



## **WORLD URBAN DEVELOPMENT CONGRESS**

DONOSTIA - SAN SEBASTIÁN  
gipuzkoa - basque country, spain

### **Rethinking your urban region**

Inventive urban infrastructure and services  
for smart development

24-27 October 2010

### **Main conclusions**

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# Acknowledgements

## The work of a network

These conclusions of the INTA34 Congress are based on reports, minutes and synthesis of a team of volunteering reporters. On behalf of INTA, we thank them for their dedication and hard work.

### General Reporter

Kyle Alexander, INTA Board member, Strategic Investment Board, Northern Ireland

### Editor

Luis Buezo de Manzanedo Duran, INTA Project Coordinator for Latin America, Peru

### General coordinator

Nerea Mendikute, School of Urbanism of Barcelona, Spain

### Reporters

- Marek Bryx, Warsaw School of Economics, Poland
- Maurice Charrier, INTA Board member, Grand Lyon, France
- Marc Glaudemans, Fontys University, The Netherlands
- Kepa Korta, Strategic Masterplan Donostia-San Sebastián, Basque Country
- Dominique Laousse, RATP, Paris, France
- Fernando Navarro y Bidegain, Architect, Madrid, Spain
- Francis Neher, INTA treasurer, Paris, France
- Branca Neves, City of Lisbon, Portugal
- Waikien Ng, Architect, Singapore
- Pedro Ortiz, INTA Board member, Architect, Madrid, Spain
- Dominic Papa, S333, London, UK
- Joseph Tossavi, INTA Board member, OGoLD, Cotonou, Benin

### Team of students from the School of Architecture of San Sebastian

Supervised by Professor Anton Lopez de Aberasturi

- Victor Araújo Corral
- Hodei Abaurrea Vergara
- Jonathan Chanca del Río
- Antton Ecenarro Aranburu
- Eva María Aransay García
- Lander Martinez Villar
- Ivan Raposo Gomes
- Adur Ugartemendia Leunda
- Marcos Villapún Iturriaga

### Paisaje Transversal

Jon Aguirre Such, Director of the on-line network Paisaje Transversal [www.paisajetransversal.org](http://www.paisajetransversal.org) covered the Congress in real-time, providing the INTA network the opportunity to exchange views and ideas far beyond the Congress rooms. Parts of his 'INTA34 Chronicle' were used in these conclusions.

## INTA34 World Urban Development Congress

INTA 34 was a great Congress. We would like to express our sincere thanks to Gipuzkoa Aurrera, to the many sponsors and officials who welcomed us, to the participants from over 40 countries who joined us, to the coordinators in each session and to the speakers who shared their experiences with the public. I would like to give special recognition to the Scientific Committee, the reporters and the many volunteers who helped organize the event, produce written reports and statements and audiovisual records.



Reinventing the Urban Region has been the main theme of the Congress and San Sebastian was the setting for this meeting which allowed to share successes and difficulties, doubts and hopes, but mostly provided INTA members and the gathered public a tremendous source of inspiration to reveal the potential of our urban areas.

The territory is the built space in which public and private actors operate and manage for the betterment of the population. Increasingly, information technologies allow global connectivity of city inhabitants. Can we, as urban development leaders, manage these interactions? How activities and lifestyle patterns of individuals impact on what has always been a collective approach to planning?

Attention to the urban area went from the concept of cities to the city-regions, and then to the conurbations; the current trends take a step further to metropolitan areas that make up ecosystems. These changes of scale also raise questions of the vulnerability of the territories, of the internal cohesion and of external networking: how can we improve the quality of life in rural areas connected with urban areas? In this new context, every problem has its own level and scale of intervention.

We must also reconsider our priorities. Ensuring a better quality of life for people is the goal that lies at the heart of all our efforts, with technology as a means to that end. We seek social cohesion and we are inspired by respect for cultural identity. Our goal is economic prosperity, to protect the environment and provide social wellbeing.

Finally, our thanks go to the city of Donostia-San Sebastian for hosting this Congress. A perfect city for an urban Congress!

Budiarsa Sastrawinata, President of INTA

A handwritten signature in black ink, appearing to read 'Budiarsa', with a long, sweeping horizontal line extending to the left and a small mark above it.



## THE WORLD URBAN DEVELOPMENT COUNCIL: THE FUTURE OF THE METROPOLIS

The 34th Congress was preceded by the third session of the World Urban Development Council (WUDC) focusing on the "metropolisation", a question that was also central to the Congress proper.

It is a paradox to question "metropolisation" and propose the horizon of a large, cohesive territory without specifying in advance for what social project and by what means this view will be implemented. Today, the physical size of urban region should be sufficient to provide the diversity required for complex economies: i.e. a wide range of functions (ports, airports, labour markets, stock market, diversity of production locations, housing market, employment, value creation, etc.) to overcome the geographical limits that would slow down industrial relocation and its consequent loss of capital.



El ex primer ministro de Perú en la WUDC

Cities face the challenge of sustainability, but how is it possible to implement a sustainable project based on growth only? How can we take into account environmental concerns without reducing them to merely symbolic gestures such as green building, or anti-consumption behaviour, etc.? City sustainability needs more content and consistency in its development proposals and competitiveness strategies.

In the current economic crisis specific local concerns revolve around the availability of housing, more opportunities and better employment conditions, transfer of knowledge, and even personal fulfilment. Citizens have a "desire for decision" on these issues, and information technology can encourage their participation. This requires an intelligent and

adaptable combination between global and local perspectives.

The future of cities requires new perspectives in the infrastructure / territory relationship and in the area / population relationship. Adaptation to an increasingly mobile society with greater access to information and the pressure of technological innovation have accelerated the changes and reduced the time to reflect on the issues. "The inertia of immediacy" gradually erases urban memory and without memory the future does not exist. Rebuilding social ties is a necessity.

Moreover, the crisis lies not only in the production side, but also in the redistribution of the surplus that it generated. In a context of slower growth, how can we live in the City if its distributive function does not perform well?

Anticipating these changes means to prepare responses that combine (specialized) function planning with the basic elements of urban development, which can give coherence to the metropolis and join together its different elements: public spaces, adjoining natural areas, roads etc. should be designed to unite the city territory and to make diversity an asset and not a barrier between people and regions.

The answer cannot come from one side only. The future of cities should not be placed exclusively in the hands of architects and planners; everyone interested in the City should be able to bring out his or her views of the city of the future.

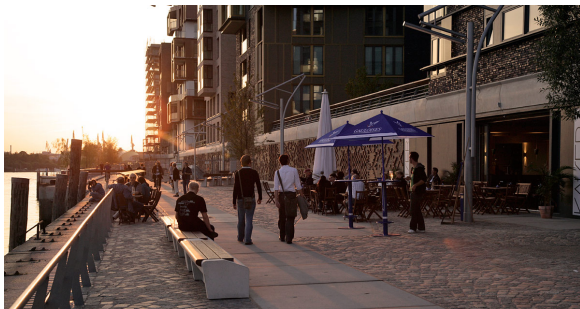
## INTA 34 WORLD CONGRESS: REINVENTING OUR URBAN AREA

### Renewing the urban vision

INTA34 Congress has given the public and private actors involved in the "production" of the city the opportunity to question and explore how political leaders and technicians build their vision of the future on the existing territorial conditions. The city as the major development engine; it is estimated that by 2020, 80% of the world GDP will be produced in cities and that the emission of CO<sub>2</sub> in the same, will increase from 31,000 TNS<sup>3</sup> to 46,000 TNS<sup>3</sup> between 2010 and 2030<sup>1</sup>.

If today, urbanisation is a well-recognised process, the metropolitan areas are now the core territorial reference for activities that have exceeded the scope covered until now by the classic development models. We live in an era of change where the renewal of "urban thought" requires new arguments and bases. In this scenario, the area's identity is a fundamental factor in designing new spatial configurations, defining the "relevant territories"<sup>2</sup> for development.

The urban area is a complete, unique and fragile ecosystem and therefore to address its problem requires taking into account its complexity. The priorities are to structure territorial organization and integrate planning as a joining factor to social



[HafenCity, Hamburg](#)

life, responsible for implementing urban intelligence. Planning should be a path for the personal development of citizens and the creation of activities based on the momentum and the application of collective knowledge<sup>3</sup> that is born in the metropolis.

Most arguments for the reinvention of the Urban Region are based on growth assumptions (economic, demographic, etc.). In a context of environmental and economic crisis how legitimate is it these days to talk of the reinvention of the urban vision<sup>4</sup>? With

that question we will explore possible solutions to a new definition of urban areas that promotes improved quality of life and the constant search for identity as a source of inspiration for local solutions.

### Reinventing the Urban Territory

Factors such as real-time and instant communication, accessibility and connectivity are seen as destabilizing factors. These transformations in behaviour patterns and the result is that people are developing more and more individual attitudes with higher levels of information. However, the virtual economy and the information flows also rely on infrastructures and specific services that are transforming the physical structure of the city, both in patterns and infrastructure.

**"Instead of bringing industry influence to the inner city, why not take the city to the production facilities by adding tertiary facilities and uses to these areas?"**

**Arkaitz Fullaondo, [Labein](#)**

<sup>1</sup> See figures presented by Clara Gaymard in "Renewing our urban vision" for INTA34

<sup>2</sup> Henry Chabert defines a relevant territory as a territory or region with its own identity and which due to its size establishes itself as a scale of analysis for the elaboration of intervention proposals. See: "Métropoles de demain", by Henry Chabert for INTA34.

<sup>3</sup> Pedro Esnaola in: "La renovación del pensamiento urbano" (renewing urban thinking), paper presented for INTA34

<sup>4</sup> This question was raised by Mohamed Mbarki in the inaugural session of INTA34

In this context, the metropolisation appears as a global phenomenon that is transforming the morphology of cities. These grow around nuclei that centralize information and capital flows. In general, cities face increasing demands on the physical organisation which we can see particularly with regard to mobility.

The regions are competing to attract foreign capital, to attract talented people and become more innovative regarding services. All this is happening in a physical space with a changing morphology. It is in this space under transformation that urban development professionals try to manage the interaction between infrastructure / territory and territory / population. The issue being to define the appropriate scale level for intervention (neighbourhood, city, conurbation, cluster, region scale, etc.).

The new responses to the challenge of urban land management aim to strengthen social links, consolidate the territory's



[Siemens - Virtual City of the Future](#)

infrastructure and integrate its elements. This is to give coherence to the metropolitan area combining different scales in order to ensure that as the main characteristic feature of the new metropolitan area, diversity (social, cultural, economic, etc.), is a resource that generates wealth for the city and not a barrier to enhancing the area.

Contemporary urban society is much more mobile than a few decades ago and this condition is creating pressure on markets, particularly the employment and housing markets. New forms of interaction and new demands for specialized services appear. Connectivity is seen as a right. Access to new technologies is also transforming the way we conceive our relationship with urban space.

Today's planners are developing tools and responses that combine the global approach with the potential provided by local resources and this allows them to anticipate problems and propose innovative and flexible responses.

## **New technologies generate new opportunities and also provide new challenges**

Connectivity and real-time communication are changing individual behaviour and physically transforming cities<sup>5</sup>. Direct access to online services is changing the ways in providing services and not only in specialized areas as until recently in the financial system, but also in services such as health, education, culture, and even personal development. Modern cities are no longer hegemonic centres but "talent networks"<sup>6</sup>.

Lifestyles and individual patterns are disrupting what had hitherto been a collective approach: planning the city. However, technology allows planners to use information flows to model, simulate and evaluate the activities and their performance, "no longer working in isolation but in a space of collaboration: the city."<sup>7</sup> We then see that technology individualizes practices, but also allows for networking, developing exchanges and cooperation.

In today's smart cities mechanisms are emerging by which even plants can send messages when they need watering. The efforts of urban



5 These points were mainly covered during Urban Workshops No.1 (Enhancing the urban territory through technology: new models of production space.

Interactions between industry, logistics, innovation and territory urban services) and N°4 (Innovative infrastructure for Urban Region competition: mobility, goods and service networks) at INTA34.

6 Charles Lin on: « Innovative Infrastructure for Competitive Urban Region - Case of Idea for Kaohsiung Project », Taiwan, paper presented at INTA34.

7 Arthur Aw in his paper presented at INTA34

planners focus on understanding and articulating the progress and potential that these changes offer in order that they play a positive role in the improvement of the city.

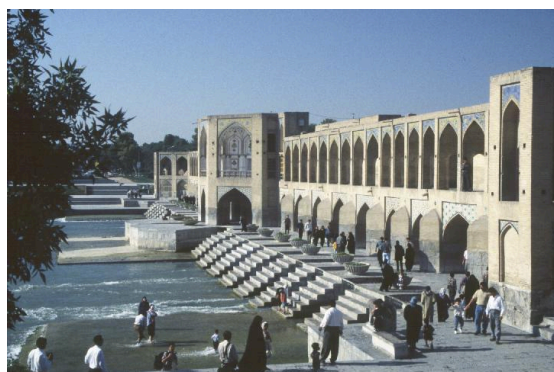
Information creates links and these in turn represent a new type of interaction based on applied and above all shared knowledge<sup>8</sup>. The dissemination of information enables the creation of links between planners, institutions, citizens, and innovators and allows local and inventive solutions to urban problems to emerge.

The interaction between industry, logistics, urban services, innovation and territory defines new models to produce different urban spaces. These new models try to enhance the urban environment using technological advances to the maximum for which the cities are considering various strategies such as the integration of production centres in the city centres<sup>9</sup>, multiplicity in the use of urban infrastructures and the creation of industrial and mixed use areas<sup>10</sup>, etc.

These strategies are cementing a new concept of production and employment centres as centres of activity, exchange and socio-cultural meeting. Some cities are organizing competitions where young planners convene to present their proposals. In this way, ideas, generations and expectations are confronted and the result is a new form of creativity and collective intelligence in the service of territory planning.

The city has been and is par excellence a conflict scenario of mixtures and opportunities<sup>11</sup>, now the challenge for planners "is the search for a morphologically more compact city, stronger and denser which organizes and regulates the passage of the wealth production sphere (which was the scene), into the sphere of the distribution of wealth (which may be regulatory)<sup>12</sup>." This need for density is the need to break with the excesses of zoning<sup>13</sup> and flows in a bid for multicentric cities. In short, it requires the construction or adaptation of spaces and flexible structures that also allow rapid response to constant change and above all seeks the diversity to promote the interaction of socio-urban fabric.

The level of industrial sophistication and its implementation in the city centres requires strategies that focus on social and cultural aspects, specific to the urban fabric where they are inserted. It is not possible these days to talk about single-purpose models; it is necessary to develop new ways of organizing the world of work and production and new modes of interaction between economic activities and the urban environment in which they develop. In this sense, urban projects that seek to implement production and employment centres should play a role in revitalizing and intelligently integrating the city and all its elements (infrastructure, environment, people, etc).



Isfahan, Iran

Currently it is very common to find several metaphors to refer to changes in cities: complex city, resistant city, eco-city, vibrant city, compact city, intense city, city3.0, low cost city, life lab city,

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8 Andy Pratt on: « The cultural economy, creative organisations and the city », paper for INTA34

9 Rémi Feredj presented the case for reconditioning disused industrial areas located in the centre of Paris, mixed-use areas, thus improving the home / workplace connections. See: Remi Feredj : « Infrastructure de transports dans la ville dense: Redécouvrir la fabrique », paper presented at INTA34

10 As in the Vancouver case, see: « Great Urbanism - the Platform for Urban Innovation, The Vancouver Experience », paper by Brent Toderian for INTA34

11 Angel Martin Ramos in : « Intensificación tecnológica, plan territorial y proyecto urbano: un reto » (Technological intensification, territorial plan and urban project: a challenge), paper for INTA34

12 Commentary made by Rémi Feredj during his speech

13 The rigidity of both urban and architectural regulations was one of the central points of the debate. We appreciate the significant contributions from Fernando Navarro and Bidegain, Arthur Aw, Angel Martin Ramos, John Worthington and Philippe Serizier



fragmented city etc. These metaphors express the paradoxes and contradictions inherent in the evolution of society and raise issues such as: are the social effects of ICT development well understood and monitored? Is low tech a good alternative to development based on high tech?

The densification of the city can make way for an intensification of the city: the intensification is to recognize that there are different dynamics corresponding to different scales of territory and that we can promote interactions between the same. For example, there are cities that have a low density in a region with high intensity expressing changes in relationships: habitat / territory, land use / economic pattern, attractiveness / migration. The new models should be analyzed carefully when implementing urban policies, in order to avoid adverse effects. Local governments are the ones who should guide the evolution of the city and not operators<sup>14</sup>.

An important question that arises when it comes to the intensification of the city is: what happens in the outskirts, in the hinterland? Are they becoming "new centres"? Are they not going against the current expanding the city instead of making it more compact? Traditionally "marginalized" (especially in developing countries) these areas are urban areas with huge potential and for this reason we must avoid them being seen exclusively as dormitory cities or industrial areas because public



and green spaces around them have no value or will degrade quickly. We must consider the rational and consistent use of spaces, conceiving the city as an industrial and social model that can integrate commercial areas with offices and housing. These models encourage mixed use of space and boost local responses to global challenges<sup>15</sup>.

Technological development, and all that it implies, is no longer the exclusive privilege of developed countries. Today it is an important development vector as long as it remains a tool to improve citizen participation in the planning process. This condition questions territory government: Is it necessary to redefine the mechanisms of citizen participation? How do we

reconcile the interactions between public and private spheres, while targeting social inclusion?

## Rethinking urban government and promoting inclusion

The attention given today to metropolitan areas allows us to observe how the concentration of power in metropolitan areas has been exacerbating tensions between them and lower-ranking cities. The overall trend shows evidence of a fragmentation phenomenon (social and physical) of the territories given at national and international level, and in the very heart of the cities<sup>16</sup>. It urges the implementation of policies and projects designed not only to enhance the external connection of the territory but also to ensure internal cohesion as a vital condition (social security, food, climate change, etc.). Discussions on how to achieve internal cohesion have affected the social role of urban environment: solutions offered by modern cities serve to strengthen the role people play in the transformation of the territory<sup>17</sup>.

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14 Much of the discussion on innovation in networks and infrastructure has shown us the tension between the intellectual pressure of the large industrial groups and the growing conservatism of the traditional parties of urban development. However, this tension can be resolved or mitigated by involving citizens in planning through participatory processes for which corporations are offering solutions. During the debate at INTA34, representatives from ARUP, CISCO, Eiffage, General Electric, GDF-Suez and Siemens had the opportunity to discuss this trend with the public.

15 One of the most successful cases which reflect this trend is HafenCity in Hamburg, see: « HafenCity Hamburg: The Encounter Structure of a New Downtown within the Knowledge Economy », paper presented by Jürgen Bruns-Berentelg for INTA34.

16 This was the central theme of Urban Workshop No. 2: Develop an Urban Region at different scales: Different perspectives from participants on the development of the metropolitan region

17 Kepa Korta on : « La reinención constante. Claves para un crecimiento sostenido y sostenible. El caso de Donostia-San Sebastián » (Constant reinvention. Keys for sustained and sustainable growth. The case of Donostia-San Sebastian) paper presented for INTA34

Urban government is the space where the parties articulate and express their interests. However, we are witnesses to the depletion of regulatory systems and public action that was designed for urban models now out of date. Tensions between central power and the decentralization process have exacerbated this situation generating situations of poverty and exclusion<sup>18</sup>.

One of the problems that most affect cities is unemployment: how do we structure an economic model that includes the population that is currently in a precarious situation? The condition of excluding a segment of the population puts them in a situation of extreme vulnerability. It is almost a constant that this population segment physically occupies the periphery of the metropolis, largely displaced individuals (intentionally or unintentionally) who are attracted by the "dynamic" city economic. The exclusion for these people is a kind of convergence between stigma and neglect in which the breakdown of social ties adds even more to their precarious condition. This situation is one of the most significant challenges for those managing cities. We are aware that this is not just a moral issue but the need for political responses or is it that cities are leaving no value to a significant segment of its "human capital"<sup>19</sup>?

Economic models are beginning to be evaluated for their ability to propose an integral and systemic view of the economy, labour and employment. New forms of networking are making the cities constitute a vital link to what some call a new "business ecology"<sup>20</sup> and in this sense they are contributing to integrate marginalized and low-skilled populations<sup>21</sup>.

It is worth noting that innovation is not only a technological reference; inclusion and citizen participation can also contain form of innovation. Innovation applied in the social field means: identify needs, address them by using "soft technology" and mobilize all parties involved.

Rethinking urban government is a challenge to establish a balance of power within a territory. It aims to rethink the role of government to agree on interests for the common good. But to what extent is the city administration ready to gather and manage the needs of citizens?<sup>22</sup> In this sense, it is important to analyze the capacity of local government to enter into a creative process that lays the foundation for an integrated action of all social and economic parties in the medium and long term establishing a continuous and sustained decision making system through strategic planning<sup>23</sup>.

Although we are working in crisis scenarios and areas of uncertainty, it is important to set deadlines that combine specific action and immediate satisfaction of needs of the people, with collective action in a broader temporary perspective. This challenge requires the consideration of citywide leadership and local participation at neighbourhood level in order to balance the perspective from the "top down " (government-citizen) with a view from the "bottom up" to foster cooperation rather than

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18 During his speech, Heinz Werner showed us through some cases how decentralization processes that have not been accompanied by a full transfer of powers have deleterious effects on social structure, "with unemployment and the new business structure, labour markets are not suited to the skills of a sector of the population and that is generating processes of social exclusion. " For further reference see: Heinz Werner: "City-region cooperation: Challenges & types of Cooperation", paper presented to INTA34.

19 These points were widely discussed during the third session of the Global Congress for Urban Development.

20 For Arthur Aw "It is an elaborate form of cluster economy" for Jurgen Bruns-Berentelg "we are talking about contributions to shapeless urban creation, " while Andy Pratt refers to "individual economics and fleeting particles"

21 Networking platforms as presented by Motoo Kusakabe, President of the Open Foundation City, shows notable results in the boost for improved living conditions and competitiveness of excluded populations

22 Paul Jeffrey on: « Localism is popular again », paper presented for INTA34.

23 Luis Tagle on « La nueva visión de la gestión urbana: una mirada desde el gobierno nacional » (the new vision for urban management: a view from national government), paper presented for INTA34

to centralize control and above all establish effective mechanisms of communication between politicians and citizens to understand and share objectives and benefits of technical projects.

Joint and long term projects are best suited to address structural deficiencies (tensions) and it is important to prioritize its continuity despite electoral changes and other social phenomena. Cities nowadays are creating collaboration and exchange networks in order to lessen the impacts of these deficiencies.

A clear example is the public / private partnerships for the implementation of urban projects which today means one of the models with greater potential to implement dynamic areas of collaboration and agreement of public interest.

## **Rethinking the role of people and places**

At the level of urban planning it is necessary to insist on the order of priority: people; then spaces and finally buildings. We are facing a special moment where we must also rethink our priorities and answer the following question: are we building cities for people or with people? Having stressed that the participation of people is a key factor in transforming the territory, it is necessary to identify which areas the city needs.

Again we are dealing with the interaction of people / territory and infrastructure / territory. Cities are looking to create living, attractive, safe, healthy and sustainable spaces that provide everyone a place to express the inherent talent of the people. In short creativity scenarios 'based on cooperation and collaboration as new tools'<sup>24</sup>.

Strengthening the city means maximizing the resources of a particular territory. In this sense, "the reuse and rehabilitation of existing infrastructure and buildings account for economic but also social benefits as they enhance the identity with the environment and promote sustainability as there are many interesting experiences of conservation and reuse of foundations, structures, enclosures, etc. ... thus reducing the polluting effects of the demolition"<sup>25</sup>. This involves recovering valuable buildings and producing useful public spaces for people.

To rethink the role of people and spaces, it is necessary to introduce a social vision of the territories<sup>26</sup> and in this view wealth plays a menacing role. Historic wealth is seen as an opportunity<sup>27</sup> providing that we can link wealth to identity. Wealth and identity are assets in urban development in terms of global and regional competitiveness. Experiences show that this is achieved through policies based on the promotion of culture, heritage protection, living conditions and non gentrification<sup>28</sup>.

Well-being and improved quality of life remain at the centre of our efforts and technology is a means to achieve that end. The city should point to social cohesion and respect for identity. The aim of all who make the city today must be to achieve (economic) prosperity while protecting the environment and providing well-being.

## **Rethinking our priorities**

In this time of transformation, the socio-economic reality is becoming more diverse and highlights the need to redirect our priorities in order to promote equality and reduce disparities. It is necessary to restore a sense of planning focused on the

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24 Víctor Santiago Tabares: « Cáceres Creativa: innovación, creatividad y sostenibilidad urbana » (Creative Cáceres: innovation, creativity and urban sustainability), paper presented for INTA34

25 Michel Hek on: « The (social) benefits of adaptive reuse », paper presented for INTA34.

26 This was the main theme at Urban Workshop N°3: Social views for urban development: identity, wealth, image and quality of life

27 Janis Dripe on: « Riga capital of the north », paper presented for INTA34

28 Patricia Rodríguez on: « Wealth as an asset for urban development, challenges of an utopia », paper presented for INTA34.

urban backdrop and not to succumb to the pretence of control. In planning we should think of "multiple scales"<sup>29</sup>, have a vision of the Urban Region and take into account social, environmental and economic measurements.

Intensifying the Urban Region is one of the proposals best received by the Congress. It aims to maximize the resource potential of cities and also promote ideas and proposals for the future. It also means optimizing investments, integrating current technology and proposing flexible answers<sup>30</sup> adaptable to the micro and macro needs of Urban Regions<sup>31</sup>.

The intensification of urban areas is done to make living in urban areas environmentally friendly, integrated and inclusive placing the resident at the centre of the urban development process.

## **The challenge of change - INTA objective 2030**

Participants of INTA34 and members of INTA all work to converge towards sustainable, intelligent development through innovative solutions both in public policy and its implementation in the territory.

It is in the special INTA, 2030 Objective programme that members work in groups (Communities of Competence) towards a long-term vision for the future development of cities and territories in order to access the approaches, policy tools and management necessary today to ensure future sustainable urban development.

The goals of "Objective 2030":

- Create a better understanding of innovation in the production of new urban services,
- Propose comprehensive policies for implementation,
- Strengthen management capacity to improve skills development at local and regional levels.

The challenge: to rethink the process of urban development

- Create a fresh perspective to the drivers of change
- Encourage thinking and integrated delivery
- Design effective policies
- Strengthen government
- Extensive use of technological innovation
- Investing in knowledge functions
- Give priority to social inclusion

**Únase a nosotros mientras continuamos a repensar un marco coherente para la política y la entrega del desarrollo urbano sostenible!**

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29 Jonathan Woodroffe and Dominic Papa in their master class: "Ease urban change, more with less".

30 María J. Sobrini on: «Smart+Connected Communities», paper presented for INTA34

31 Martijn Kanter on: « Future dynamics of the retail market shaping urban development in the 21st century » paper presented for INTA34