fabric and city structure (Smith 2003). The work of non-profit organizations is certainly encouraged by the legal framework which allows them and their donors to benefit from considerable tax credit advantages (Steinbach 1998). In fact, the possibility for such organizations to obtain tax exempt status from the Federal Government as 501(c)(3) entities has a great deal of influence on the fact that they are one of the most widespread organisations in the whole country. 501(c)(3) entities operate in all areas from human rights to education, health, housing development and so on, and what distinguishes them from for-profit businesses is the requirement to reinvest profits and dividends for the organisation's mission and activities, without distributing it among shareholders. Their activity is recognized to benefit and bring advantages to the community (Stoecker 1997).

The funding and financial resources that allow non-profit organizations to work and implement their mission are usually made available through grants at different levels, either local or state or federal. Despite the crisis of State and Federal government it appears that money is still made available for non-profits and the sector has experienced a less deep crisis (Walker 2002). Moreover, a fundamental role for the surviving of non-profits is played by fund-raising events and private donations which allow them to carry out their work. This paper will deal with specific organisations that are known under the name of Community Development Corporations (CDCs). These are place-based organisations with a specific target area and population. All of their activities are



therefore implemented within the community that they have identified in their statutes. However, these are not the only non-profits that operate within the urban environment. Other important examples are “Main Streets” and “Business Improvement Associations” whose work is more retail and commerce oriented.

Two specific examples of CDCs will be discussed here in order to understand the way they work and cooperate with different and several partners to secure funding and other resources, design initiatives and programmes and carry them out. The two case studies will be presented with a specific focus on the priorities and the initiatives and actions the organisations have been able to accomplish in the neighborhoods in which they are located in the city of Boston, Massachusetts, USA. This will allow to highlight the impacts that they may have on the urban fabric and built-up environment and on the communities as a whole. Moreover, their relationships with different partner organisations will be discussed so as to emphasise the model and patterns of their actions.

## ***Research methodology.***

This paper contributes to the debate “City without public funds” presenting some findings of two case studies drawn from the CLUDs (Commercial Local Urban Districts) Marie Curie project (7FP). Based on a literature review on public-private partnership, community planning and urban regeneration topics, the empirical research investigated the relationship between community-based nonprofit entities and public bodies in order to deeply understand the multi-actors partnership framework. On the other hand, the research explored the connection between the capacity of nonprofit organizations and the well-being of its communities in specific urban regeneration initiatives.

The methodological approach, based on a case study approach, has been defined by firstly considering the key factors involved in urban regeneration initiatives led by local economic forces that foster public-private partnership initiatives. It approached two nonprofit entities with strong character that are well recognized in their neighborhood. The case studies presented in this paper have been analyzed through both desk and on field analysis. Both case studies have been chosen among a set of case studies – selected in the context of the CLUDs Marie Curie project – distributed within the boundaries of the metropolitan area of Boston, MA and its peripheral areas which have been classified on the basis of the following criteria: typology, size, characterization (market led, community led, environmental led).





The analytical tools used to carry out the investigation of the case studies are as follows:

1.- A survey form defined by following the general criterion of conferring a spatial connotation to economic forces that affect physical transformation.

2.- An interview form that allows to gather qualitative information about governance, organizational structure, strategy and private involvement.

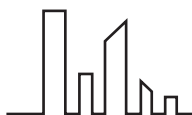
The survey form is functional to collect relevant data in a homogeneous way for each case study in order to make a comparative analysis of each case study by using evaluation criteria that has been defined after data collection is completed (it covers many topics such as socioeconomic structure; fiscal analysis; accessibility; marketing and promotion; stakeholders and governance; spatial data; visual analysis). The research has been conducted through a series of interviews with various stakeholders, residents and people representing public bodies or private organizations involved in the initiative such as Boston Redevelopment Authority (BRA), Madison Park DC, Dudley Square Main Streets, Dudley Street Neighbourhood Initiative among others.

## ***Community development corporations as innovative way to boost urban strategies .***

Community Development Corporations (CDCs) are well known throughout the United States of America as non-profit organizations which aim at community social and economic development in low income and distressed communities<sup>1</sup>. In order to understand the general reasons that back in the 1960s, starting with the federal programme “War on Poverty”, led to the creation of these entities, their mission and focus, it is useful to refer to Goodpaster’s work who highlighted that the use of CDCs would function as “a strategy designed to solve many of the problems of discrimination, poverty, lack of citizen participation, and the failure of governmental institutions” (Goodpaster 1968, p. 645). This statement indirectly shows the areas of interventions and objectives typical

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<sup>1</sup> Some figures may help understand the role of CDCs in USA. In 2005 there were an estimated 4.600 CDCs that operated across all 50 States, some 1.000 more than in 1998 (NECCED 2005). Currently, in Massachusetts only, where some case studies from the Boston area have been investigated during the first year of this research (cf. Section 5.1), there are 90 CDCs members of the Massachusetts Association of Community Development Corporations (MACDC) (MACDC 2011). By considering all 50 States, it is immediately clear the extent to which the role and work of these organizations can be important in the field of community planning and urban regeneration.



of CDCs work which mainly relate to community empowerment, organizing, social and economic development, youth programs and job training activities (Schwartz 2010). This kind of entities are characterized by an Internal Revenue Service (IRS) 501 (c)(3) nonprofit tax-exempt status, which allows them to avoid some federal taxes and to better carry out their social purposes (Stoecker 1997).

After the first experiences of the late 1960s when there was widespread federal funding and support for such initiatives<sup>2</sup>, their focus switched from economic development towards affordable housing provision as a means through which community improvement could be delivered (Peirce & Steinbach 1990; Vidal 1992). Subsequently, federal funding was drastically reduced during the Regan's administration in the 1980s. In spite of this, the number of CDCs nearly doubled between 1981 and 1986 (Gittel & Wilder 1999).

CDCs have at the basis of their missions and work specified geographic areas and communities, following a place-based approach (Vidal & Keating 2004). Target areas are generally urban neighborhoods, or portions of these, with a weak economic and social structure. The rationale which supports their work can be found in Teitz's words who argued that neighborhoods may be effective economic development and employment generators thanks to the cohesion and mutual support which can be found in such communities (Teitz 1989). Thus, the CDCs social and economic development model strongly relies on bottom-up approaches and procedures where residents' participation and involvement becomes central to the achievement of their mission and vision. As such, the benefits of CDCs, compared to governmental agencies and institutions, are linked to their ability of responding to, and take advantage of, development opportunities in a quicker and more flexible way than government-related organizations.

Over the years the debate about CDCs and their role has been very intense and marked by different views and assessments. A very important contribution in this sense is the work by Stoecker where the author critically analyses the CDCs model and compares different views. The author argues that there is no tangible proof of greater benefits related to CDCs activities in physical as well as economic and social development. It is not clear whether investment and development carried out by other organizations or developers, whether public or private, would have led to better or poorer results (Stoecker 1997).

The factor which would lead to CDCs failure have to do with their limited resources, productivity and expertise in different fields such as finance, real estate, planning and land use regulations, which he calls "limits

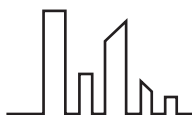
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<sup>2</sup> Federal funding was put out in 1966 under the Special Impact Program (later Title VII) of the Equal Opportunity Act of 1966 (Vidal and Keating 2004).



to comprehensiveness” (Stoecker 1996). However, this statement can easily be subject to criticisms. In fact, what kind of organization could be considered as having a high level of comprehensiveness within one single department? For example, a housing or planning department is very likely not to have expertise on financial and investment matters and vice versa, and efficient and effective communication and relationships between different departments of the same organization are not easy-to-achieve goals.

On the other hand, some authors advocate CDCs as being able to responsively meet community needs and requirements and to represent community interests better than city-level administrations (Hamilton 1992; Bratt 1989; Vidal 1992; Zdenek 1987). Moreover, CDCs should not be expected to have high productivity for at least two reasons: firstly, they operate in weak neighborhoods and markets often characterized by disinvestment and high unemployment rates, that is the reason why for-profit developers normally avoid such areas; secondly, high productivity is not CDCs’ main goal and their activity and work should not be evaluated by a parameter which they do not take into consideration when defining and setting out their programs and investments. An important study conducted by Walker showed that there were positive results in the neighborhoods of 23 surveyed cities where CDCs operated (Walker 2002). The paper, acknowledging the increasing size of the CDC industry, shows that positive effects were produced with reference to the number of affordable housing units delivered and general quality of neighborhoods, reflected in the rising residential values.



## ***Neighborhood problems and cdc responses: evidence from boston case studies.***

The case studies that will be presented in this section will deal with the programs and partnership patterns of two of the most active and well known non-profit community development organisations of the City of Boston. The importance of discussing their accomplishments, and the ways these two organizations collaborate with City departments and other non-profits, is to be found in the need to understand their impact on the urban fabric of an inner city neighbourhood such as Roxbury and the rationale behind the role of community development corporations as a substitute of the public authority for the provision of important services and facilities.

### ***Revitalizing inner cities through PPPs: a paradigmatic case study of Dudley Square Commercial District.***

Once a crucial port, Boston is now a world leader in high tech industry, higher education, biology and medicine, finance. Credit crunch and other globalized problems influenced adversely Boston like most U.S. cities. The city lost jobs and middle-class residents to the suburbs producing also social and spatial disparities. The result is that Boston houses inner city neighbourhoods, not far from the central business district, with unemployed and underemployed residents. In the Southern Boston, in the heart of the Roxbury district, Dudley Square (Fig.2) is one of them though is a neighborhood of rich history. Still the regional hub for the city bus line, today this area is experiencing a new season of revitalization and hope considering that the area is been neglected for a long time by the city and the state as well as private investors.

This case study is focused on the initiative called "Dudley Square Commercial District" and the connection with Madison Park Development Corporation, one of the oldest CDC in Massachusetts (Fig.3). "Dudley Square Commercial District" is a community-based initiative to revitalize a culturally diverse, economically mixed, primarily low-income Boston's core neighborhood by emphasizing the links between commercial development and economic, social and physical needs (BRA 1984). Dudley Square has undergone a period of gradual growth over the past 30 years due to community activism, private investment, and increasing involvement by non-profit organizations, government agencies and Boston's municipality (Walljasper 1997).



The story of this area is emblematic.

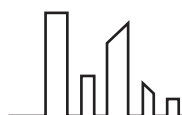
Once only downtown Boston had more shoppers. In the 90's Dudley was run-down though it were well connected by a system of bus routes. At that time Dudley Square was not a priority for the municipality and, then, for the BRA that has never focused a sharp lens on the area for a sustained period. In the 1990s, things began to change: Dudley began to be seen as an important resource to the city of Boston (BRA 1985, p.1). The whole area was subjected to some public renewal interventions like a new transit bus terminal that has taken the place of the century-old elevated rail, which was removed from Dudley Station in 1987; the renovation of New Dudley Street in order to streamline this new bus traffic routes; the construction of a new central post office; renovations of the Roxbury Courthouse at the Civic Center.

It must be said that a crucial starting point for the whole process of Dudley's regeneration was the preliminary work program in for the "Dudley Square Commercial Area" carried out since 1989 by the City of Boston and the "Neighborhood Housing and Development" Department of the Boston Redevelopment Authority (BRA 1990). Probably this city program has encouraged important decisions from the State attracting public money (Fig.1). In 1994 Boston was designated as a HUD Enhanced Enterprise Community ("EEC") receiving a total of \$44 million in Economic Development Initiative ("EDI") grants and Section 108 funds that can be used as capital improvement loans for commercial or industrial projects that produce jobs, 60% of which are for low and moderate-income residents<sup>1</sup>. In 1999, Dudley Square area (together with Chinatown, Dorchester, Jamaica Plain, Mission Hill, Roxbury, the Seaport District, South Boston, and parts of the South End, for a total of 5.8 sqm area) was identified as an "Empowerment Zone" (EZ) and placed in a federally funded program that planned to deliver \$100 million a year to blighted areas of Boston through revitalization projects and job creation programs for 10 years. It meant the public recognition like special area of the worst poverty. Those initiatives represented important steps toward the rebirth of Dudley area. In the same years, City of Boston and BRA developed another study for the revitalization of "Dudley Square Commercial District"<sup>2</sup> and, above all, designated the area as one of the ten new "Main Streets" in Boston.

After that, the City has started to help the restoration of several privately

3 In 1994, the Clinton Administration invested \$44 million in funding. The resources assisted in the development of projects such as the South End Community Health Center, Palmer Warren building and Fairfield Center in Dudley Square, and Grove Hall Mall. Rif. Ashley Rigazio (2009), "Boston Connects closing its doors, but its dream lives on", My-SouthEnd Journal, Dec 1, 2009.

4 In the 1994 Stull and Lee, Inc., an architectural firm, and Melvin F. Levine, Inc., an economic development consultant made a important study for Boston Redevelopment Authority (BRA). This study is commonly referred to as the "BRA master plan". Developed in conjunction with community groups (including the DSMA) the BRA master plan combines a needs assessment, vision, and planning document all into one package. The report begins by analyzing the current conditions and needs of the Dudley Square retail area from an economic as well as an urban design perspective.



owned buildings such as the Dartmouth Hotel, Hibernian Hall, and Palladio Hall promoting partnerships with nonprofit organizations. In a community as Roxbury, with a fragmented system of local government, the non-profit sector represents a real alternative form of service-delivery mechanisms in areas such as economic development and social services (Jennings 2004). It can implement policies and deliver services as well as it may also participate in the policy formulation and policy evaluation stages of the policy process. Probably, as Medoff argued, if that change happened is because Dudley Square houses various community and merchant led nonprofits which have worked intensely since the 1970's for the future of the neighborhood (Medoff & Sklar 1999). The strong activism of the nonprofits organizations has attracted public money for the revitalization of Dudley Square area. Public investments have attracted new private capital and community-based development projects with the goal of improving infrastructures and services.

Another crucial step for the redevelopment process was the development of the "Roxbury Strategic Master Plan", a strategic planning agenda that provide a framework to guide change and economic growth for the next twenty years in Roxbury. This plan, elaborated in 2004 by the BRA with a strong public process, has committed to build upon the area's many assets to develop a strong and united Roxbury at "the Heart of the City" (Fig.1).

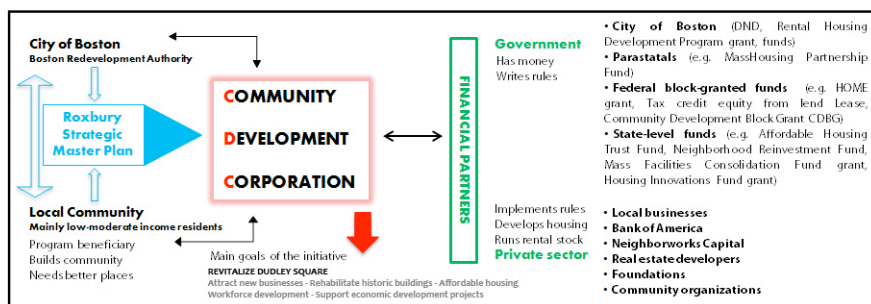


Figure 1: Public-Private Partnership framework.

Still blighted by a few vacant buildings and boarded-up storefronts, Dudley Square is today nevertheless undergoing revitalization and is home to important social and cultural services such as the "Roxbury Boys and Girls Club", "Roxbury Arts Center" and "Youth Opportunity Boston", a city-run agency that primarily serves youth involved in the criminal justice system. Actually the most important long-term project currently in progress is the "Dudley Square Vision", a key City-funded initiative launched by Mayor Menino in 2007 with the goal of enhancing the Dudley Square retail district by focusing on real estate, economic development, and community engagement. Though the whole project consists of a new police station and a new entrance for the public library among others, the most paradigmatic element is the construction of the \$115 million "Dudley Square Municipal Center" (Image 2), at the site of the





historic Ferdinand Furniture building. In addition to space for street-level retail businesses, the Dudley Square Municipal Center will house an estimated 500 municipal employees from the Boston Public School Department and will include open space for student work, school events, and community gatherings to help better serve the public schools in the area (Fig.3).

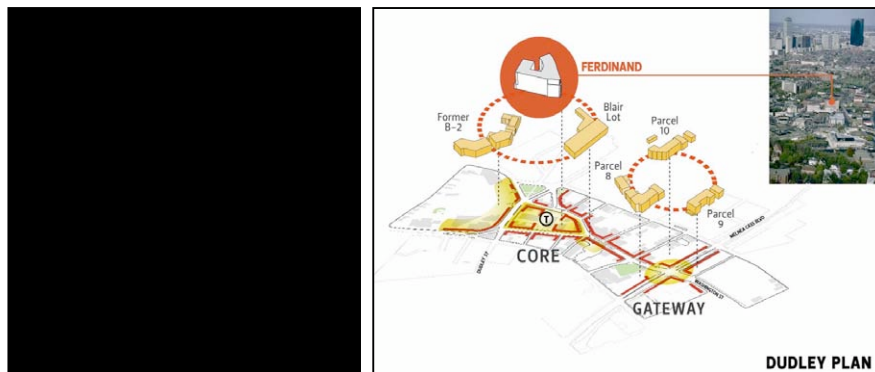
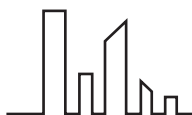


Figure 2: Localization of Dudley Square Commercial District (left). Figure 3: Master Plan of "Dudley Square Vision" project with the indication of the paradigmatic Ferdinand Building.

Even if recently Dudley Square received public investments, it must be said that the majority of these changes and improvements has been carried out by various nonprofit organizations such as "Madison Park Development Corporation" whose mission is to foster the social, physical and economic renaissance of the Roxbury community by promoting the economic self-sufficiency and social well-being of low-income and moderate-income residents and advocating for an equitable share of private and public resources. Madison Park DC has always been clear that it was crucial to promote partnerships between the local government and the financial community for the success of the whole process of Dudley's revitalization. Madison Park DC experienced many Public-Private Partnerships (PPPs) for the achievement of the main goal in revitalizing Dudley Square Commercial District. Madison Park has hardly worked to find money to restore historic buildings, to promote affordable housing, to convert vacant lots and abandoned buildings into quality retail and office spaces. It was crucial to create the right "milieu" useful to bring additional investment to the private sector (BRA 2003; Jennings 2004).

Today Dudley Square, mainly populated by a black and African-American population, is in the midst of rapid revitalization. Infill and renovation projects are filling gaps in the urban fabric and replacing underutilized buildings and empty lots with institutional, municipal, housing and commercial uses. Property values have also increased; the median sale price of single-family homes increased by over 325 percent from 1996 to 2001 (Zielenbach, 2002). Nevertheless it is one of the poorest areas of the city with an average income of about \$17,000 as 2010 Census (\$13,000 in 2000). Thus, Madison Park DC is part of the history of the



neighborhood as it is one of the first CDCs established in the State. Madison Park DC can be considered one of the major non-profit player which has developed and preserved mixed-income housing in Roxbury promoting Dudley Square as a thriving business district. MPDC promoted many PPPs over the last decades restoring buildings (like the paradigmatic Hibernian Hall) with the hope that they might attract new capital and employers to the area in order to face poverty and unemployment. MPDC has been actively involved in the social, economic and physical revitalization of the Dudley Square community for over four decades and has developed a strong track record of producing affordable and high quality housing for low and moderate income families. Its commitment and impact can be seen in the development of 93 homeownership units, 1,117 rental apartments, and 125 units of student housing. More than 3,000 adults and children live in MPDC housing in the Roxbury and South End neighborhoods of Boston (Hangen & Pinado 2006; Madison Park DC Report 2010).



Image 1: One of the many community planning workshops held at Central Boston Elder Services in Roxbury (left). Image 2: Render of the \$115 million "Dudley Square Municipal Center", at the site of the historic Ferdinand Furniture building (right).

Through its community economic development work, MPDC redeveloped and owns over 76,000 square feet of retail and office space in Dudley Square. Its commercial buildings attracted several businesses and agencies to Dudley Square that employ over 250 people. Through its historic preservation work, MPDC has added seven buildings in Roxbury to the National Register of Historic Places including the Dearborn School at Orchard Gardens, Hibernian Hall and the former Dillaway School on Kenilworth Street. These prominent buildings represent the preservation of important historic sites that contribute to the character and vitality of Roxbury. The Parcel 10 project will be the last important initiative with the goal to give a new life to a big vacant land of 87,372 sq ft. This project represents a natural extension of this economic development work by MPDC, and it has the staffing, financial resources and relationships to carry it out (Madison Park DC Report 2010). The main sectors where MPDC is currently working to improve Dudley area are retail enhancement with the redevelopment of retail and office space (over 76,000 sq ft); Economic revitalization with the promotion of a cultural economic development program as Arts, Culture, and Trade Rox-





bury (ACT Roxbury); Security and safety with the creation of a “Public Safety Committee” to reduce crime by 2003; Building restoration and renewal with a strong real estate program which restored important historic sites as the Hibernian Hall; Innovation and green technologies with the promotion of affordable housing with “green features” as LULA project and B-2 Police Station; Education and training with the promotion of initiatives finalized to youth development and civic engagement as RoxVote, Community Action, Summer jobs among others; Cultural enrichment with the creation of a cultural program (concerts, shows and so on) in collaboration with the Roxbury Center of the Arts and promotion of the participation in the cultural and historic life of the community with tours of Roxbury’s historic sites, arts community, cultural institutions and businesses. MPDC is also working with the Boston Public Health Commission to promote the Complete Street redesign of Melnea Cass with a “walk audit” of Dudley Square involving more than 150 residents.

The work that MPDC has been carrying out for over 40 years is remarkable and visible in the whole area surrounding Dudley Square. Its commitment to delivering an improved, safer and more vibrant neighbourhood has already brought about important successes that have benefited the whole neighbourhood’s population and in the future will bring advantages to the City of Boston as a whole.

***A remarkable grassroots revitalization: the case study of “Dudley Street Neighbourhood Initiative”***

Dudley Street Neighborhood Initiative - DSNI - is a non-profit community-based organization located for the major part of its target area in the neighborhood of Roxbury in the city of Boston, Massachusetts. One of the most famous initiatives of its kind in the United States, DSNI was formed in 1984 and ever since has been operating in the neighborhood with social and economic targets. The target area is located in the geographical and spatial core of the city of Boston, some two miles south of downtown, and covers a region of about 3.5 square kilometers (Figure 4). The area is divided into three different parts which reflect different levels of abandonment and priority of action: The Triangle; Core Area, Secondary Area (Figure 5).



Figure 4: Localization of DSNI (Roxbury, Boston)

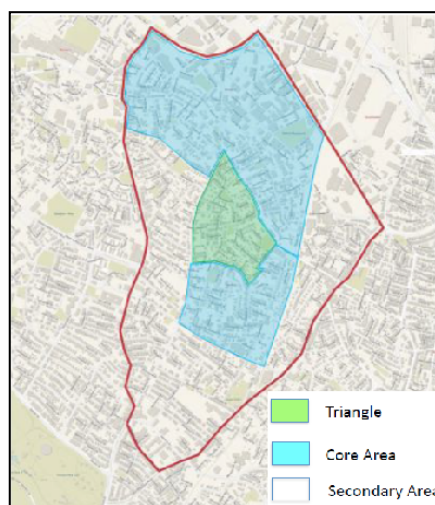


Figure 5: DSNI boundaries

As a non-profit community planning and organizing entity, its major objectives and mission have to do with community development and growth in a neighborhood strongly characterized by disinvestment and decay since the 1950s. In those years Roxbury was the most impoverished and unemployed neighborhoods of Boston with unemployment rate of 10.1 percent, the highest in the city, though such characteristic is still present nowadays (BRA, 1985). In 1980 just above a third of its population was less than 19 years old and 52 percent lived below the poverty level (BRA 1985), percentage that in 1990 applied to children as well (Medoff and Sklar 1994). The state of abandonment, disinvestment and decay was reflected in the number of vacant residential properties and land and commercial activities. According to Medoff and Sklar, the number of commercial activities and businesses was in steady decline. A quotation from their study can help understand the overall state of decay and disinvestment which spread throughout the area (Medoff and Sklar 1994). "By 1970, address after address is listed vacant. The number of private businesses on Dudley Street (from Warren Street to the railroad tracks) dropped from 129 in 1950 to 79 in 1960, 49 in 1970 and 26 in 1980. On Blue Hill Avenue (from Dudley to Quincy Streets) the number fell from 210 in 1950 to 150 in 1960, 74 in 1970 and 47 in 1980. As of 1993, there were about 32 businesses on Dudley Street and 38 on Blue Hill Avenue. Many of the businesses - now owned by Black, Latinos and Cape Verdeans as well as Whites – are small groceries, restaurants and auto-related enterprises" (Medoff and Sklar, 1994: 14).



Public-Private Partnership and redevelopment strategy

Since 1984, DSNI has always partnered and collaborated with many stakeholders. With the first “Don’t Dump on Us” campaign the community aimed to clean up the vacant lots of land and close down illegal dumping sites. The rationale behind these initiatives and the various partners which collaborate with DSNI is that DSNI does not have enough financial resources to carry out all the initiatives proposed and needs collaboration and support from different actors. The mission was renewed in 1996 with a new plan to create an urban village with a strong identity. Over the years many development schemes have been undertaken and realized, especially in The Triangle, filling up half of the land that laid vacant at the time. Up until today and starting in 1994, 225 housing units have been built in partnership with different developers (225 housing units are divided in 95 homeowners, 53 rental and 77 cooperative units). A fundamental tool which has allowed such developments to be carried out is the eminent domain which DSNI, through its land trust Dudley Neighbors Incorporated (DNI)<sup>1</sup>, gained in 1988 from the Boston Redevelopment Authority; the first organization of its kind to be granted eminent domain authority in the USA. DNI is a sub-organization of DSNI and plays a very important role within the organization for the achievement of the vision, especially through affordable housing targets and vacant land development in The Triangle. By means of eminent domain power DNI is able to acquire privately-owned vacant land in the area designated as the Dudley Triangle (Figure 5) and, combining these with city-owned parcels, then leases the land to private and non-profit developers (mostly CDCs) for the purpose of building affordable housing. After construction is complete and units are sold or rented, DNI leases the land to individual tenants, homeowners and cooperative housing corporations. Over the years DNI has been in operation, it has been able to fill about half of the 50 acres of land that lay vacant in The Triangle part of the neighborhood (cf Images 3 and 4).

Development	No. Units	Year Completed	Developer
Winthrop Estates	36	1994	Dudley Street Neighborhood Initiative
Stafford Heights Cooperative	41	1998	Nuestra Comunidad Dev. Corp.
Brook Avenue Cooperative	36	1999	Veterans Benefits Clearinghouse Dev. Corp.
Woodward Park Homes	31	2001	New Boston Housing Enterprises
Julian Woodville Homes	11	2006	New Boston Housing Enterprises
Dudley Village	50	2008	Dorchester Bay Economic Dev. Corp.
Brookford Dalin Dean Homes	18	2009	New Boston Housing Enterprises

Source: Development Projects. Dudley Neighbors Inc. The Community Land Trust.

<sup>1</sup> DNI is governed by an 11-member Board of Directors with the following composition: 6 appointees from DSNI; 1 appointee from the Roxbury Neighborhood Council; 1 appointee of the Mayor of the City of Boston; 1 appointee of the City Councilor from the 7th District\*; 1 appointee of the State Senator of the 2nd Suffolk District\*; 1 appointee of the State representative of the 5th Suffolk House District\*. \*Members are non-voting members.

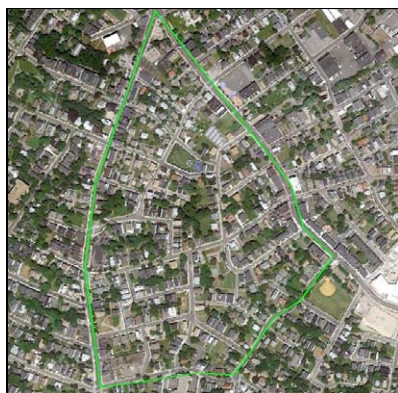


Image 3/4: Photos of The Triangle area in 2010 (left) and 1995 (right). Source: Google Earth. Satellite

### ***Strategic Priorities***

Although affordable housing provision may seem the major objective of the organization, DSNI does not have this as its only priority. The main priority is certainly community empowerment and involvement with the many initiatives that are brought forward by the organization. The community interest is taken into consideration and participation of residents is guaranteed through monthly meetings held at the DSNI office. Moreover, the fact that the DSNI Board of Directors is made up of 34 members, 16 of which are elected from the local community, allows the community to have a say in the decision making process and influence the various initiatives and priorities. Community empowerment is achieved through mobilization of neighbors and information about candidates and policies, increasing the neighborhood's collective power through voting<sup>1</sup>.

Other priorities, apart from community involvement and empowerment, range from education and training to job creation, local service provision, local produce valorization and green and open space delivery. An example of education program is the GOTCHA initiative to which DSNI participated in 2011 with a budget of about \$62,000. DSNI collaborated with other subjects<sup>2</sup> with the direct involvement of youth and collaboration with local schools. DSNI was directly involved in setting up programs such as "Dudley Youth Council"<sup>3</sup> and "Resident Leadership Institute". Over 50 teens were involved and helped retain state and city funding for youth jobs and organize a Jobs Fair in March which drew over 300 youth.

With regard to job creation, however, the most noteworthy initiative can be considered the Dudley Workforce Initiative. Major goals were achieved in the context of the construction process of the Ray and Joan

6 A well known initiative to increase awareness and political participation is: Roxbury

Vote is your Vote.

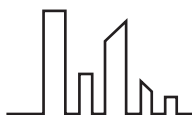
7 A list of subjects which participated in the GOTCHA program can be found at: <http://www.gotchayouthjobs.org/organizations>

8 DYC created and hosts a monthly radio show



Kroc Corps Community Centre. Collaboration with the national Salvation Army secured an allocation of \$85.5 million for a 90.000 square-foot (8.361 square metre) world class community centre, the largest community centre in Boston which opened in March 2011. The goal was to achieve an ambitious composition of the workforce of 51 percent residents, 51 percent minorities and 15 women. The project ended with the total workforce being comprised of 45 percent residents, 44 percent minorities and 8 percent women. The whole construction process involved minority and women owned businesses for a total of \$8 million going to minorities and approximately \$7 million going to women owned businesses. The process started in 2005 when DSNi and The Salvation Army responded to Kroc Center national selection process. In 2006 the Dudley Community was selected as location for the new community center and works began in December 2007.

Another important priority DSNi is working on is the valorization of local produce for a greener and healthier Dudley neighborhood. One initiative by means of which these targets are to be achieved is the Dudley Community Greenhouse. A 1.000 square-meter and \$1.5 million greenhouse operated by The Food Project was completed in 2005 and currently allows families and youth to grow food and manage raised beds and gardens. The impact in the wider community is positive thanks to the fact that teenagers find work managing gardens and open spaces and families can keep up their own gardens and yards without having to hire professionals for this task. Furthermore, open and green spaces are something DSNi is committed to improve within the whole neighborhood. Over the years the organization has been operating within the area, three parks have been delivered and more play areas have been secured for the community. Along the main street of the neighborhood such as Dudley Street it is possible to find several play areas which have been secured as part of new development of redevelopment processes. Finally, a sector in which there's been little action and initiative is the commercial and retail sector. This is not a priority for DSNi since it lacks expertise to manage retail activities and commercial floor space even though it is recognized that retail can have a positive impact on economic revitalization and employment. In the years from 1984 only two initiatives which include retail and commercial development have been undertaken and completed. The first commercial development was undertaken in 1994 with the restoration of a building for commercial use with a total expense of \$150.000. The second development was recently completed in the context of the Dudley Village residential scheme with the provision of about 700 square metres of commercial floor space.



## ***Conclusions and further research questions.***

In times of crisis, both political and socio-economic, community must react by defending and improving its neighborhood. These case studies provide us the opportunity to underline that non-profits can play a key role for the development of the city. They can assist local governments in a number of ways: they have specialized information and knowledge regarding particular issues or concerns; they may be able to provide programs or services more efficiently and effectively; they frequently operate in a larger geographical area and can provide coordinated and uniformly administered services; they draw their volunteers from and conduct fund-raising on a regional basis. In United States, the lack of public money and more constrained budgets has shifted many local governments to recognize the value of collaboration with non-profit organizations in dealing with a community's needs and promoting community improvement. Their community-oriented actions and approach has a fundamental component in the collaboration with and support of the public authority in both cases.

This feature allows the two organizations to have a huge impact on the life of the community, and local residents have certainly benefited from their initiatives and work. Even though it has rarely provided direct financial support, the role of the Boston Redevelopment Authority in supporting the strategies and initiatives of such organizations is of extreme importance for the success of projects and programmes. This model shows us that in many cases regeneration and redevelopment projects can be implemented, and their objectives achieved, without the direct involvement of the public authority which in the discussed cases plays a more regulatory and supporting role with a close and case-by-case collaboration with the different organizations. Nonetheless, the capability of such organizations to partner and collaborate with several and different private sector nonprofits, and their ability to access various sources of funding, makes a difference in the community outreach and in the perception that the community has of their work. Important questions relate to the feasibility and applicability of such an approach in a different cultural context such as the European where the scope and extent of the work of urban-based community oriented nonprofit organizations is certainly lesser.





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## ***Introduction to the italian team.***



Francesco BONSINETTO is an urban planner with teaching experience in regional planning and urban marketing. His research interests include economic development and urban regeneration, tourism and sustainable growth, community planning. Recent research efforts include a comparative evaluation of different typologies of PPPs in urban regeneration processes in Boston and San Diego (USA) and a study about green economy, energy and climate change at European level. He is Doctor in Regional Planning. After many research experiences abroad (Bilbao, London, Madrid, Barcelona), he is doing research as project coordinator of the Unit of Reggio Calabria on the Espon SIESTA project focused on the territorial dimension of the EU2020 Strategy. Recently he founded an international network of urban thinkers named “Mediterranean Planners”. Currently he is Visiting Scholar at the San Diego State University (U.S.) in the framework of a Marie Curie IRSES Project (7th FP).

**111**



Enzo FALCO is Doctor in Urban Planning, graduated at Sapienza University of Roma. He is been carrying research on betterment value recapture with specific reference to the English and Italian context. During his undergraduate and graduate studies he's been able to conduct research in the UK and USA, the latter as part of a Marie Curie Research Project. He is currently doing research on community planning and urban regeneration at San Diego State University in the framework of the aforementioned Marie Curie Project. He has collaborated with the University of Reggio Calabria on the ESPON SIESTA Project in the context of the Europe 2020 Strategy. His work also embraces open access research and recently, with the collaboration of his PhD supervisor, he started the open access journal Italian Journal of Planning Practice.





***Placemaking and spatial cognition: the way to go on diffuse urban areas?***

Francisco Barrocas Lourido.





## Introduction.

Some areas of contemporary urban settlements have evolved into what Secchi (2006, p.181) calls “difficult areas”. These areas of “random (mal)formation” present several sustainability deficits and consolidation problems (Portas et al. 2011, p.164) and consequentially are affected by processes of exclusion, segregation and filtering down (Secchi 2006, p.181). In a time of economic crisis and of welfare state retreat it is crucial to think how to maintain, and if possible increment, the liveability and urbanity of those urban areas.



FIGURE 1 –Ave's (river) Valley region

The Northwestern part of the Iberian Peninsula, and particularly the Ave's Valley region (Figure 1), could well be described as above. This territory has a long tradition in extensive patterns of territory occupation (Castro 1762, p.48, Volume I)<sup>1</sup>. Differently from the British or the North-American cases, though, these are sparse sprawling territories that evolved linearly along the roadways that serve and support them, defined by a diffuse low-density urbanization – usually non-consolidated – presenting a weak definition of local centralities (Figure 2 - zoom indicated on Figure 1).

The region's “modalities of territory occupation aren't strange to a type of social-economical configuration which helped to the enlargement of the influence area and local relevance of municipalities such as Guimarães, Vila Nova de Famalicão and Santo Tirso” (Pereira et al. 2012, p.99). “Such configuration is deeply connected to a high concentration of economic activities and people, associated to the formation of small urban patches and to the constitution of important industrial areas, in those municipalities” (ibid.).

<sup>1</sup> Castro (1762, p.48, Volume I) argues that in that Province (Minho, where the Ave's Valley region lays) “there are more people than land and there isn't a place where one can't hear a bell ringing or the calling of a rooster.” Furthermore, he argues that “the whole Province seems like a continuous City”.

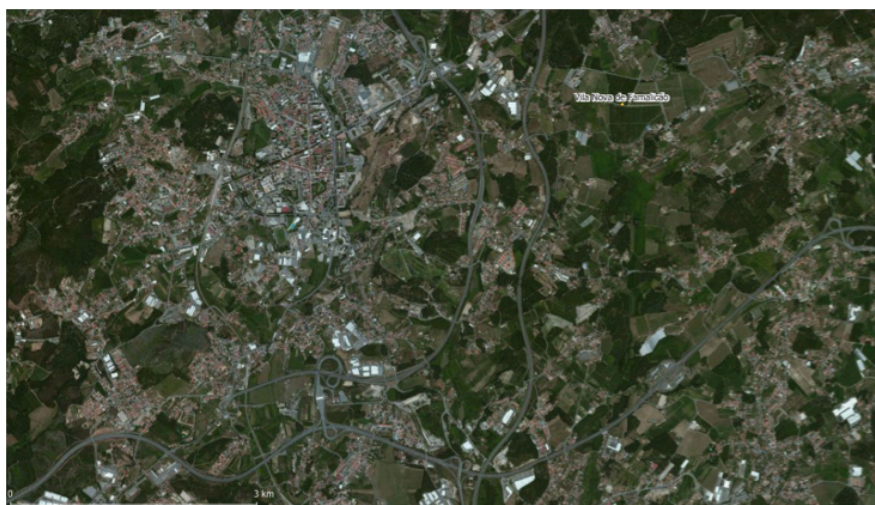
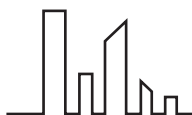


FIGURE 2 – Famalicão's area

## *Urban perennities.*

Uncertainty unsettles planners. Ever since planning is it has been obsessed with certainty. The corollary of this kind of reasoning is the modernist vision of planning, well characterized by the geographer João Ferraão (2011, pp.81–83). The contemporary 'discover' of uncertainty seems to have shocked the planning community and the reaction to it is delivering interesting perspectives of how planning should approach uncertain realities.

Uncertainty emerges from the behaviour of complex adaptive systems such as cities, or social-ecological systems in general. In other words, we can't predict accurately, which will be the behaviour of complex adaptive systems. However, complex adaptive systems present a degree of stability around certain regimes of behaviour, attractors around which the system orbits and changes slightly. In the resilience framework (Holling 1973; Holling 2001) those are called basins of attraction and can be associated to more or less perennial regimes of the system.

Portas et al. (2011, pp.164–165) argue that the reurbanization process should be based on the most perennial elements that constitute the urban environment: biophysical system, streets, public spaces system, heritage and building footprint. Those are the material elements from and upon which we can found the reurbanization process: the perennities, as he calls them. However, there are other perennities that emerge from those, related both to human behaviour in cities and urban development patterns, which, in turn, thru feedback processes, influence morphological urban perennities (Lourido 2013). We call those somewhat elusive perennities, immaterial perennities.





However, as perennial they are, and since everything in social-ecological systems change with time, some perennities are more perennial than others. See, for instance, the case of geomorphology: it changes with time, though it does change in a very long time-scale. On the opposite side of the time spectrum is, for example, the case of lake systems, which can pass from a clear water regime to a turbid one and back again much quicker. According to that we can say that perennities, aside from being material or immaterial, can also be slow or fast, when compared to human life time-scale.

The understanding of the differences between perennities and their inter-relations can be helpful in the development of better planning proposals which may have a higher degree of certainty. This increases stakeholder's confidence in their implementation leading to its completion in a feedback-like process of self-accomplishment.

## ***Reurbanization and the matter of scales.***

117

We have already addressed the reurbanization concept elsewhere (Lourido 2012, p.6). There, we argued that the reurbanizing process relates to the "project of the city" (Secchi 2006, p.185) or the "extensive area planning" proposed by Indovina (2009, p.23) and that it "connotes the process of completing, remaking and improving the supporting networks and the existent settlements spacing or potentially deficitary urbanizations of the extensive city" (Portas et al. 2011, p.164). Thus, strictly speaking, our definition of reurbanization diverges from the one of Champion's (2001, p.143,147) and is best integrated in the fourth group<sup>1</sup> of reurbanization definitions enumerated by Rerat (2011, p.2), despite the fact that he considers that that group of reurbanization definitions relate only to the scale of the neighbourhood.

In fact, that is precisely the matter. For us, reurbanization has to do with all scales up to the regional one – neighbourhood, local (municipal) and regional – and all parts of the city – both cores and peripheries. In other words, reurbanization is the "the process of completing, remaking and improving the supporting networks" (Portas et al. 2011, p.164), both infrastructural and social-ecological, "and the existent settlements spacing or potentially deficitary urbanizations of the extensive city" (ibid.), implemented both at the local and regional scale in accordance with a defined "regional concept" (Roo & Zandbelt 2011, p.36) or a "project of the city" (Secchi 2006, p.185).

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<sup>1</sup> Rerat (2011, p.2) argues that in the fourth group of reurbanization definitions reurbanization is seen as "a synonym of renewal or regeneration" and that it "designates projects related to the built environment at the scale of neighbourhoods and that do not necessarily imply demographic growth."



Although it affects all scales, reurbanization has to be implemented differently according to the facet of intervention (economic, social, ecological, etc.), its size and expected impact in related subsystems. Thus, the question of scale is critical for management. For instance, one could argue that health related issues should be integrated in a national strategy. However, that doesn't mean that we can't have the regional and local levels of administration deciding where smaller public facilities such as local hospitals or primary healthcare centres should be located. That kind of decisions should be left for the appropriate management decisional level.

## ***Equity, equality and planning.***

Lefebvre argued that people have “the right to the city” and that that right is like “a cry and a demand” which.

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118

“cannot be conceived of as a simple visiting right or as a return to traditional cities. It can only be formulated as a transformed and renewed right to urban life. It does not matter whether the urban fabric encloses the countryside and what survives of peasant life, as long as the ‘urban’, place of encounter, priority of use value, inscription in space of a time promoted to the rank of a supreme resource among all resources, finds its morphological base and its practico-material realization” (Lefebvre 1996, p.158).

However, accordingly to Susan Fainstein (2005, p.126), this “right to the city”<sup>1</sup> “raises questions of who owns the city, not in the sense of direct individual control of an asset but in the collective sense of each group’s ability to access employment and culture, to live in a decent home and suitable living environment, to obtain a satisfying education, to maintain personal security, and to participate in urban governance”.

Peter Marcuse (2009, p.190) is very clear about who is entitled of the right to the city. He argues that the “demand” for the “right to the city” “comes from those directly in want, directly oppressed, those for whom even their most immediate needs are not fulfilled: the homeless, the hungry, the imprisoned, the persecuted on gender, religious, racial grounds. It is an involuntary demand, those whose work injures their health, those whose income is below subsistence. The cry comes from the aspiration of those superficially integrated into the system and sharing in its material benefits, but constrained in their opportunities for creative activity, oppressed in their social relationships, guilty perhaps for an undeserved prosperity, unfulfilled in their lives’ hopes.”

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1 See also Harvey’s (2003; 2008) text, The right to the city.



Furthermore, he argues (ibid.) that where “choices must be made, the demands of the deprived are entitled to priority over the fulfillment of the aspirations of the alienated”. In sum, for Marcuse (ibid.) “the demand is of those who are excluded, the cry is of those who are alienated; the demand is for the material necessities of life, the aspiration is for a broader right to what is necessary beyond the material to lead a satisfying life”.

The right to the city “is a moral claim, founded on fundamental principles of justice, of ethics, of morality, of virtue, of the good” (Marcuse 2009, pp.192–193) and it refers to multiple rights, not just one: “not just a right to public space, or a right to information and transparency in government, or a right to access to the center, or a right to this service or that, but the right to a totality, a complexity, in which each of the parts is part of a single whole to which the right is demanded” (ibid.).

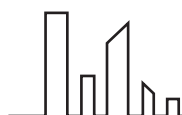
In sum and accordingly to Marcuse (ibid. p. 193), the principles of a right to the city’s respectful city would “include concepts such as justice, equity, democracy, the full development of human potentials or capabilities, to all according to their needs, from all according to their abilities, the recognition of human differences. They would include terms such as sustainability and diversity, but these are rather desiderata in the pursuit of goals rather than goals in themselves.”

Thru the following analysis of data we will try to have a glimpse of some territorial asymmetries that may be inflicting impairment to the right to the city.

As shown by Figure 1 urban pressure is much more felt down the Ave river, to the west, closer to the shore and other important coastal settlements, such as Oporto, Vila Nova de Gaia and Maia, to the south, and Póvoa do Varzim and Vila do Conde, to the north of the latter. Of course these are all part of the same system and, thus, administration boundaries do not have relevant impacts on urban development dynamics. Inevitable problems of spatial inequity and inequality arise, precisely, from the intrinsic differences between settlements: differences regarding all dimensions, biophysical, social and economic.

Despite the extensive urban pattern shared by the entire Ave’s Valley region there are clear differences between different locations within it. Analysing Figure 3 to Figure 6 regarding Famalicão’s and Fafe’s municipalities we can emphasize some of those differences.

Concerning income there are striking differences between Famalicão and Fafe municipalities. Since 1993 that Fafe’s citizens always had less purchasing power than Famalicão’s (Figure 3), whose purchasing power rose more than that of the region. In 2009 that difference was



of almost 18%. Furthermore, people in Fafe's municipality earn less in average than people in Famalicão's municipality (Figure 4). In 2009 that difference was around 200€, a third of Fafe's average monthly earning.

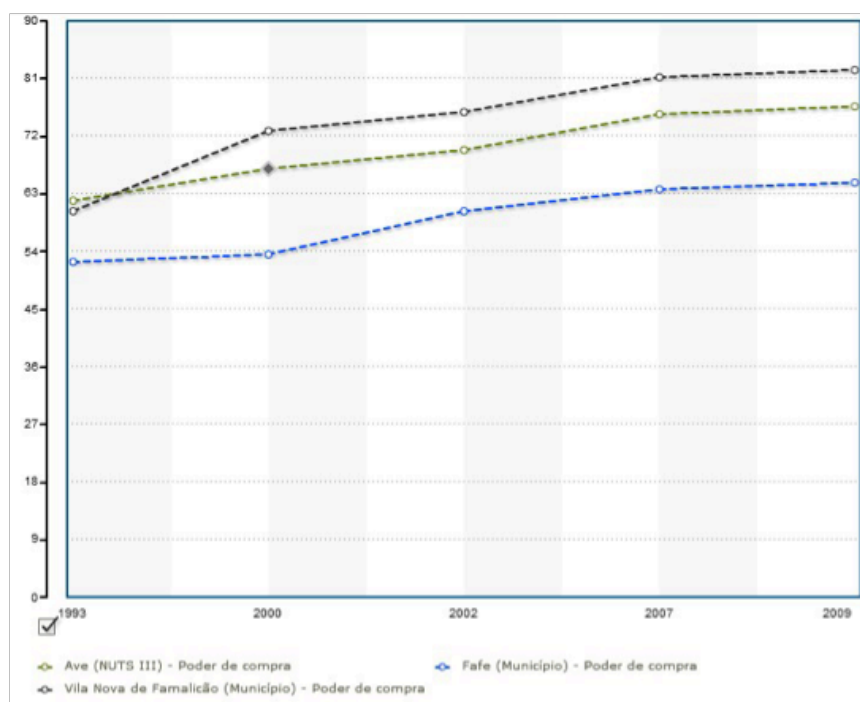


FIGURE 3 – Purchasing power per capita (%) (source: INE and PORDATA)

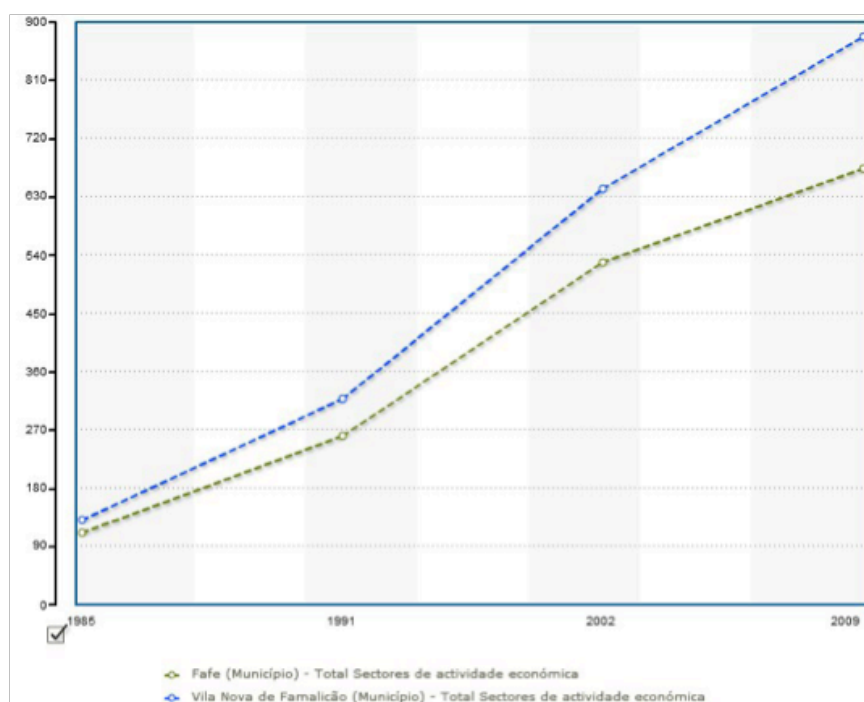


FIGURE 4 - Average monthly earnings of workers in paid employment (source: GEP/ MSSS and PORDATA)



Figure 5 shows that the percentage of people benefiting of social support on both Famalicão's and Fafe's municipalities has declined. We can argue that it has declined not because people don't need it anymore (unemployment is rising in both the municipalities and the region, it was around 18% by 2011 according to the national census), but because this kind of support has a limited duration after which people can't get it anymore. Emigration may also play a role on this. What Figure 5 shows is that Fafe's municipality has a higher percentage of citizens being supported by the State since, at least, 2003.

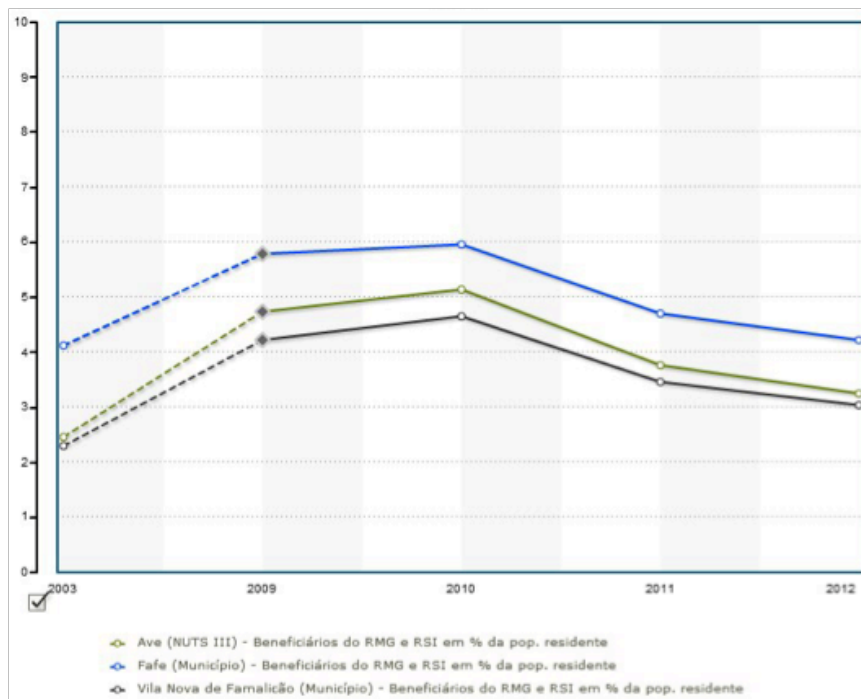


FIGURE 5 – Percentage of population benefiting of social support (source: II/MSSS, INE and PORDATA)

Figure 6 presents the evolution of the number of people with higher education, relative to the year 1960, in the Ave's region and both Famalicão's and Fafe's municipalities. We can clearly appreciate that despite both municipalities being evolving positively since 1960, they aren't evolving at the same rate, with Fafe's municipality evolving slower than Famalicão's.

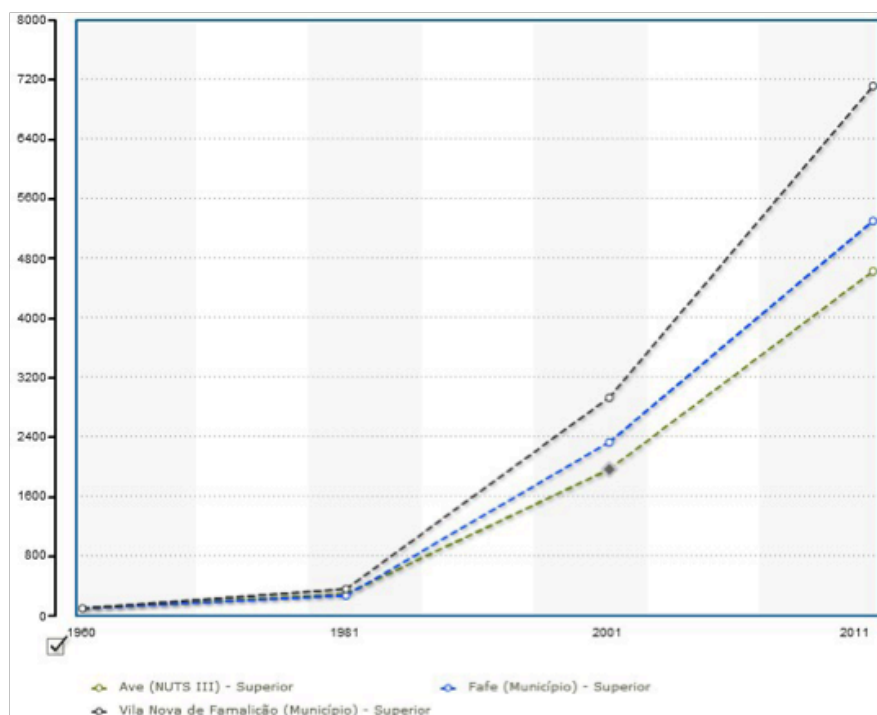
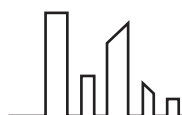


FIGURE 6 – Citizens with complete higher education (indexes, source: INE and POR-DATA)

Figure 7 show that the Ave's Valley region has one of the highest commuting attraction rates, with 5,5% to 7% of commuters coming into the region, relative to its population. However, Figure 8 shows that, simultaneously, the region is also one with the highest rates of outwards commuting, with 8% to 11,5% of outward commuting, relative to its population. Considering the entire population of the region, 511.737 inhabitants<sup>1</sup>, it is safe to say that everyday roughly 32.000 commuters come into the region and 50.000 go outside. It's not a lesser issue.

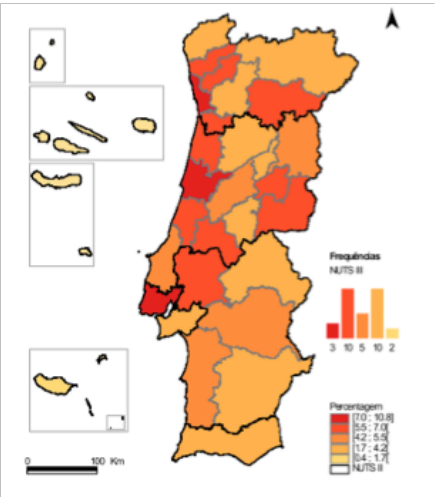


FIGURE 7 – Percentage of population that enters the region, relative to its inhabitants (Instituto Nacional de Estatística 2012, p.34)

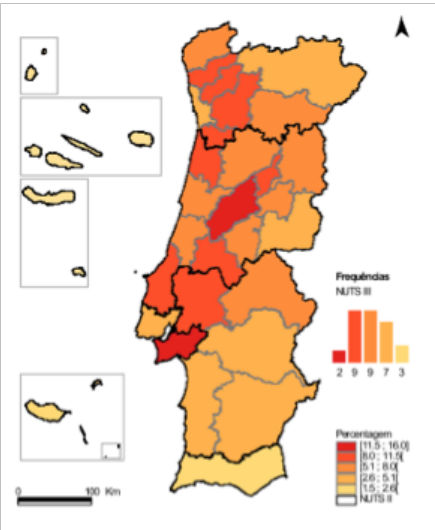


FIGURE 8 – Percentage of population that leaves the region, relative to its inhabitants (Instituto Nacional de Estatística 2012, p.34)

Figure 9 depicts the variation of car utilization in commuting trips. The Ave's Valley region has increased its car dependency by 18,8% to 21,1%, since the last census operation. In fact, the percentage of car utilization in commuting was, by 2011 and in the entire country, of 61.6%.

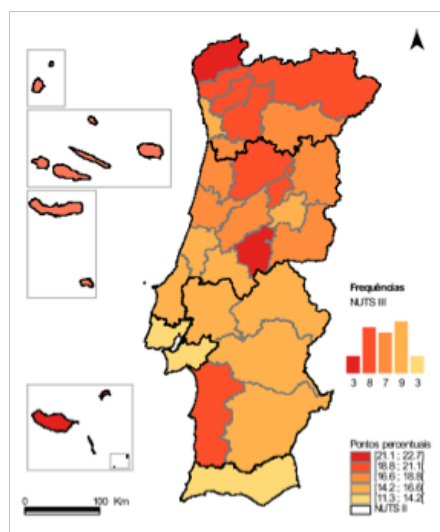
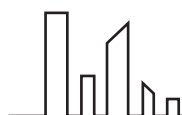


FIGURE 9 – Variation of car utilization in commuting (Instituto Nacional de Estatística 2012, p.36)

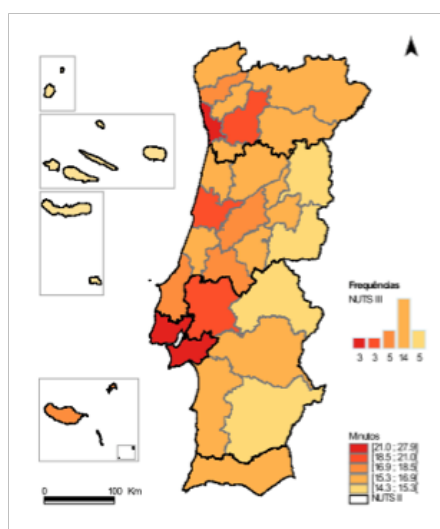


FIGURE 10 – Mean time of commuting (Instituto Nacional de Estatística 2012, p.37)

Table 1 presents the commuting indexes. The indicator reveals that, from 1981 to 2001, more and more people are commuting to work or school, both in Ave's Valley region and in Famalicão municipality.

Year	Commuting Index		
	1981	1991	2001
Ave	12,7	14,8	20,8
Guimarães	10,0	8,2	13,9
Famalicão	15,1	14,2	19,2
Santo Tirso	19,5	17,0	23,5

TABLE 1 – Commuting indexes for the active resident and employed population of the Ave's region and Guimarães's, Vila nova de Famalicão's and Santo Tirso's municipalities (1981-2001) (%) (translated and adapted from Pereira et al. 2012, p.89).





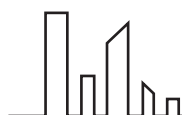
Table 2 shows commuting modalities for Famalicão's and Fafe's municipalities, for working and studying populations. The car has, by far, the highest share of users, especially in the working population group, reaching shares of 87% in the Famalicão's commuter subgroup that work outside their residential municipality. Collective transport and soft modalities like walking and biking have very small shares, despite the fact that walking has relevant shares when commuting is done inside the residential parish, reaching 44,6% with Fafe's working population. Regarding car commuting shares we can say that more than a half of the working population drives their car to work, meaning that car occupancy rates are very low, around 28% in both municipalities<sup>1</sup>.

A curious fact is that studying populations don't seem to rely on soft modalities to commute. In effect, the majority of students of both municipalities doesn't walk or ride a bike to school, even when the school is in their home's parish<sup>2</sup>, municipalities doesn't walk or ride a bike to school, even when the school is in their home's parish, which is the most common case, by far – only about a third seems to do that. Instead they prefer to use the car, as passengers, or the bus – perhaps accordingly to their parents will.

Collective transport shares are generally below expectations. Globally, just 15,1% to 19,6% (in Famalicão's and Fafe's municipalities, respectively) commute using the collective transport network. Particularly, in the case of the working population of both municipalities the use of collective transport is almost residual, with percentages of 6,1% to 9,1%, in Famalicão and Fafe, respectively. A curious detail is that Fafe's commuting by soft modalities or collective transport has generally higher shares than Famalicão's. In other words people in Fafe's municipality appear to make a lesser use of the car. This seems rather counter-intuitive since we expected that Famalicão's municipality, having more dense patches of urbanized territory and presumably higher population densities, would present lower shares of car commuting. Arguably, this fact could be related to the already addressed higher income per capita of Famalicão's population.

<sup>1</sup> Assuming that the average of seats per car is five.

<sup>2</sup> We are talking about relatively small areas/distances since both municipalities have a great number of parishes.



		Working and studying population										
Workplace		By foot	Car as driver	Car as passenger	Car	Bus	Company or school bus	Train	Collective transport	Motorbike	Bike	Other
Famalicão	Total	14,9	48,0	19,9	67,9	8,5	4,8	1,9	15,1	1,5	0,3	0,2
	In the residential parish	38,2	27,5	26,0	53,4	3,6	2,9	0,0	6,5	1,4	0,4	0,1
	In another parish of the residential municipality	5,9	53,3	19,1	72,4	12,5	6,5	0,5	19,5	1,8	0,3	0,2
	Outside residential municipality	1,5	65,4	13,3	78,7	7,0	3,9	7,2	18,1	1,1	0,1	0,3
Fafe	Total	18,5	42,9	17,4	60,3	10,6	8,8	0,2	19,6	1,4	0,1	0,2
	In the residential parish	41,4	28,0	18,8	46,7	2,2	8,5	0,0	10,7	1,0	0,1	0,1
	In another parish of the residential municipality	4,3	48,0	18,9	66,9	18,3	8,4	0,0	26,7	1,8	0,1	0,2
	Outside residential municipality	1,9	62,9	11,0	73,9	11,3	10,2	0,9	22,3	1,4	0,1	0,2
		Working population										
Famalicão	Total	14,5	67,8	8,9	76,6	2,5	2,4	1,2	6,1	2,2	0,4	0,2
	In the residential parish	42,0	45,8	6,9	52,6	0,9	1,5	0,0	2,4	2,3	0,6	0,1
	In another parish of the residential municipality	6,4	73,7	10,8	84,5	3,3	2,7	0,2	6,2	2,5	0,4	0,1
	Outside residential municipality	1,1	79,6	7,3	87,0	2,8	3,0	4,2	10,0	1,4	0,1	0,3
Fafe	Total	18,4	61,3	8,8	70,1	3,4	5,5	0,2	9,1	2,1	0,1	0,2
	In the residential parish	44,6	44,2	6,3	50,5	0,8	2,3	0,0	3,1	1,5	0,1	0,2
	In another parish of the residential municipality	5,0	71,6	11,1	82,7	4,5	4,7	0,0	9,2	2,8	0,1	0,1
	Outside residential municipality	1,0	70,0	8,5	78,5	5,6	12,0	0,7	18,4	1,7	0,0	0,1
		Studying population										
Famalicão	Total	15,9	7,0	42,9	49,9	20,8	9,7	3,3	33,8	0,1	0,0	0,2
	In the residential parish	33,1	2,6	51,9	54,5	7,3	4,8	0,0	12,2	0,1	0,0	0,1
	In another parish of the residential municipality	4,7	6,2	38,5	44,7	33,6	15,3	1,2	50,1	0,1	0,1	0,3
	Outside residential municipality	2,8	19,7	32,4	52,1	20,2	6,9	16,9	44,1	0,2	0,0	0,3
Fafe	Total	18,7	6,2	34,5	40,6	24,9	15,3	0,2	40,4	0,1	0,0	0,2
	In the residential parish	36,6	2,5	38,3	40,7	4,3	18,2	0,0	22,5	0,1	0,0	0,1
	In another parish of the residential municipality	3,1	4,1	33,5	37,6	43,8	15,4	0,0	59,2	0,0	0,0	0,2
	Outside residential municipality	5,9	31,2	22,0	53,2	36,4	2,1	1,5	40,0	0,0	0,2	0,3

TABLE 2 – Commuting modalities for Famalicão and Fafe (% of commuters) (Instituto Nacional de Estatística, 2012. Censos 2011 , Quadro 6.42 - População residente que trabalha ou está a estudar e que vive a maior parte do ano no alojamento, por local de trabalho ou estudo, segundo o principal meio de transporte utilizado para o local de trabalho ou estudo, a utilização de segundo meio de transporte para o local de trabalho ou estudo e condição perante o trabalho )

Commuting times for both Famalicão's and Fafe's municipalities are referred to on Table 3. We can clearly note that the majority of the population, nearly two thirds in both municipalities, commute within 15 minutes and bit less than a third in 16 to 30 minutes.

		Working and studying population				
		Until 15 minutes	From 16 to 30 minutes	From 31 to 60 minutes	From 61 to 90 minutes	More than 90 minutes
Famalicão	Total	63,8	27,2	7,4	0,9	0,6
	In the parish were's living	91,7	7,6	0,6	0,1	0,0
	In another parish from the municipality were's living	63,7	33,2	2,8	0,2	0,1
Fafe	Total	66,1	25,2	6,2	1,4	1,1
	In the parish were's living	89,5	9,4	0,9	0,1	0,1
	In another parish from the municipality were's living	64,7	31,9	2,8	0,4	0,2

TABLE 3 – Commuting times for Famalicão and Fafe (% of commuters) (Instituto Nacional de Estatística, 2012. Censos 2011 , Quadro 6.43 - População residente que trabalha ou está a estudar e que vive a maior parte do ano no alojamento, por local de trabalho ou estudo, segundo o tempo gasto no trajeto para o local de trabalho ou estudo, e condição perante o trabalho)



Figure 11 and Figure 12 display boxplots for the distribution of road's and bus stop's angular choice and angular integration measures for two municipalities of the Ave's Valley region: Famalicão e Fafe - the first more urbanized and the latter showing less urban pressure<sup>1</sup>.

Regarding road network geometry, differences in the distribution of global road angular choice and integration measures set those to municipalities apart. We can clearly see that Famalicão's has both global angular choice and angular integration measures values much higher than Fafe's, meaning that Famalicão's road network play a much more central role in the region's road network than Fafe's. In other words, Famalicão's road network is both more accessible – superficial in the network – and more chosen to cross than Fafe's. This affects the relative development of both municipalities thru a feedback process since economic agents will try to locate themselves in places with higher values of these measures, being followed by residents. This process implies densification of the network, which, in turn, increases those space syntax values, starting the 'cycle' all over again in a self-reinforcing process.

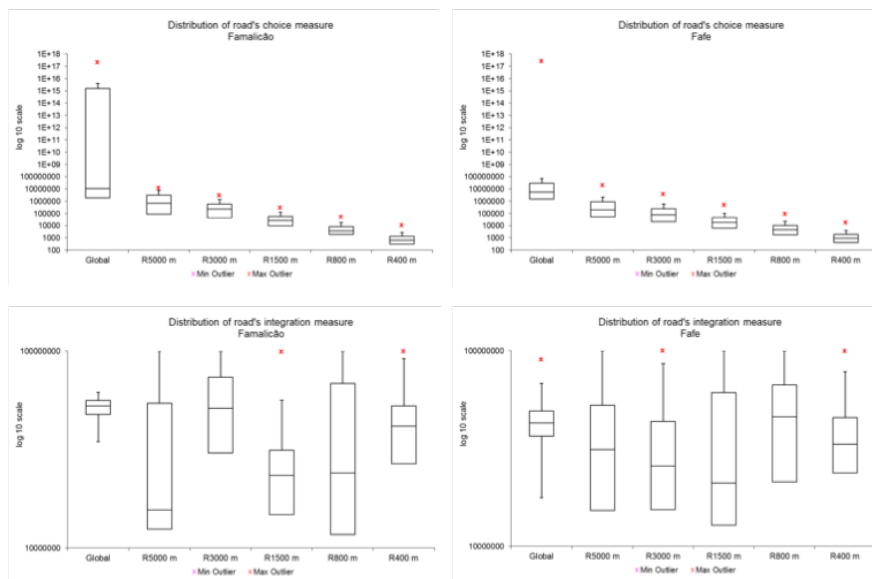
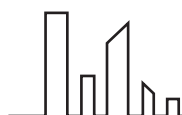


FIGURE 11 - Distribution of road's angular choice and angular integration measures for Famalicão and Fafe

On the other extreme of the spectrum, at the local scale, we can also identify some differences. Regarding angular integration at 800, and 1500 metres radius we can see that Fafe's road network presents higher values than Famalicão's. Overall this means that Fafe's road network is more accessible at those radiuses meaning that pedestrianization and bicycle strategies may be efficient ways of improving local mobility in that municipality. On the other hand, Famalicão's road network appears to be more suitable to strictly pedestrianization strategies since it presents a slightly higher value of integration at 400 meter radius. But, of course, that doesn't mean that bicycle strategies aren't welcome in

<sup>1</sup> See Figure 1.



improving local mobility.

Figure 12 presents the same information of Figure 11 but strictly of road segments where there are bus stops. Here, differences are particularly striking between the two municipalities. It is clear that bus stops in Fafe are located in road segments that have higher global angular choice and higher angular integration at all radiuses, meaning that Fafe's bus network is less pervasive than Famalicão's. In other words, buses are less accessible to Fafe's citizens than they are to Famalicão's. This fact, presents itself, then, as a clear case of bus accessibility inequality within the same region. Still, as already referred, collective transport commuting has higher share values in Fafe's rather than Famalicão's municipality.

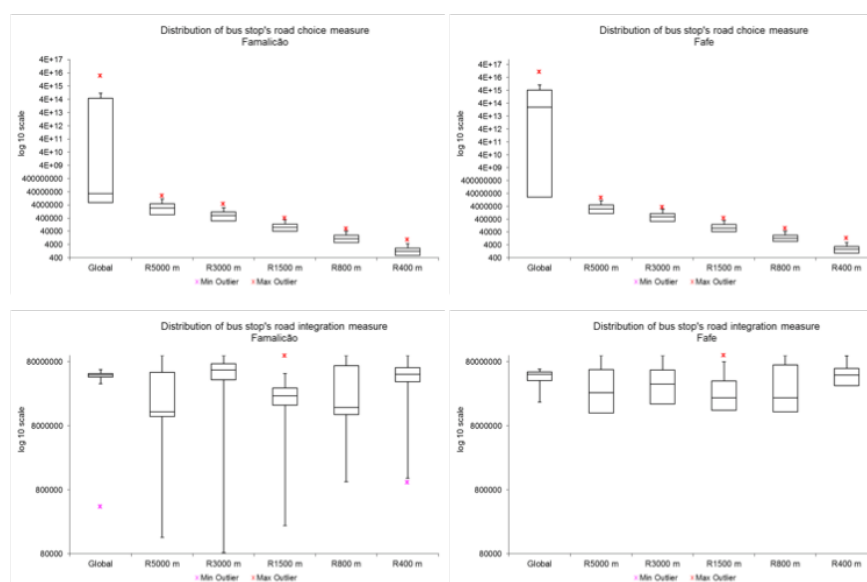


FIGURE 12 - Distribution of bus stop's angular choice and angular integration measures for Famalicão and Fafe



## ***Reurbanization strategy: nucleation as a business model and increased mobility, transport inter-modality, walkability and adapted land use management as tactics.***

Urban management, like all management, requires the definition of “contingent plans of action” usually referred to as strategies (Casadesus-Masanell & Ricart 2010, p.203). Contingency means that the strategy has to be suited for each urban case: in planning one size doesn’t fit all. For an urban reality which is already built and that is characterized by a surplus of built area we find it useful to consider reurbanization as a significant part of the strategy suitable for the Ave’s Valley case. Furthermore, issues like resilient thinking (Lourido 2013), social capital development and economic (namely the do more with less general guideline) and equity considerations (among others, eventually) must also be part of the strategy for urban management.

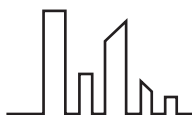
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Defining strategy, however, is not enough<sup>1</sup>. “Strategy is a high-order choice” that has deep implications on the way we do business (ibid.), however it is not the way we do it. In other words, strategy is the set of guidelines for the way to operate but is not the way we operate: that is defined by the business model. We do business by means of a business model: “the logic of the firm, the way it operates and how it creates value for its stakeholders” (Baden-Fuller, MacMillan, Demil and Lecocq cit. ibid., p.197).

“Choosing a particular business model means choosing a particular way to compete, a particular logic of the firm, a particular way to operate and to create value for the firm’s stakeholders” (ibid., p.203).

The diffuse character of the Ave’s Valley built environment forces the choice of nucleation as the “business model” to adopt for now on. It is crucial that we bring cityness closer to those most deprived of it, both by

<sup>1</sup> “A strategy is a contingent plan of action as to what business model to use. The firm’s available actions for strategy are choices (of policies, assets or governance structures) that constitute the raw material of business models. Thus, strategy entails designing business models (and redesigning them as contingencies occur) to allow the organization to reach its goals. Business models are reflections of the realized strategy. In the same way (but at a lower, more detailed scale) tactics are also plans of action, which take place within the bounds drawn by the firm’s business model.” (Casadesus-Masanell & Ricart 2010, p.204)



distance and by income. However, to do that, we have also to acknowledge that we can't create enough critical mass – population wise – in order to develop active and lively nucleuses, in great numbers across the whole built environment. Thus, adopting smart tactics to implement the business model, accordingly to the strategy, is essential.

Distance-time to nucleuses by means of soft modalities or public transport is, thus, a critical indicator to use in the nucleation development. Considering that different locations will always be intrinsically unequal, the definition of nucleuses and attraction basins associated to them, based on distance-time measures, have thus to follow equity judgments.

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In Bill Hillier's words, space syntax theory is in two parts: "on the one hand, a theory of how the spatial form of cities is shaped by spatial laws linking the emergence of characteristically urban space patterns to cognitive as well as to social and economic factors; on the other, a theory of how the emergent patterns of space shape movement, and through this shape land use patterns, leading through feedback and multiplier effects, to the generic form of the city as a foreground network of linked centres at all scales set into a background network of largely residential space" (2007, p.vi).

At "a sufficiently localised scale space works in a metric way, perhaps reflecting the scale up to which people can make reasonably accurate judgement about distance in complex spaces, so an account of the metric properties of space is necessary to a functionally sensitive and predictive analysis of space at this level. But at the non-local level, it seems that the functionality of space reflects people's use of a geometrical picture of the network connectivity rather than a metric picture in navigating the urban grid, and at this scale introducing metric weighting into the measures is positively misleading" (Hillier 2007, p.vii).

Read (2005, pp.341–342) critically argues that space syntax, "in its ambition, is a way to the understanding of the complex effects, on the horizontally distributed social body of the city, of its physical infrastructural movement networks. But as a way into a movement network dynamics and to the horizontal modulations effected in the urban-social field by these dynamics, it has two obvious weak features; one is its tendency to treat the urban object as a thing bounded by the limits of the densely built fabric of the centre; the other, to treat all movement spaces equally when it is quite clear that different classes of physical space in the fabric of the city perform quite differently at the levels of urban speed and function and at the level of the human experience of space and time." (...) "There is a tendency therefore, I believe, in space syntax today, also to over-localise the question of the emergence of centrality in cities, to miss and to misunderstand some of the effects of highly dis-



tributed network infrastructures on contemporary urban centrality, and indeed to think rather too statically and rather too locally when dealing at a conceptual level with the highly dynamic, and highly distributed, phenomenon of the contemporary city. The net result of all this is, I believe, that space syntax is not fulfilling its potential as a manner of thinking the dynamical forms of the contemporary city. It is not as useful as it could be in guiding creative and design thinking about the forms and problems of contemporary urban life and about possible urban futures”.

This paper constitutes a first attempt to do exactly that: fulfil the space syntax potential “as a manner of thinking the dynamical forms of the contemporary city”, (...) “guiding creative and design thinking about the forms and problems of contemporary urban life and about possible urban futures” (ibid.).

Hillier (2009, pp.9–15) and Chiaradia (2009) showed that space syntax variables – integration and choice – are strongly related with economic dynamics of the city. “Centres in effect exploit and develop spatial potentials for both to-movement [integration] and through-movement [choice] already inherent in the urban grid, and do so across scales. These spatial factors are not simply a matter of metric distance, although they are also this locally, but have to do with the ways in which space is configured geometrically and syntactically to create patterns of movement. We could think of these multi-scale properties of centres as embeddedness. Centres are attractors in the urban grid, but if a centre is an embedded attractor, it will have additional potentials to act as an economic focus in its area” (Hillier 2009, p.13). Choice, in particular, seems to relate deeply with centrality and its pervasiveness.

Figure 13 represents the distribution of global angular choice measures across the Famalicão's road network. Since choice variable correlates strongly and positively with through-movement we can clearly identify a foreground network with higher values for choice variable (segments in red), associated with higher movement, and a background network.



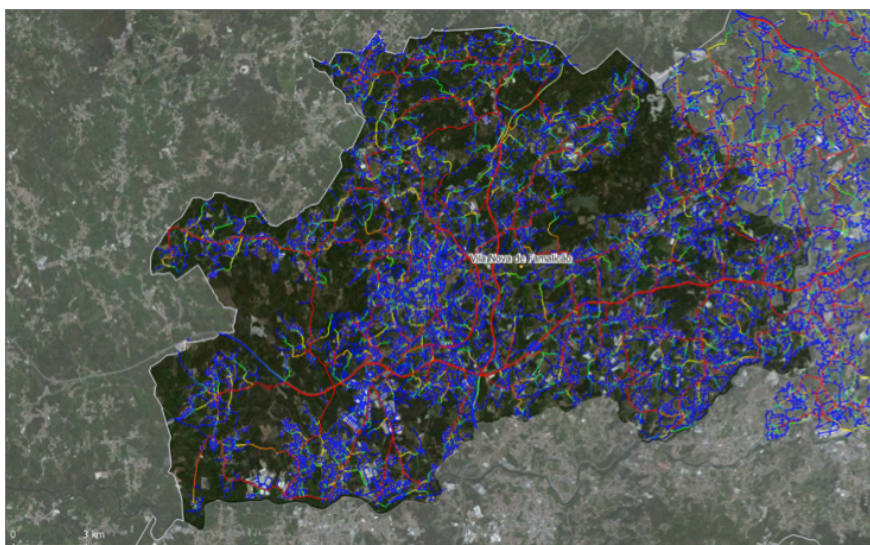
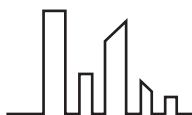


FIGURE 13 – Famalicão's road network angular choice global

As we diminish the radii of the analysis (Figure 14, Figure 15, Figure 16) we observe two things: segments that have higher global relevance generally lose their relevance at smaller scales and local through-movement centres start to emerge.

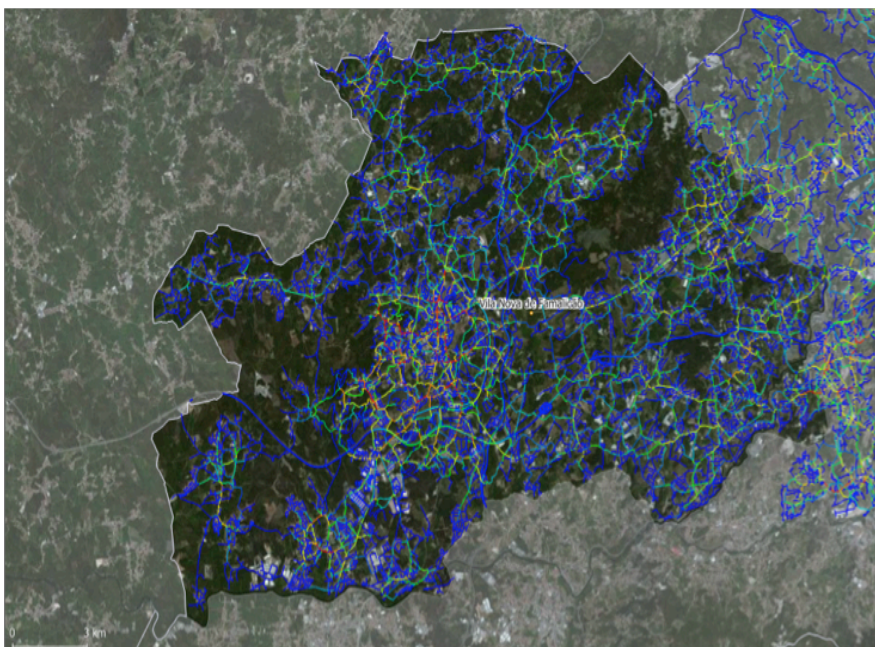


FIGURE 14– Famalicão's road network angular choice with radius of 1500 meters



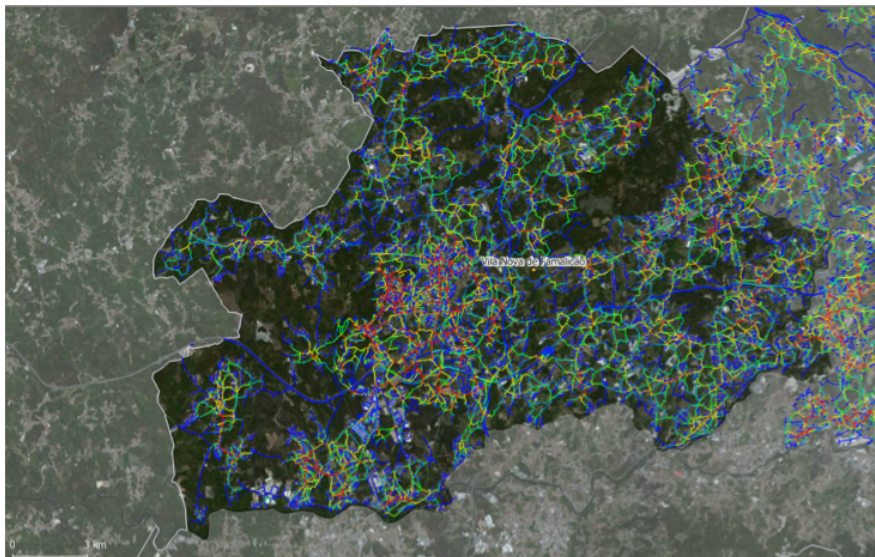


FIGURE 15– Famalicão's road network angular choice with radius of 800 meters

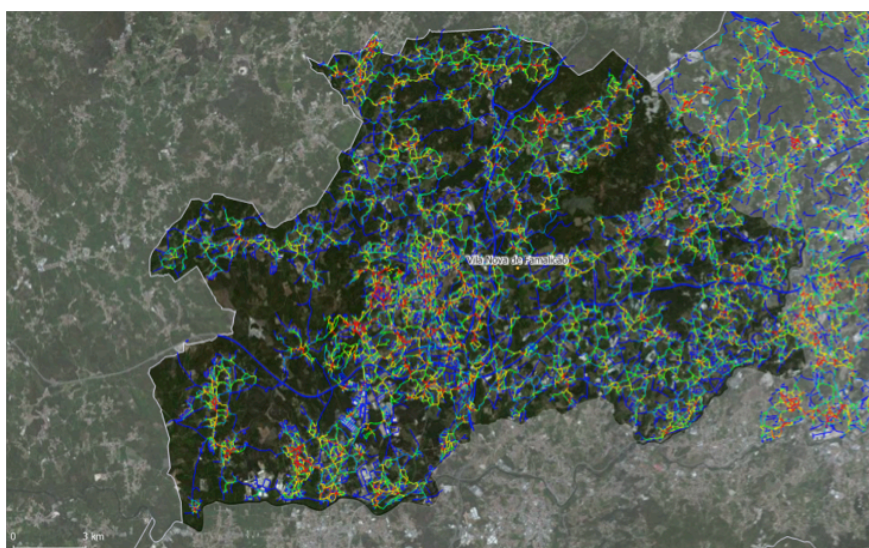
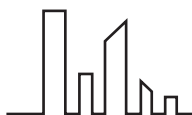


FIGURE 16– Famalicão's road network angular choice with radius of 400 meters

We argue that the identification of local centralities, based on network geometry, is a tactic that could serve to guide the development and implementation of a nucleation process. The association of the latter with placemaking tactics could better exploit the network's embedded movement potential, creating more dynamic, lively and economical sustainable places.



## ***Conclusion.***

In this paper we've made a first attempt to tackle the "difficult areas" of the Ave's Valley region, acknowledging the lack of public economic funds.

Recognizing planning's problem with uncertainty, we identified material, immaterial, slow and fast urban perennities on which we can base territorial and urban intervention, in particular reurbanization, in a way that increases stakeholder's confidence in planning proposal's accomplishment.

We have identified some "sustainability problems" such as inequalities in income and collective transport accessibility within the region that could be leading to processes of exclusion, segregation and filtering down. The focus on collective transport issues is decisive: it has been recognized that sprawl may be playing a negative role with respect to social mobility (Krugman 2013). Car-less functioning families seem better prepared to face the economic challenges that are expected (ibid.). The differentiation between development's strategy, business model and tactics seems essential to understand how to implement the devised "project of the city". Implementing the nucleation "business model", thru placemaking and taking advantage of the already existing embedded movement potential of the road network, appears to be the set of tactics with the best investment-return ratio. Thru the implementation of the nucleation process, and generally speaking, we expect that local cityness, urbanity and economic sustainability are reinforced and commuting is decreased, augmenting productivity, leisure time and quality of life for the affected populations.

Further investigations have, of course, to be made. Developing more the strategy, business model and tactics of the nucleation process and deep understanding of the inter-relations between these three elements is crucial for its successful implementation.



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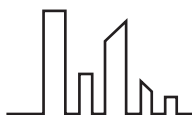
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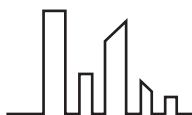
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***Opportunities for the city  
transformation: the right  
to the neighbourhoods.***

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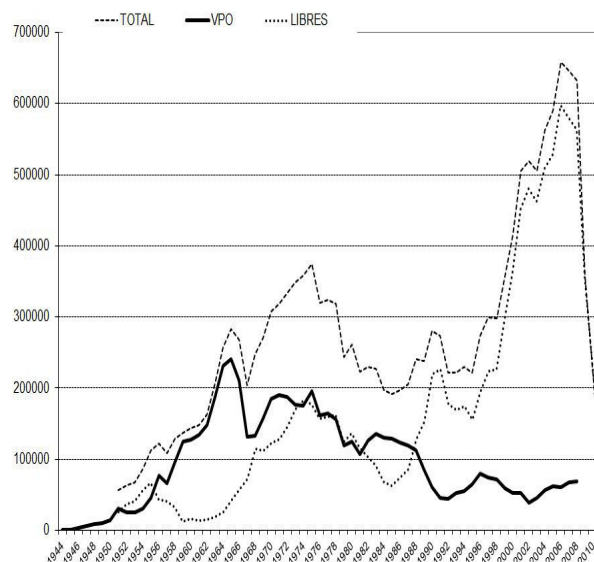


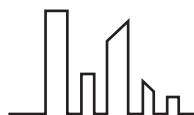


## ***New challenges facing urban versus the system crisis.***

### ***The Spanish urban context inherited***

Spanish urban policies have focused, since the 60s, in the growth of cities. This option, which could be valid to cover rural population's needs while were changing into urban population, became the only alternative used by public and private operators. Inside this process, the housing and city construction has become the economic engine of the country, leading to an oversized and underused housing stock that does not guarantee access to the population (RODRÍGUEZ, 2010) and even expellee it, as is the case of many evictions that are taking place in Spain since the beginning of the crisis. Nowadays, in Spain there are 25.2 million homes. It gives a ratio of one house for every 1.86 inhabitants. However, 28% of the total housing stock is for homes that are not used as a residence. There are 3.4 million empty homes. This data do not includes those buildings that have been half-built as a result of the crisis (INE, 2011).





Moreover, the last decade is characterized by a massive residential development hardly been matched with the actual population's needs. Thus, between 2000 and 2011 5.7 million of houses were built, the same amount as during 60s and 70s together. That is, the same amount as during the years of consolidation of cities, with more than 7 million people who moved from the countryside to the city (TAMAMES, 1986).

The bet for this kind of city and building model is also reflected in the statistics of unemployment and labor force. According to data from the Labour Force Survey in the period 2000/2008, between 11% and 13% of the active population was engaged in the construction sector. In the first quarter of 2013 this rate reached 6.3%, the lowest since the beginning of the time series (3rd quarter 1976).

This paper forms part of the "Opportunities in the crisis, to urban regeneration" workshop, develop for the X Biennial of Europeans towns and Town planners, but it must be understood in relation to other paper titled "Opportunity elements for change our cities" which is part of the "City without public Economic Found"s workshop. Both papers have a similar structure (developed to challenges and tools) and are focused on the reflection about the urban growth and its relation with the current economic, social and environmental crisis, as an opportunity to rethink about a city transformation and a new management model that allows the city, at least, address the following challenges: the need to rethink the right to the field and the need to rethink the right to the city. In this part of the reflection we are going to focus in the last one.

### ***Analysis fields***

To be able to meet these challenges is essential to articulate an analytical and operational mode. We therefore propose that the analysis should be approached in two scales of interaction (see figure 2):

- Urban scale. The city should be understood not as an autonomous body whose development depends on the exploitation of the resources which supplies rural areas (GARCIA BELLIDO, 1980), if not as a system that integrates both worlds, field and city, and which aim is the balance of the urban metabolism. (RUEDA, 2009).

- Neighbourhood scale. The neighbourhood is the urban area where citizens develop their everyday life (HERNÁNDEZ AJA, 1997). For this condition to be fulfilled, the neighbourhood should be able to support diverse real estate, occupational and demographic structures. That would generate opportunities to participate in various social networks and associations, would provide an urban scale capable of maintaining cognitive ability over the entire urban area, would assure pedestrian accessibility, would establish a network of facilities and public services sized and distributed to facilitate the flow of services and accessibility to them. In this way the neighbourhood could be a social reference space,



having enough variety and complexity (ALGUACIL, 1998).

In addition to the challenges and scale of intervention it’s necessary to define the opportunity elements and the tools that could change our cities in each of the former scales.

- Elements of chance. Are the physical supports in which intervention will take place. In this way, and understanding the city as a complex system, in which the urban growth must be related with the needs of citizens but not to the real state market, the urban structure will be the element of chance for the right to the city. At a neighbourhood scale, the elements of chance are the urban environment, the urban voids and urban fringe, and the vulnerable neighborhoods.

- Tools. Understood as a paradigm shift in traditional intervention criteria, are configured as desirable scenarios in the future of physical support in order to meet each of the challenges. In this way, to limit the growth of cities we will need to work for closing cycles and for neighborhood autonomy. To get the right to the field, the tools will be local agriculture, allotments and community gardens, and urban networks. The Right to the City will require the city’s urban integration and the urban regeneration of each vulnerable neighborhood.

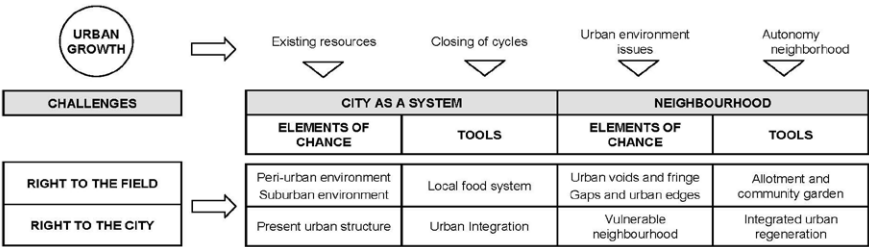
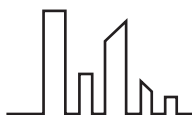


Fig 2. Framework. Source: Prepared by the authors.



## ***The right to the city.***

### ***The consolidated city: opportunities and tools***

We live in an urbanized world that is gradually destroying existing resources. While in recent decades has experienced a rapid process of urbanization, it is also true that in some countries and regions, this growth has been much higher. It is estimated that about 60% of the population will be urban by 2030 and will reach 70% ten years later.

The unlimited development of cities has proven useless from the perspective of social justice and perverse to the environment. The first obstacle to tackle, in the Spanish case, is the framework of urban policy. It dates back to 1956 (during the Francisco Franco dictatorship) when the first “Land Law” was approved; this was based on the growth of the city and also considered, implicitly, that the resources needed for the maintenance of urban life were infinite. The following legislation, even in democracy, has followed a continuity ideological line based on the continuous growth. The consequence is that our regulatory framework does not have enough tools for regenerate or renew the consolidated city.

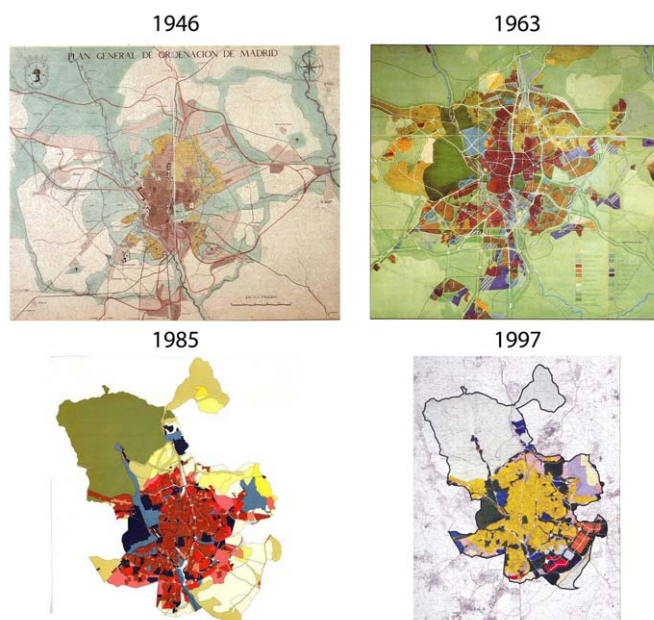


Fig 3. Madrid town planning evolution. Source: Madrid council ([www.madrid.es](http://www.madrid.es))



As we can see in the images above, the planning of the city of Madrid, through half century, has been aimed to structure and design the developable land, leaving aside the management of the consolidate city. It is an example of a city model in which puts ahead the urban growth, forgetting the regeneration of the built environment of the cities.

We can illustrate this circumstance with some data. In 2008, there were 3.36 rehabilitated dwellings for each 1000 inhabitants. That same year, the same standard for newly built homes was 13.6 (MINISTERIO DE VIVIENDA, 2010). According to 2001 Census data, in Spain existed 4 million homes with accessibility problems (buildings with four or more floors without lift), and 2.1 million homes whose conservation status is bad, poor or dilapidated, which represented 19% and 10% of the housing stock, respectively. Furthermore, most of the housing stock is concentrated in underserved urban areas built between 1941 and 1980 (MINISTERIO DE FOMENTO, 2013). In 2011 homes in state of subdeficiency, failure or poor conditions were 1.9 million homes, more or less 7% of the housing stock.

### ***Social needs vs urban satisfiers***

**145**

Cities understood as systems must be set up as physical support that guarantees real access of all citizens to tangible and intangible assets (jobs, human capital, education, housing, neighborhood and domestic relationships, social capital). This requires addressing the city configuration and proposing appropriate urban policies to deal with social, economic and environmental crisis, which will affect more intensely the most vulnerable areas. Urban imbalances and linkages between urban and social vulnerability are visible in these areas. Risk to downward mobility can be increased by the lack of access to the city and to urban assets that can ensure the right to the city on equal terms. These urban assets can be mobilized and managed by individuals, households and communities to decrease their vulnerability, especially in times of need. Therefore they are an opportunity to meet the challenge of acquiring a full right to the city.

Therefore, as set out in “The right to the city” (HARVEY, 2008)

“The democratization of that right, and the construction of a broad social movement to enforce its will is imperative if the dispossessed are to take back the control which they have for so long been denied, and if they are to institute new modes of urbanization” (2008: p.14,15)

Spanish cities changed considerably with democracy from the late seventies and, more particularly, during the following decade. These years settled the regional and administrative foundations for the restructuration and transformation of the major Spanish cities.

In the origin of these urban transformations we find (in the most neglected areas of the city) grassroots movements reclaiming their right to



the city (fig 2), their right to neighborhoods and to be involved in decision-making. With those demonstrations they were able to consolidate minimum standards of quality of life in neighborhoods, achieving a basic public services network to cover the whole city. Nevertheless, there has been an absence of policies aimed at effectively integrate these areas as functional parts of the city. On the other hand, as a result of speculative processes in the real estate market in the former years has triggered, not only urban growth and localized speculation (accumulation), but also abandonment of many of the areas that improved their situation in the eighties (dispossession).



Fig 4. Neighborhood demonstrations during the 70's and 80's in Spanish cities Sources: [www.vallecastodocultura.org](http://www.vallecastodocultura.org), [www.revivelatrininova.tk](http://www.revivelatrininova.tk), [www.contraindicaciones.net](http://www.contraindicaciones.net).

These circumstances have increased urban inequality in Spain; this has meant first the growth of urban vulnerability in the major cities (HERNÁNDEZ AJA, GARCÍA, MATESANZ & MORENO, 2010), and second the appearance of new areas potentially vulnerable in the future.

### ***The existing urban structure as an opportunity to ensure the right to the city***

From the urban point of view and considering the increasing imbalances in the city, it is necessary to identify those aspects (assets) that can reduce the social, economical, environmental or urban vulnerability, rather than identifying its causes. These assets are means of resistance against adverse events such as the current crisis.

If we focus on the case of the municipality of Madrid, we can identify that the most vulnerable areas are those born as periphery, outside the city, and which now are part of its urban structure.

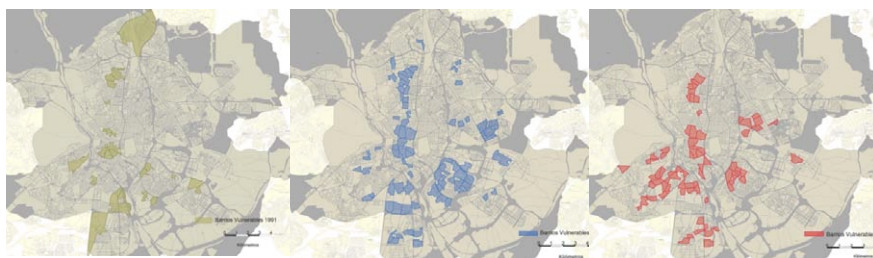


Fig.5. Socio-spatial distribution of urban vulnerability. Source: Urban analysis of Vulnerable Neighbourhoods of Spain, 2010. (<http://habitat.aq.upm.es/bbvv> and <http://www.fomento.gob.es/>)





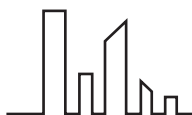
These areas were fully incorporated into the municipality of Madrid, improving contextual situation during the eighties but maintaining many of the physical and social barriers that conditioned their origin. These pieces are characterized mostly by having a primarily residential use, free blocks, with large open spaces and facilities, public owned land used in addition to local businesses (now obsolete).

The existing urban structure, defined as hardware, is presented as an opportunity, as a system to rethink and re-qualify, so as to achieve the necessary integration and connectivity of different elements and areas within it. Between these areas highlight some neighborhoods that have empty spaces or buildings where is possible to introduce diversity of uses and complexity. It could lead to new centralities that would allow us to define them in terms of opportunity for regeneration and full consolidation of the urban structure.

Starting from this opportunity we understand that for these neighborhoods consolidate their right to the city, it is essential to develop tools for urban integration and institutional expression, of the multidimensional approach to urban vulnerability.

It is important to understand the urban integration as the balance between concrete elements such as amenities and equipments, mobility, infrastructure and services within the urban structure. Just as important is to rethink the city model, also from the perspective of the urban structure (understood in a complex way, as it was mentioned previously), based on the redistribution in terms of urban centrality and ensuring variety and complexity of the tissues, as well as the conservation of built heritage and identity in each neighborhood. The concept of urban integration could be structured in four basic areas:

- Physical integration, spatial and land use. Remove physical barriers, create balanced sustainable network of infrastructures and facilities and achieve the balance between different land uses (residential and economic activities, cultural, entertainment, etc) with a principal objective, to reach a city for citizens (AJA, ALGUACIL, MEDINA, MORENO, 1997)
- Social and economic integration. Avoid segregation and tackle the territorial dimension of inequality, integrating social strategies and economic strategies, taking into account socio-economical issues as the structure and characteristic of the labour market
- Integrating environmental and spatial wellness. Incorporate green infrastructure networks and open spaces as a structural element, adapting their design to ensure the welfare, universal accesibility and health of citizens.



- Restructuration of real property: get variety of building types and rehabilitate the public and private building inventory (residential, industrial, cultural, etc.) to adapt them to current quality standards, and adapting them to the needs of citizens.

Responding to how the urban integration should redirect the present of the city, the answer is clear. All orientations for the action must have the institutional support (in all levels and areas), as the European Commission, for Communities, propose that:

“ the specific urban definitions and solutions, must arise necessarily from the local analysis and from develop specific strategies in each institutional context of each state. The participation, the democratic responsibility and the local capacity, are necessary conditions for an effective subsidiarity. (COM EU 1998)

The development of an integrated approach to urban management is considered essential to solve complex and interrelated problems that arise, and to exploit the urban potential.

“Urbanized society is a society of flows, rather than locations where monofunctional and increasingly specialized spaces break the continuity of the territory and where individuals will be extremely difficult to anchor an identity linked to an increasingly fragmented territory. The city will lose its character of place and integrating function”(ALGUACIL 2006)

### ***The neighborhoods as an opportunity for the integrated urban regeneration***

Based on the above general considerations for urban structure, we focus on neighborhoods and local elements, noting that in addition to being places where you clearly reflect the effects of the crisis are the main element of chance as urban unit, economic and social of resistance. Aware that changes and improvements at the city level will not be possible without rethinking the urban structure and the city as a whole, we can not forget that major initiatives are taking interest locally.

The attention to existing neighborhoods and their possibilities as elements of change has long started to rise from various local, state, and European administrations through the Integrated Urban Regeneration framework. This is understood as a tool that includes several aspects of rehabilitation (social, economic, environmental and urban aspects), as well as all the agents. In the Spanish case, this has begun to be reflected in some regional initiatives in legislation (such as the Llei 2/2004 of Barris of Catalonia), in local plans (such as the Poligono Sur of Sevilla or the Northern Areas of Alicante), and in state initiatives, as the new State Housing and Rehabilitation Plan.





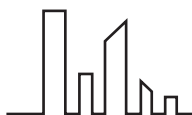
On the other hand, in parallel to these plans managed by the administration, different citizen initiatives have appeared which, taking advantage of the opportunity that some sites or disused building raise, propose their use and provide the basis for more complex organizational proposals. The number of citizen projects has increased after the deepening crisis and the emergence of the 15M movement, being the Madrid's case exemplary in this regard. In the city centre, small and large lots in which neighborhoods perform various activities ranging from urban gardens, summer theatre, organization of lectures and activities, such as “Esto es una plaza”(fig 07) or “El campo de la Cebada”, can be found as well as projects in the periphery area as “San Cristobal Autobarríos”.



Fig.6. “Esta es una plaza” community garden, Madrid. Before and after community intervention. Source: <http://estaesunaplaza.blogspot.com.es/>

In this moment, given the social and economic conditions, it seems that the time when Urban regeneration, based on the participation of all stakeholders and especially the citizens' initiative, will allow to restore and enhance the element of chance that involve neighborhoods.

Continuing with the example used for the urban structure, after renewal operation in the eighties in the neighborhoods built from 40s to 70s, Madrid local initiatives focused on the historic center renewal. They were primarily intended to resolve the urgent problem of housing in bad condition or poor quality. This initial urgency, coupled with the concern of heritage preservation and tourism potential, led to concentrate public investment in these areas of the cities, appealing to the housing market. So in Madrid, the ARI program (Áreas de Rehabilitación Integral. Program included at State Housing Plan that suppose one of the most important state programs for housing renewal), concentrated the 70% of the operation financed in the period 1992-2001 in these areas. Later, these programs which funded exclusively physical operations (almost exclusively in residential buildings) began to include certain areas of the suburbs. However, with the advent of the crisis, some doubts have raised about the continuity of the program in these areas.



However, in this moment when in many Spanish cities, such as Madrid, the effects of the crisis are getting visible in form of public programs and services withdrawal and abandonment of some areas, citizen groups linked to specific neighborhoods and spaces are launching various local projects. These are ranging from vacant lots recovery, self-management of social centers or organizing alternative economic network that can help to drive change processes.

## ***Conclusions. Proposals for the present city.***

Urban model. The economic crisis has highlighted the exhaustion of the current urban model, based on the expansion and ignoring physical, economic and social problems of the consolidated city. The future of cities will necessarily pass for the conservation and improvement of the existing fabric, incorporating a comprehensive vision of urban processes. Therefore, and to seek a solution in this regard, we propose a series of measures to carry out:

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150

- Think about potential, rather than in trouble. Any area, despite its difficulties, has its own structure (social, economic, environmental or urban) with their own strengths, so could be integrated into the overall structure

Urban planning and management. The solution goes through a change of vision and model of land management, without this being an increase of budget. It is necessary to redefine the priorities in urban policies and the tools to use.

- This change of model, must go through changing the planning system in Spain with the aim of developing tools to achieve balance between country and city, new tools for the protection and enhancement of rural land and to allow improving the consolidated city

- As has been explained, this change of model, involves moving away from the vision of the city as static and unitary, to understand it as a set of parts, integrated in a constantly changing system, so that the tools must be regulated but also be flexible.

- Social function of property is on the basis of the thought of an urban model which guarantees the right to housing, to the city and to the field. By contrast, a model away from citizens, as is the present, has its origin in the protection of private property in its maximum expression.

Citizen participation. The change of vision and model, involves the re-definition of the role to be fulfilled by all agents in the management of the territory.

- High citizen participation in land management as part of the decision-making, starting from the analysis and diagnosis of problems and opportunities, and until the execution of the plans or programs.



- Social responsibility within the actions and proposals of private agents, so the priority will be not only economic returns not related to the social objective of each of the actions undertaken in the city.

Based on the change of vision and urban model and incorporating citizens in the re-building of the city and its right to it, the solution lies in an integrated approach (Fig 7). We must understand the city as a system that articulates the relationship between the different areas, setting out and articulating, from this double scale, a global view, but serving local. It is necessary develop plans and programs involving all stakeholders (neighbors, political, technical, third sector, business ...) and which take account, and act, depending on the needs of the different areas (planning, construction, aspects social, economic and environmental aspects).<sup>1</sup>

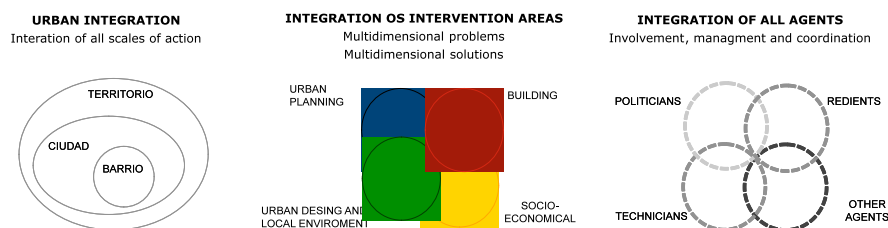


Fig.7. Conceptual scheme for ensure the right to city trough the urban regeneration

<sup>1</sup> Thus, the report “State of the World’s Cities 2012/2013. Prosperity of cities” remarked that in 2010 the urban population exceeded the rural population and that this situation was not going to be reversed.



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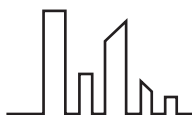
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***Urban Voids.***  
***Spaces of great expectation***

Francisco Berruete.





## ***What are urban voids?***

The urban voids have undergone multiple conceptual considerations. Especially suggestive is the acceptance de Sola Morales. "They are the edges lacking effective incorporation, the inner islands empty of activity, and the forgotten debris that remain out of the urban dynamics" SOLA-MORALES (2002: p.187).

Might understood that urban voids are areas that are neither city nor nature, also like areas that for whatever reason have been waiting for to be developed, or maybe not. Urban voids could be temporary areas tied to the periphery of the city or left over areas, the consequences of natural boundaries (for example rivers, marshes, mountains, woods, etc..) and also; artificial boundaries such as infrastructures (bridges, motorways, malls, industrial areas).

First of all we will explore the different reasons for their existence.

In the past each time the city expanded, the urban voids on the outside were absorbed by the city itself while other urban voids would appear on the new periphery, as if jumping over to the new location.

**159**

Needless to say the conditions of the traditional city have changed drastically. The idea of the compact city cannot serve as a model for the 21st century, due to two factors, first to the way we think of about living and secondly, to profound socio-cultural changes.

Consequently, the characteristics of urban voids have also changed encouraged by the zoning of uses, the increasing scale of the new urban demands and the variation of the development of the structure of the cities. Traditionally, cities have grown conditioned by several factors such as physical conditions (topography, water courses, quality of lands, vegetation), but also economical conditions (land prices) and finally, radial axes linked to communication. This later growth does not necessarily



generate a compact city. Since the eighties, the widespread access to private vehicles, the high-speed roads complexity, the shopping centres decentralization and the land developments disconnected from the city have caused an “explosion of the city “.

According to Sola-Morales, speaking about the terrain vague: “They are places apparently forgotten where seems to dominate the past over the present memory, they are obsolete places in which only certain residual values seem to retain in spite of their complete detachment from the city activity”.

From an economic point of view we can say that industrial areas, train stations, harbors, unsafe residential areas, contaminated places, have become in no city areas.

Probably these new urban voids are not to be absorbed by the city, due to two reasons, firstly its great dimension and other the new urban dynamics.

## ***How to recognize an urban void?***

New reasons, new urban voids.

The city has changed in its way of growing. From a biological point of view, it seems that the changes of the city in the last decades are not related to the evolution in its Darwin mutations, nor to a quantity jump on a linear period.

These changes would be related to external conditions that modify the growing process of the city.



The rules have changed. We don't know any longer where the city is going to expand. There are many uncontrollable conditions that affect the expansion of the city.

The compact city.

The concept of density is based on quantity, figure data and secondly on a compact shape.

Since the beginning of the 20th century new shapes have emerged in the European cities. These shapes have in turn produced new chances in ways of expansion as well as in the elements of the city

What do we notice when we analyze a city? We can observe construction and deconstruction processes which we recognize as contemporary phenomena.

Discontinuity and autonomy are parameters that appear and repeat themselves habitually in the new urban developments.

These construction and deconstruction processes have happened in many countries simultaneously because they follow a global model, even though they take different regional characteristics adapting to the local conditions.

**161**

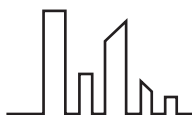
Social and economical changes have occurred influencing local cultures. Society has gone from a scale economy, a Ford concept and Keynesian theories to the fragmentation of processes and automation. The production economy has become a consumption economy leading us to attend new demands which in turn require new spaces.

To illustrate this research, we have chosen the city of Saragossa between 1975 and 2010, as a prototype.

Why Saragossa, Spain?

First of all, we would observe a city, analyze its urban phenomena and study its evolution.

The reading process of the territory allows us to discover how the city has grown.



Consequently, Saragossa is a good example for analyzing the evolution of urban structures because it introduces three distinct conditions, which are the following:

- 1.- Important expansion in the last decades.
- 2.- Between half and one million inhabitants.
- 3.- South European region.

Furthermore, Saragossa appears to be the prototype to observe such changes in a compact city. The study of urban voids is significant and revealing way of measuring the growth structure of the city.

Analysis of the contemporary city:

- 1.- Can we solve the continuity of the city today with the traditional paradigms?
- 2.- Would a possible model of new “compact cities” exist?
- 3.- Would a typological classification of the urban voids exist?
- 4.- Which urban phenomena will be the ones to define the next compact process?
- 5.- Would an intervention within the urban void help us restructure the city?

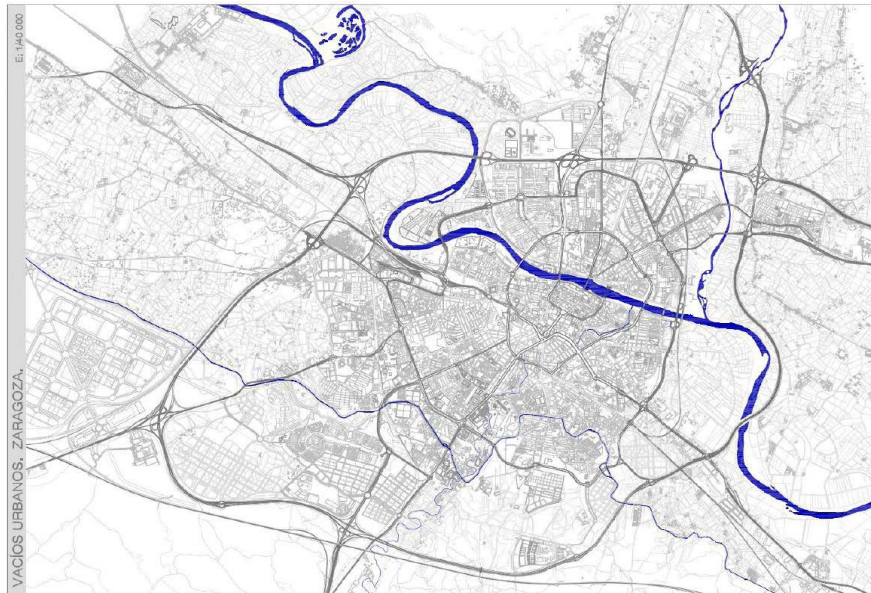
Work hypothesis:

The current way of the city development makes the known model a fact to review. The three possible causes that exist are:

- 1.- Economical background of the city development.
- 2.- Influences of two different urban agents which are:
  - a. Public Administrations.
  - b. Free lance professionals
- 3.- Socio cultural changes.

The research objective is to study the urban void as an area waiting to be urbanized. According to the following procedure:

- 1.- Exploration.
- 2.-Area proposal.
- 3.-Findings.



## ***The different types and their classification.***

**163**

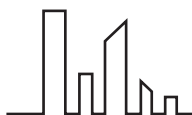
The scale is handled generally corresponds to large areas of the periphery of cities, particularly in Zaragoza are spaces between the third and fourth urban belt.

Each urban void is analyzed as a place with its own history, the reasons for its occurrence, diagnosis and the potential for future use. In the accompanying planes we observe the study areas located in the city of Zaragoza and its different types, within each area.

Different types and classifications:

- 1.- Interiors: Within this category are recognized urban voids situated in already built cities, free areas and plots. These can be easily recognized in high density city housing areas.

Only urban voids offering opportunities of possible transformation of the environment will be selected.



2.- Interstitial: Its shape is generally linear or elongated. It is classified into two types:

- Close to natural elements such as rivers, or urban protected areas.
- Close to infrastructures such as motorways or rail ways.

In the urban plan they should be called “specific or particular urban areas” or “general urban systems” respectively. The surface is variable and the ways of developing these areas limited.

3.- “Caught between” type: This type corresponds to the areas that appear in between the compact city and the new urban developments.

This “caught in between” type occurred during the seventies and eighties.

Its surface can have important dimensions.

The reason for its existence may come from developments without connections that were not given opportunities by the urban plan.

These caught in between areas have difficulties in finding their own purpose when in fact they could offer great opportunities to sew the city together.

4.- Limits: We find in this category city areas where the growth of the periphery has encountered its limit according to two different types:

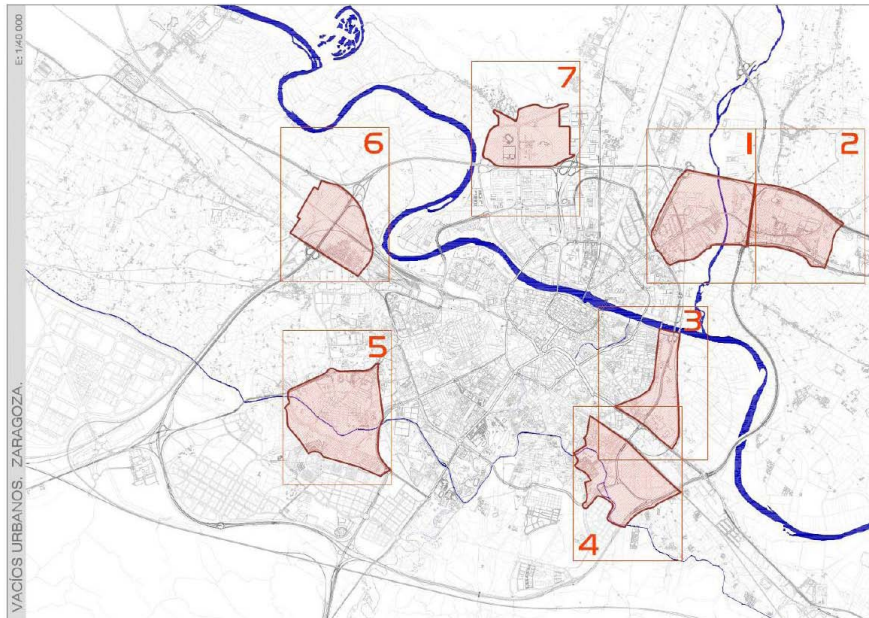
- Natural, such as rivers, mountains, forests...
- Man made, such as infrastructures.

The city response could vary, but its solutions help to today’s urban consolidations.

5.- “Naturals”: They are located around metropolitan areas.

Their importance resides in the fact that not only does their cover large superficies but also, they emerge at strategic points in the city development processes.





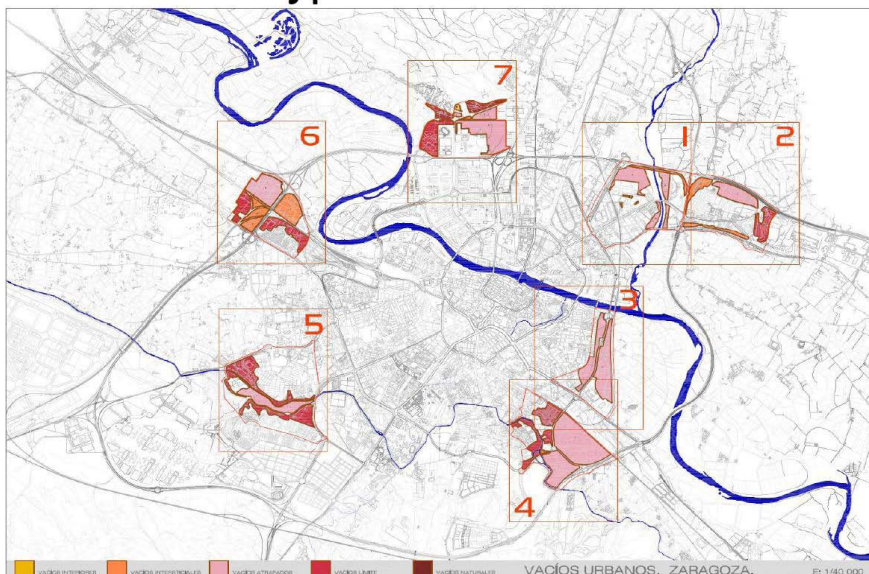
There are important urban facts that occur in these areas.

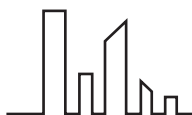
- 1.- Relation between nature-city.
- 2.- Influence of nature in the evolution of the structure of the city.
- 3.- Centre polarizing new developments.
- 4.- Segmentation produced by infrastructures and communication ways.

165

These contemporary areas are produced by the “zoning” of large urban areas.

## The different types and their classification





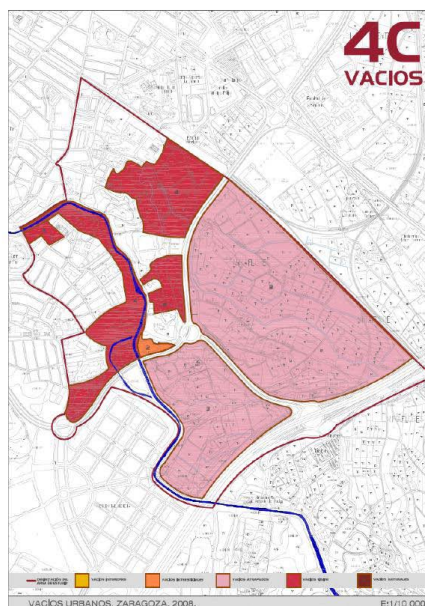
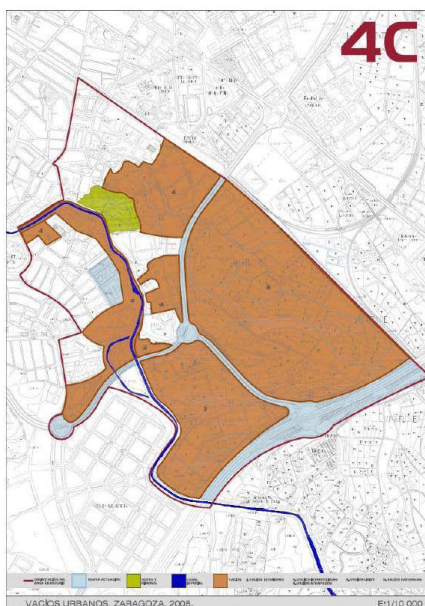
## ***Past, present and future.***

Due to the economical and social evolution, new urban developments have emerged to meet the needs of the growing quality of life, against the traditional compact city.

There are many new areas of the city that are reorganizing themselves in a non continuous way because of emerging habits and social demands.

Comparing the past traditional compact city with today's contemporary city, as we said earlier, we observe that changes happen not only on a formal level but also, on social demands and urban habits. Since the CIAM a new concept appears: the segmentation of the urban areas with different uses.

This separation with its lack of continuity has generated voids of hitherto unknown dimension, exceeding even the increase caused by the urban own initiatives. The hope to "fill" these voids now seems improbable even judged undesirable. Today we should rather think of them as spaces with their own history, places of no city, with their memory and thus giving us a new shape to the city. The way the city is developing is becoming less tied to physical factors. "New towns" are being born that meet their own uses and needs, autonomous from the core city, based on concepts such as connectivity, synergies or nonphysical realities.





## **Conclusions.**

The urban void could be real areas of intervention, not only on a morphological level, but also on a social-spatial organization.

In the current economic situation, proposals on these spaces, treated as an urban rehabilitation, can be a good opportunity for regeneration and restructuring of large areas of the city.

Urban voids can be seen as absences, but also as promises, encounters and spaces of great expectations.



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***Planning as interface, The  
Strategic Concept of  
Bucharest***

Mihai Alexandru.







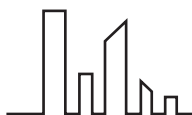
## ***Introduction.***

Urban planning in Bucharest in the last seven decades can be broken-down into two major periods: five decades of totalitarian regime in which planning was exclusively publicly run and funded and the following two decades that were under the auspices of the private sector. Nevertheless, the recent five years marked by the financial crisis are also opening new planning perspectives.

Following the over-turn of Communist Regime in '89 the city of Bucharest experienced 20 years of dramatic change, such as massive sprawl development and running down of existing areas inside the city. Furthermore, as mobility increased and people's reasons to get around diversified, the city center could no longer satisfy an augmenting overall demand for services, retail, and workplaces and thus became an "undesired" place.

Parallel to this process the involvement of the municipality was almost inexistent, discouraged by the absence of a guiding strategic framework, so the private sector became a key player in development as well as in planning. Consequently, social and economic inequalities rose and new "profitable" interventions turned old historical fabrics in conflicting areas. In present, due to the financial crisis, neither the public nor the private sectors can sustain the development of the city and this apparently decreased dynamic in investment sets the premises for the creation of the Strategic Concept for Bucharest 2035 (CSB2035) that comes as a response to the need of having a guiding vision for Bucharest. Although it is meant to be a strategy in its complete form, it is before everything aiming at three major points:

- A regeneration of the valuable areas that instate Bucharest with its current identity
- A recuperation of the places that were left behind by the recent development so as to a system of centralities is reinforced.
- Creating a basis of dialogue for the different involved actors and stake-holders so as to the further development is done on a democratic basis.



## ***Development.***

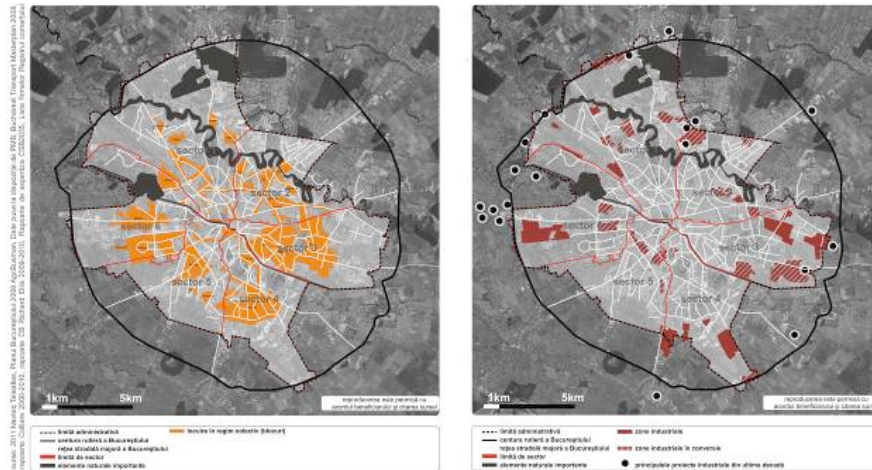
For a better understanding of the present situation a short overview of the premises and traits of previous major periods is necessary

### ***Convergence of planning and ideology in the communist period***

The situation of Bucharest in 2011 cannot be judged separated of its historical context: having been severely transformed by centralized authoritarian interventions for several decades before 1989, it witnessed a dramatic turn right afterwards. In the communist period, through a massive and exclusive public funding construction process, intensive building projects focusing on radically changing the image of the pre-existing city took place all over Bucharest, in order to ensure the representation of the political and ideological order.

Today these projects have become very strong constitutive elements of the city: a collective dwelling area belt around the city center, followed by a belt of industrial areas as well as large projects for public representation, namely the People's House (for which 450 ha of land was cleared out in the historical area). In the meantime all these interventions were thought in an interdependent manner, so for example the dwelling areas were very well connected to the working places by good public transport infrastructure. Also, this ideal of strong and predetermined vision comes with an obsession with the idea of containment, of over-regulation of both social life and of physical aspects of the city which was the driving force behind the communist ideology.

Let alone the constructive impulse of this period, three aspects have to be emphasized as everything has to succumb to a new order and so several consequences arise: almost everything that pre-exists these interventions is either ignored, or in some unfortunate cases destroyed; a progressive erosion of urban public space occurs and city life and public manifestation is reduced to acclaiming the political order, and thirdly, the individual initiative is almost completely oppressed so no private initiative acts in a disobeying manner.



(image1 source: [www.csb2035.ro](http://www.csb2035.ro))

The two belts (collective dwellings and industry) added during the communist period

### *The post-communist period: disjunctive planning and laissez faire*

The fall of the Communist regime in 1989 represents both a symbolic and a physical liberation from this containment. This is why it coincides with an explosion, a fast outburst that makes all the layers of the urban existence expand in the periphery. Taking advantage of a disoriented State the openness towards the market logic leads to a strong emergence of the private sector which is apparent both in real estate sector as well as in other layers of the city's economy.

Up until 2008, following different phases of development, the city is confronted with a process of de-containment by progressively conceding its substance. Its outside borders disappear, ceding place for successive residential areas: „the Megalopolis of today and tomorrow seems only to extend the metropolises beyond their limits, to add a new belt of residential suburbs and thus to aggravate fatigues, uncertainties and insecurity” (Lyotard 1993).

The second phase of this expansion, although similar to the first in its character, is pertained by a reorientation in two directions: the inner void left between the older city and the further outskirts witnesses the accumulation of capital that is dramatically reshaping a former natural landscape and, secondly, small, fragmented and over- densified interventions alter the historical, old, fabric of the city through contrasting insertions.



We must at this point emphasize an important aspect: the urban development following the change of political power in 1989 is done, almost entirely, with very little public control but most of all without a centralized vision, only through incremental add-ons. Private initiative triggers a very dynamic development, sustained by the openness to the global market. Headquarters and the subsidiaries of multi-national companies and large retail surfaces are artificially replicating the idea of center as every new investment is the promise of a focal point. The newly invested void areas are also occupied by large residential areas in a continuous fringe of urbanization especially in the northern part that goes as much as 40km away from the city center. The city acquires two different perspectives: a territorial city that gradually dissipates from the center towards the margins and immerses in its environment, defining an urban continuum that follows the main regional thoroughfares; on the other hand, a fragmented structure as this territorial structure integrates former outside areas in its confinement: patchwork city, territorial city (Gausa 2005). Following the city's historical radio-concentric development it can be argued that the new territorial structure is just a natural



continuation, although meanwhile the radial development occurs almost naturally the concentric development comes just as a way of artificially maintaining a geometric vision of the city.

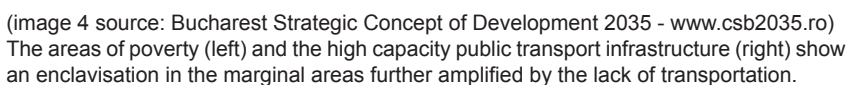
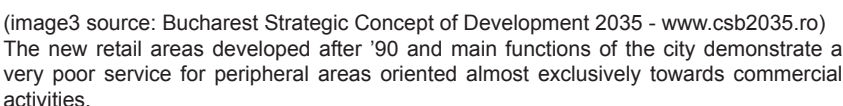
So, in the two decades following the overturn of political regime in '89 the value added to city life was in its majority related exclusively to people's revenues and to a change in lifestyle whilst a progressive consumption of urban space and inefficient conversions of large industrial areas were apparent.

„The general lesson taught us by the world is that relative deprivation alone may not abort the take-off of development. But when it is combined with adverse market trends in historical moments of great vulnerability, it is almost certain to do so.” (Janos 2000, p. 410)

#### ***Similarities and learned lessons?***

The two decades following the revolution of '89 were also characterized by a development impulse that in some aspects was similar to the previous one; both periods responded solely to their dictating factors and tendencies; so first point would be a sort of tunnelled-vision thinking that creates collateral problems. Secondly, an almost complete ignorance of city's historical fabric which led to its constant destruction or alteration. A third problem is the time span envisaged which was either too long-term oriented and rigid or too short-term oriented; in short a lack of realism. Last but not least, the actorship was limited to those involved in decision-making thus excluding other important layers of the overall population such as civil society representatives or disadvantaged layers.





Before and after the fall of the communist regime in '89, Bucharest saw a very dynamic development, unequally reflected in its territory of influence with negative consequences. But, in both periods these consequences were also amplified by binomial of too much or too few:

- control: proper strategic and operational documents
- orientation: planning mechanisms and no adequate institutions
- coordination: coherent financing
- monitoring: system of benchmarking or indicators to evaluate the development



The immediate effect of this complex of factors is visible in the present city under the following aspects:

- a continuous territorial expansion that generates an exhaustion of the surrounding areas through sprawl and tentacle development that goes as far as 40 km away from the city-center
- an increased vulnerability of the natural environment doubled by an aggravation of climatic behavior
- the functionality of the city as a whole is severely altered as new parasite areas induce a dramatic increase of mobility demanding infrastructural support at high costs. An increase of social segregation and territorial imbalances mainly between the North and the South are also strong issues to deal with

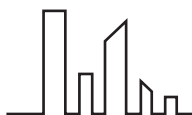
### ***The economic crisis – a possible opportunity?***

The area of influence of the city is characterized by a process of economic and demographic decline with ample imbalances between North - North East and South whilst the Capital is putting pressure on this territory, absorbing socio-economic resources and compromising natural resources. Initially, the economic structure of Bucharest is strongly affected by a deindustrialization process followed by an interval of economic growth based on consumption, associated services as well as speculative real estate. Their effect is detrimental, and amplified in the economic crisis period, with regard to high performance and creative services. The low competitiveness of Bucharest does not value a qualified workforce and is affected by the lack for longer term economic policies, programs or projects regarding the development of technological or research facilities. A further consequence is the attractiveness for investors and visitors as well as the role of capital which are reduced due to a poor infrastructure for accessibility. Even if more developed than at the national level, the overall competitiveness is clearly insufficient at a regional level, not to speak of the global one.

In 2011, Bucharest is "the result of an incoherent and unequal process of development, lacking a clear long-term vision, unsupported by territorial cooperation, unsustainable and generating multiple social imbalances, development that took inadequate advantage of its resources by ignoring its local distinctive competences. The city is perceived by its inhabitants as not having fulfilled its role as a catalyst of the Romanian economy in the last ten years whilst offering a poor quality of life and attractiveness" (CCPEC 2012).

Nevertheless, an appreciation of the workforce development can be noticed, doubled by a more recent estimation, made by CNP<sup>1</sup>, in 2011, that the rate of occupancy of the 20-64 age sector will be as much as

<sup>1</sup> Comisia Națională de Prognoză (CNP), Proiecția principalilor indicatori economici în profil teritorial până în 2014, martie 2011.



75% up until 2020. For what concerns the service sector, that counted 68,2% of the workforce, the same source indicates a recovery after the 2009 threshold in the four following years. While the GDP of the București-Ilfov<sup>2</sup> region grew exponentially till 2008, in 2009-2010 slowly decreased but it is expected to grow with a 5% annual rate.

The R&D<sup>3</sup> sector instates the same region as being one of the regions that concentrate more than 39% percent of the top expenditures in R&D although below the European average<sup>4</sup> and in slow decrease in the last two years.

We must point out the fact that the economic crisis is very deep, reflected in social and economic life of the citizens. Our interest in this subject, however strange may seem, is with regard to three elements: the economic crisis allows for a deeper reflection on Bucharest's territory as its influence allows a diminution of pressure elements that drove development in the recent years; secondly, its threat and its consequences are motivating a softer approach with better regard to durable elements; the relative uncertainty both in public and private sectors create the opportunity of changing the perspective on the city.

### ***The time for reconsideration***

So, the Strategic Concept of Bucharest 2035 (CSB2035) comes in a time when Bucharest is disputed by three different attitudes: an international aspiration that slowly replaces its local values, a political aspiration towards an affirmation of power that provokes social and structural imbalance, and a more and more fragmented structure disintegrating communities and urban life. The present city exposes the co-presence of its past elements - the old, the modern, the socialist, the new city - but in the meantime, no collective aim seems to arise, no communication between disparate elements: the initial purpose of every city as a gathering place for exchange and communication is ceding place to expansion and to loss of cohesion.

Bucharest's situation seems to be best characterized by the words of Friedmann (1987) the growth of turbulences<sup>5</sup> : multiple processes with fast speeds and hardly quantifiable consequences. Nevertheless, strategies don't lose their relevance, only the accent is shifting from certitudes towards:

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2 4The region consisting of Bucharest and the Ilfov Department surrounding it

3 Research and development

4 Proiect PNCDI, 2008-2011, Analiza corelației dintre cheltuielile de cercetare-dezvoltare și performanța economică a principalelor companii din România, consorțiu CERME, IEM, INS și ASE.

5 Informally called The Bucharest Delta or The Delta between the Blocks of Flats





- (1) understanding the context and its evolution
- (2) coherence of the given answer through coordinated actions and different temporal horizons and
- (3) flexibility of short term interventions and institutional adaptation

The opportunity for this reconsideration is mainly triggered on one hand by necessity and on the other hand by possibility: if in the last seven decades the urban development of Bucharest was either too controlled and oriented by a centralized vision, or abandoned in the face of external and disjunctive forces, the beginning of the economic crisis is also an occasion that allows planners to think of the city in a more proactive manner, thus making planning a new possible instrument to deal with the crisis.

The idea behind CSB is first of all to put things in a certain order so as to privilege the quality of life and to give the public sector a powerful, but not exclusive, tool so future initiatives or interventions are not ad-hoc, but subsumed to a larger vision. It is about a different look, at a different scale.

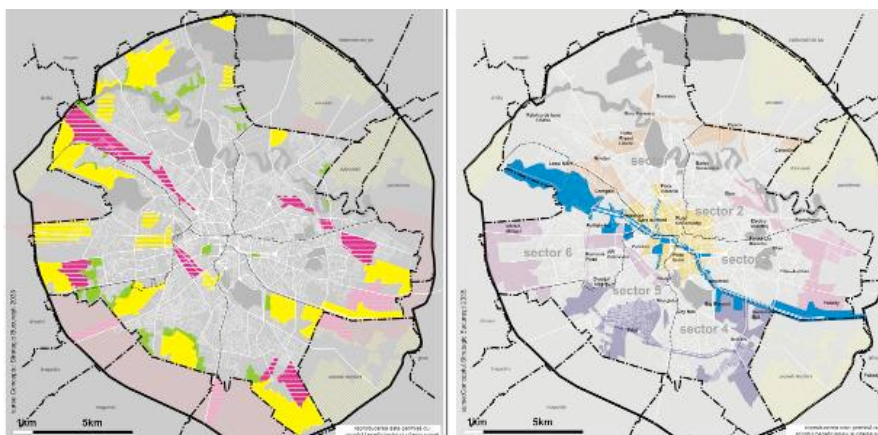
This is why several main elements are crucial to its construct, each one of them co(responding) to a specific larger problem:

The valuable areas: as a response to their progressive erosion and decline of the past years the valuable areas such as the city-center, the lakes or the Dâmbovița River regain a central role in the future structure of the city.

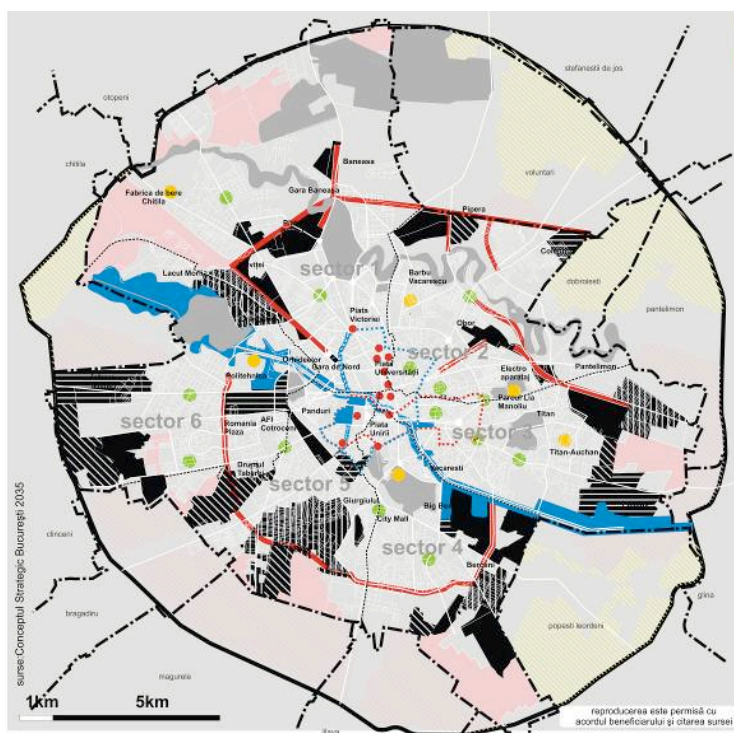
The city-center is currently almost hollowed-out of any activity except bars and terraces so there is a great problem regarding mono-functionality. Even if it was refurbished between 2007-2008 it rarely addresses the inhabitants of the city and its precarious functional specialization indicates a short-term success of this operation.

As a response CSB2035 is proposing an integrated policy especially designed for the city-center and strongly related to public transport, the creation of some pedestrian areas, an extension so as to comprise some isolated functions such as the Opera, but above all a functional enrichment.

The Dâmbovița River is, if not a structural element of the city, an element that is full of potentialities: alongside its path there are several public buildings, large empty plots, an almost Delta like area and also a very pregnant ledgy that confers Bucharest one of its few topographical elements. As a response, CSB2035 proposes its path with the associated harvestable vicinal areas as a backbone of development, thus shifting the view towards public space and quality of life.



(image 5 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
The large empty areas (left) with different degrees of intervention and Dâmbovița River as a backbone (right) show the potential for intervention through the valorization of un-built space.



(image 6 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
The different degrees of intervention regarding the valorization of un-built space. (acupuncture, regeneration, recuperation, reconfiguration, restructuring interventions)

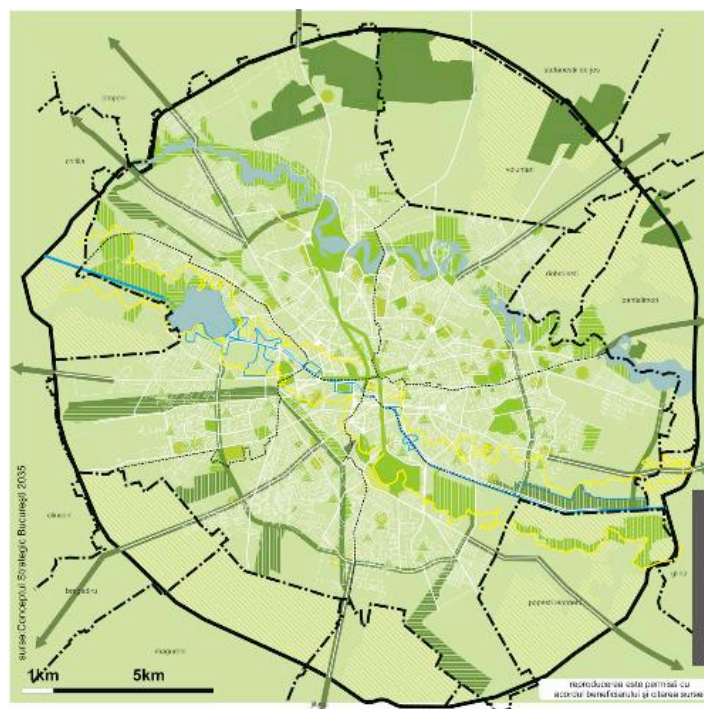


Void areas and areas in decline: as a response to their progressive conversion into smaller plots for services or retail CBS2035 is proposing them as focal points. Most of the void areas are usually generated either by large demolitions during the communist period, that later on were not rebuilt entirely, or by different types of functions that occupied large territories but due to poor rentability issues they had to be closed down or be moved elsewhere. Nevertheless, there are several large empty areas that are not far from the city-center or in key<sup>1</sup> locations of the city and that are seen as future vectors of cohesive development.

Regarding the industrial sites in decline, for a large part of them the period between 2000-2008 has had a dramatic impact leading to the complete disintegration or partial replacement with office buildings. For some of them that are still functional or may require massive financial interventions CSB's response is either classifying them as a future strategic resource or, for those that have a better connection to the city, as places that can lead to a synergic effect if developed with other neighboring elements. The suggested functions are R&D or creative industries that can take advantage of the qualified workforce of the city. The economic ranking of Bucharest at a National level, its population consisting of young highly educated population and an overall GDP better than the National level based on a strong emergence of a creative sector make creative industries a top priority for the regeneration of declined areas. A network, not isolated elements:

Long-time ignored and reduced through planning measures, the green areas and the public spaces of Bucharest are essential for a capital that has one of the highest percentages of soil coverage in Europe (EEA 2012). As available space still exists it is very important to try to introduce it into a channeled logic in which isolated elements can act together to tackle the climate or pollution problems. Existing elements as well as new green areas are contributing to the creation of some green corridors that ensure a better connectivity with the surroundings. People's recent growing appetite for open public spaces and for urban space constitutes a strong premise for valuing these areas.

<sup>1</sup> Key here is not referring to places that already play an important role but to places that by their development can trigger a chain of benefits for large areas

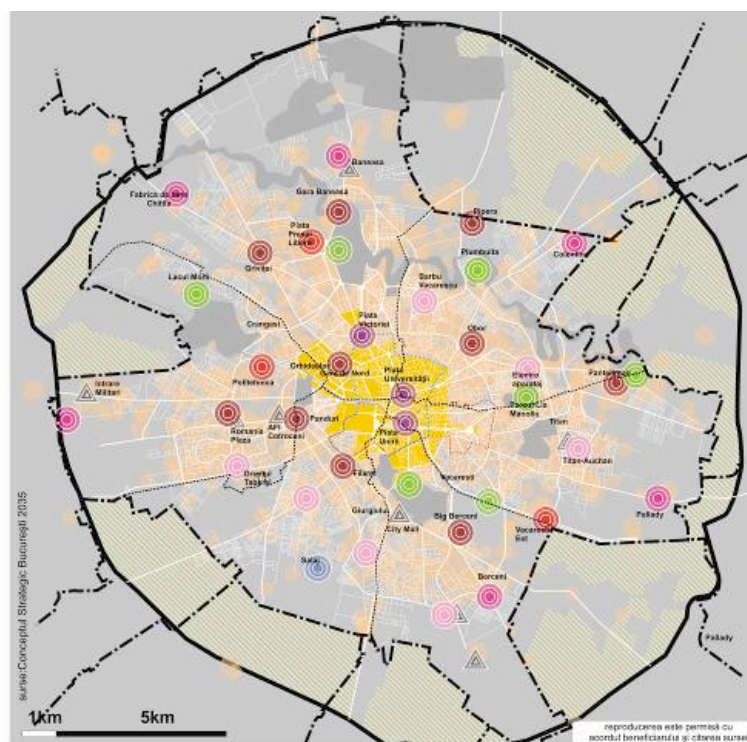


(image 7 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
Priority areas for extending the green areas network

### A system of centralities

Holding the ever expanding territory together can be done through a system of anchor points with different multi-specialization according to their vocation at the urban level but that also have to work together. The advantage of this system would be an overall increase in the city centrality and its competitiveness as well as a better balance of the city structure. As the central area contains very high-level functions (political, administrative, juridical etc) the idea behind some of the sub-centers is to help at gathering the potential of dissipated functions around them and create support centers for the central area. In the meantime, some of them are created around town halls of smaller districts and they are encouraged in this manner so they give people a better sense of community. Their purpose is to foster communities and to re-link disaggregated neighboring areas. Last but not least, especially in the southern part centralities are reinforced in order to help at integrating poverty pockets.



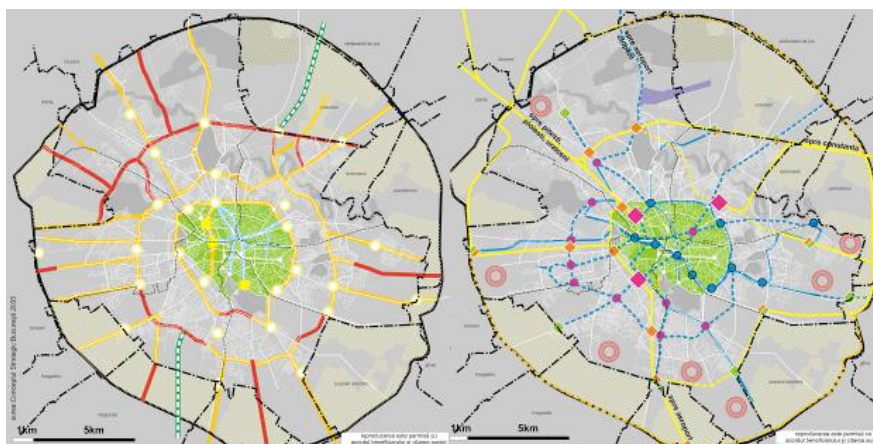


(image 8 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
Priority areas for developing the system of centralities

## A change in modality and mobility

The auto-mobility was very restricted during the Communism and exploded after its fall as the car ownership and auto-mobility grew exponential<sup>1</sup>. The strategic concept aims at car traffic reduction by proposing privileges to public transport and pedestrians in the central area. Exclusion not being the only solution two important measures are also proposed: a system of intermodal hubs and several parking facilities in relation to high capacity public transport and, secondly, the development of high capacity transport network based mainly on subway and regional train system strongly related to dense neighborhoods and to existing and proposed centralities of the city. Eco mobility is also encouraged especially in the city-center and in some dwelling areas.

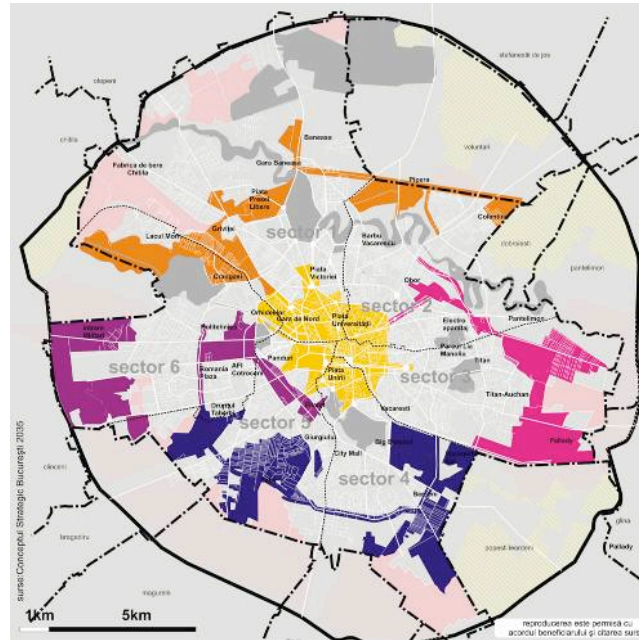
1 From 300.000 in 1998 to almost 2.000.000 cars cross Bucharest in 2010 according to Bucharest Transport Masterplan, 2008, Urban Traffic, PMB



(image 9 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
Road infrastructure development (left) and high capacity rail transport (right) with emphasis on the central area with reduced auto traffic and prioritization for public transport and pedestrianization.

### Scenario planning not fixed planning

Finding an in-between measure is not a very easy task: over-planning was done several times in the case of Bucharest and negative results were very hard to sweep away; a too loose planning led to a chaotic development that multiplied the existing problems of the city. What is proposed by the strategic concept is a well-documented (through a 60 criteria analysis) identification of potential areas of priority intervention which can act together, or separately, depending on the needs to rebalance certain tendencies. The central area as well as the four surrounding areas are determined through a superposition of large empty spaces, good accessibility, good centrality potential and public space potential but above all they constitute transition zones between very disparate elements. In this sense they are seen as healing areas for the city. A scenario planning presupposes the possibility of a dynamic management and monitoring of these key areas and for that a more flexible structure of the administrative structure was proposed in which agencies of development for specific areas based on a public-private partnership should be created. The main idea is to assess periodically the degree of confirmation of each area and to keep possibilities open, while keeping the basic criteria as milestones.

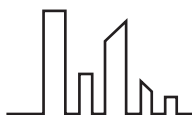


(image 10 source: Bucharest Strategic Concept of Development 2035 - [www.csb2035.ro](http://www.csb2035.ro))  
Strategic areas of intervention

### A tool for dialog

187

CSB2035 has a set purpose of stimulating the dialogue between the main urban actors of urban development of Bucharest: inhabitants, administration and other implicated institutions, NGOs, etc, while assuring both the complete transparency of the elaboration process and the openness towards the implication of citizens and specialists in this process. The data collection of opinions, remarks and critiques coming from citizens and specialists during the public debates or during professional focus-groups as well as via the project dedicated site ([www.csb2035.ro](http://www.csb2035.ro)) where all the information regarding the project was made available for consulting and reacting, were all part of the participative approach of the project. All the reactions were further included in a synthesized form in the proposal phase and diffused through materials (brochure) especially conceived in a very legible visual and linguistic manner so they become accessible to a large number of people. The project passed through several phases of consultation till its final approval by the authorities. Certainly, a lot of potential actors were not involved in the process, either because they were non-responsive to dialog initiatives, or because of the short time span of the overall project.



## ***Conclusions.***

Conceived in times of planning uncertainty as well as in times of crisis in the development initiative the Strategic Concept, as the result of a concerted process, allows for a more flexible and participative planning manner and provides in the same time an instrument for future debate capable of articulating public and private sectors. It is promoting a slow “urbanism” that articulates major and small-scale interventions.

In conclusion, the main idea behind the Strategic Concept of Bucharest 2035 is to become an interface between: urban actors that can use it as a tool for debate; regional, local and sub-local levels in order to privilege the quality of life in the city; public and private sectors that can develop partnerships based on mutual interest in key locations of the city; past and present in order to build the city's identity; different sectorial interests in order to conciliate them and better articulate economic growth and quality of life. Clearly, most of these aims need a long time span in order to become tangible, or even to begin to become so, and expecting them to do so may seem an optimistic, if not idealistic, statement. However, it is clear that fixed planning is no longer an answer to increasingly complex problems and an essential factor will be a periodic revision of the document based on a participative process. Furthermore, scarce resources means that both innovation and efficiency become key traits in conceiving our cities and thus pro-active and inclusive planning must be seen as an indispensable instrument.

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***Conclusions***





## Conclusions.

Ignacio Pemán Gavín, ECTP-CEU Young Planners Workshop Chair

Different approaches to the problems of the city in crisis have been developed and published in various articles; their titles are usually self-explicit. Possible alternatives have been identified in the workshop regarding models of growth, planning and funding; these different approaches complement each other. But, furthermore, some common conclusions can be identified regarding the causes of the shortcomings of current models as well as about city opportunities offered by the current urban slowdown and possible solutions.

Indeed, despite the articles have carried out different approaches on the general topic, the cities and economic crisis, some ideas and thoughts on the causes and possible solutions to overcome the problems cities face in the economic crisis have been common to most of works.

1.- A commonly shared diagnosis is the negative impact of the excessive role of economic interests; creating cities mainly destined to develop new areas and spaces to attract investment and businesses. As result we have fragmented cities, without identity and disconnected from citizens. The construction of large suburban roads, infrastructures, airports and large residential areas have been a major break in the shape of the city and has created many urban voids.

In the same frame, spatial planning has been over the last years a tool creating competitive ground to attract investments and activities; and the city has very often been driven by economic interests over the principles based in urban cohesion; compact city with citizens participation. Specially the works describing the Portuguese, Irish or Spanish situation, include a negative diagnosis of real estate “boom” because of its impact in the morphology of cities. Participants in the workshop agree on the importance of overcoming the current situation considering different paradigms that have led to the current situation.

2.-In this sense, most of the works demonstrated the agreement that the economic crisis is also an opportunity to change our ways of thinking and developing cities. It is time to rethink the city under different principles, to implement cities according to social cohesion, urban regeneration, and compact model of cities and from human being's perspective. In this way, the crisis is also an opportunity to rethink the city towards a new paradigm which does not place competitiveness as its guiding motivation but places people at its core.



This opportunity has been underlined from different perspectives:

a) Un opportunity for improving planning systems. As concluded in Bridging the Funding Gap: Urban Regeneration in the Age of Austerity “The austerity agenda provides a valuable opportunity to reassess the ways in which the planning system can be improved upon to secure the greatest public benefit”. Or in similar way, Urban planning in Bucharest underlines that after the negative diagnosis of last year’s growth of Bucharest: “a Bucharest Strategic concept comes as a response to the need of having a guiding vision for Bucharest”.

b) The lack of interest of the real estate market in developing new areas is an opportunity for urban regeneration instead of occupying new areas; an opportunity for boosting declining areas, empty lands, abandoned districts, or developing places in which although the real estate market is not interested in this development, it could be attractive for other kind of projects in this crisis period.

This regeneration of the city should reflect the steps of the city’s emptiness: as Urban voids, spaces of great expectations demonstrates how urban voids can be seen as absences, but also as promises, encounters and spaces of great expectations. Placemaking and spatial cognition: the way to go on diffuse urban areas? proposes Planning the city is important to identified material, immaterial, slow and fast urban perennities on which we can base territorial and urban intervention, in particular reurbanization,

Consequently with this new scenario, cities should take advantages of this period of time for the regeneration of inner spaces, urban voids, urban gardens and rebuilding abandoned buildings. Without the pressing of economic interests, the economic crisis is an opportunity to think the city from a quality of life point of view.

c) The economic crisis of cities is also an opportunity to enlarge social participation in the process of planning; -Elements of opportunity for change in our cities- mainly for social layers so far without voice in the city. Especially, youth participation could boost city areas in decline by using empty buildings. As Young people develop empty spaces proposes, it is an opportunity for “new ideas and concepts, for election of spaces for experiments and creative use and for New forms of financings”.

d) Finally, it is an opportunity to find alternatives to public investments in order to carry out urban projects such as crowd funding; such as Young people developing empty spaces points out. And also, it is an opportunity to encourage social community to support social services, adopting



a more dynamic role in managing social utilities following the example of other experiences described in Public money is long gone: are non-profit organizations the only hope for the public city?

3.-The way to achieve these common solutions is also mostly shared: the opportunity to bottom-up solutions, the importance of local and neighborhood scale, the importance of involvement of all public and private sectors. In conclusion: the need to encourage participative models, the connection between citizens and institutions in the common task of planning the city.

4.-The final presentations of the works in Cascais in last session ended by drawing some conclusions by the workshop participants. These conclusions were made spontaneously and I think that they summarize the findings of the workshop very clearly. They are literally transcribed here below:

- The importance of using vacant land and buildings, for example: Food growing, public gardens, flats, artist communities.

- The importance of people to planning, for example: Many temporary uses need to give land back when the market improves.

- The importance of the local level, for example: Lack of national strategy in Ireland and England as well as new Neighborhood Planning in the UK.

- The future for the “empty” and “shrinking” city, for example: The need to tie together urban voids, abandoned buildings.

- The future relationship between old and new, for example: The rapid urban growth to 2008 has failed to tie new and old areas together.

- The importance of the “right to the city”: To what extent are people subject to the market, either using or lacking housing.

- The role of young people in urban processes: How can they be involved and participate in planning?

- The need for new, flexible and adaptable tools for changing scales, actors...etc: How can new needs and behaviors be integrated in planning or how can planning externalize some of its preoccupations?



